

SURVEY REPORT 2021

of Efforts to Implement OSCE
Commitments and Recommended Actions
to Combat Trafficking in Human Beings

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Office of the Special Representative and Co-ordinator
for Combating Trafficking in Human Beings

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Foreword



Valiant Richey

Special Representative and Co-ordinator
for Combating Trafficking in Human Beings

Over 20 years since the adoption of the first internationally-recognized definition of trafficking in human beings as well as the first OSCE anti-trafficking commitments, participating States have made steady progress in adopting and implementing measures to combat THB. Measuring such progress and identifying areas which might benefit from further improvement is crucial to ensure that collectively and individually countries of the OSCE region are moving towards achieving the common objective – ending trafficking in human beings.

In line with its mandate, my Office is engaged in promoting the implementation of OSCE anti-trafficking commitments and in assisting participating States in their implementation. In 2015-2016, the OSR/CTHB conducted its first survey to assess progress made in the OSCE region towards implementing the OSCE anti-trafficking commitments and recom-

mendations, as laid out in the numerous Ministerial Council Decisions, 2003 OSCE Action Plan to Combat Trafficking in Human Beings and its 2005 and 2013 Addenda. The survey addressed gaps in knowledge regarding the status of human trafficking and national responses in the OSCE region in line with the OSR/CTHB's goal of promoting evidence-based policies and programmes.

This 2020 follow-up survey was developed for the purpose of tracking progress made towards the implementation of anti-trafficking commitments since 2015, with specific emphasis on recent Ministerial Council Decisions adopted during the interim. In line with these commitments, the survey features new sections on vulnerability reduction, awareness-raising, and addressing demand, as well as the role of technology in facilitating and combating human trafficking and online sexual exploitation of children. It has also been designed to develop recommendations with consideration to emerging trends, challenges and opportunities in responding to complex, cross-dimensional, and evolving crime of trafficking in human beings.

The survey provided a sizeable amount of data, the analysis of which allowed encapsulating positive practices to share and serve as an updated baseline for measuring future progress. In the long term, it is anticipated that this report will serve as an impetus for the continued collecting and measuring of data at five-year intervals, in order to consolidate the efforts of the participating States to combat human trafficking.

Nonetheless, as the survey finds, there is more work on the horizon as there is a need for participating States to scale-up their responses both at policy and practice levels. As demonstrated by the survey, there is significant room for improvement of prevention, protection and prosecution efforts. The survey thus proposes efficient, concrete, and forward-looking recommendations for both participating States and the broader anti-trafficking community. My Office stands ready to support OSCE participating States in implementing these recommendations and the OSCE anti-trafficking commitments.

Acknowledgements

This Survey Report represents a collaborative effort on behalf of the individuals and stakeholders who are dedicating tireless work to the fight against trafficking in human beings. The survey is also a testament to the unwavering commitment of the OSCE participating States to tackle trafficking in human beings.

It is also thanks to the submissions of the participating States and their efforts to collect necessary information and coordinate a national response that this survey could come to fruition. My Office unreservedly extends its gratitude to the 84 NGO respondents from 40 countries whose input offered valuable and useful contributions to this report. We hope that this survey will further the work and commitment of both State and non-State actors by offering a means for assessing their current implementation of existing commitments and recommended actions.

The text of the publication was prepared by Phil Marshall, an external consultant who demonstrated unparalleled determination to support the efforts of my staff to gather, collate and analyse the wealth of information provided by participating States. I am also grateful to his collaborator Alessandra Spigno for data cleaning, analysis and graphics, and to Cynthia Peck-Kubaczek for proof-reading the final form of the publication.

I would like to commend Tetiana Rudenko, Senior Co-ordination Adviser, for her resolute efforts in this initiative, as well as current and former colleagues from the OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings, namely Tarana Baghirova, Radu Cocos, Laila Hadziomerovic, Evan Karr, Oleksandr Kyrylenko, Julia Rutz, Katharina Thon, Boris Topic and Alex Trautrim, whose team-spirit helped with planning and conducting of the survey, enhanced its structure and content through the thematic contributions as well as several rounds of proof-reading and edits.



Valiant Richey

Special Representative and Co-ordinator
for Combating Trafficking in Human Beings

Acronyms

ACT	Acting Against THB (Portuguese App)
ANITP	Agencia Națională Împotriva Traficului de Persoane (National Agency Against Trafficking in Human Beings) (Romania)
APRAMP	Asociación para la Prevención, Reinserción y Atención a la Mujer Prostituida (Association for the Prevention, Reintegration and Care of Prostituted Women) (Spain)
ATM	automated teller machine
B&B	bed and breakfast
CASNA	La Cellule d'Accueil Scolaire pour les élèves Nouveaux Arrivants (School Reception Unit for Newly Arrived Students) (Luxembourg)
CCTV	closed-circuit television
GESAS	Centre national de référence pour la promotion de la santé affective et sexuelle (National Reference Centre for the Promotion of Emotional and Sexual Health) (Luxembourg)
CMM	Center mod Menneskehandel (Centre Against Human Trafficking) (Denmark)
CoE	Council of Europe
COVID-19	Coronavirus Disease 2019
CRC	Convention on the Rights of the Child
CSE	child sexual exploitation
CSO	civil society organization
CTHB	combating trafficking in human beings
CVBR	Canadian Victims Bill of Rights
DKK	Danish Krone (currency)
ECHR	European Convention on Human Rights
ECPAT	End Child Prostitution and Trafficking (NGO)
EKAT	Emberkereskedelem Áldozatainak Azonosítása és Támogatása (web-based platform "Identification and Support for Victims of Trafficking in Human Beings") (Hungary)
EME	Equipa Multidisciplinar Especializada (Specialized Multidisciplinary Team) (Portugal)
EU	European Union
EUCPN	European Crime Prevention Network
EUNAVFOR MED	European Union Naval Force Mediterranean
Europol	European Union Agency for Law Enforcement Co-operation
EVFTA	European Union-Vietnam Free Trade Agreement
fedpol	Federal Office of Police (Switzerland)
FINTRAC	Financial Transactions and Reports Analysis Centre (Canada)
FIU	financial intelligence unit
GEL	Georgian Lari (currency)
HEUNI	The European Institute for Crime Prevention and Control, affiliated with the United Nations
ICSE	(INTERPOL's) International Child Sexual Exploitation database
ICT	internet communication technology
ICTG	independent child trafficking guardian
ID	identification
ILO	International Labour Organization
INTERPOL	International Criminal Police Organization
IOM	International Organization for Migration
ISP	internet service provider
JIT	joint investigation team
KCIK	Krajowe Centrum Interwencyjno-Konsultacyjne dla Ofiar Handlu Ludźmi (National Consulting and Intervention Centre for the Victims of Trafficking) (Poland)

KOM	Koordineringsenheten for ofre for menneskehandel (Co-ordinating Unit for Victims of Human Trafficking) (Norway)
LE	labour exploitation
MC	Ministerial Council
MDM	Movimento Democrático de Mulheres (Women's Democratic Movement) (Portugal)
MEN VIA	Victim support agency (Austria)
MIPROF	Mission interministérielle pour la protection des violences faites aux femmes et la lutte contre la traite des êtres humains (Interministerial Mission for the Protection of Women against Violence and the Fight against Human Trafficking) (France)
MoU	memorandum of understanding
MPS	Metropolitan Police Service (United Kingdom)
NCA	National Crime Agency
NCCTHB	National Commission for Combating Trafficking in Human Beings (Bulgaria)
NCP	national contact point
NEDIK	Netzwerk Ermittlungsunterstützung digitale Kriminalitätsbekämpfung (Network for Investigative Support in the Fight against Cybercrime) (Switzerland)
NGO	non-governmental organization
NIJ	National Institute of Justice
Nidos	National Guardianship Institution for Unaccompanied and Separated Children (Netherlands)
NRM	national referral mechanism
OCG	organized criminal group
OCGM	organized crime group mapping
OECD	Organisation for Economic Co-operation and Development
ONDRP	L'Observatoire national de la délinquance et des réponses pénales (National observatory for delinquency and penal responses) (France)
OoCTHB	Office of Combating THB (Cyprus)
OSCE	Organization for Security and Co-operation in Europe
OSEC	online sexual exploitation of children
OSR/CTHB	Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings
OWG	operational working group
PPE	personal protective equipment
RBC	responsible business conduct
SAR	suspicious activity report
SECAM	Le Service de la scolarisation des enfants étrangers (Schooling Service for Foreign Children) (Luxembourg)
SLI	State Labour Inspectorate
SOPs	standard operation procedures
STR	suspicious transaction report
THB	trafficking in human beings
Tusla	An Ghníomhaireacht um Leanaí agus an Teaghlach (Child and Family Agency) (Ireland)
UK	United Kingdom
UKFIU	United Kingdom Financial Intelligence Unit
UN	United Nations
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
US	United States
USA	United States of America
VOT	victim of trafficking

Introduction

Background

In accordance with MC.DEC/2/03 and MD.DEC/3/06, the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR/CTHB) promotes the implementation of OSCE anti-trafficking commitments and assists participating States (pS) in their implementation upon request.¹

In 2015/16, the OSR/CTHB conducted a survey (2015/16 survey) to assess progress made in the OSCE region towards implementing the OSCE anti-trafficking commitments, as laid out in the OSCE Action Plan to Combat Trafficking in Human Beings (2003) and its Addenda. The survey sought to (1) provide an overview of the scope of responses to trafficking in human beings (THB) in the OSCE with respect to OSCE commitments, and (2) capture positive examples of progress with a view to promoting wider adoption among participating States.

In 2020, OSR/CTHB initiated a follow-up survey (2020/21 survey) to track progress made towards the implementation of CTHB commitments since the Survey Report 2016,² with specific emphasis on recent OSCE Ministerial Council (MC) Decisions. These were (1) MC Decision No. 6/17 on strengthening efforts to prevent trafficking in human beings³; (2) MC Decision No. 7/17 on strengthening efforts to combat all forms of child trafficking, including for sexual exploitation, as well as other forms of sexual exploitation of children⁴; and (3) MC Decision No. 6/18 on strengthening efforts to prevent and combat child trafficking, including of unaccompanied minors.⁵

The survey also aimed to inform recommendations in relation to emerging opportunities, trends and challenges. Specifically, the results of the survey have been used to collate data

on OSCE-wide progress on different aspects of the Action Plan and its Addenda as well as MC Decisions, with a view to identifying both areas of strong progress and areas in which further attention may be required.

In addition to the survey for participating States, the OSR/CTHB surveyed selected NGOs from throughout the OSCE region. The NGO responses provided rich additional data to that provided by governments, as well as alternative perspectives on the implementation of selected laws, policies and activities.

The survey was designed to complement other data collection initiatives. It emphasizes areas of work that the OSR/CTHB is specifically supporting, as well as emerging areas in the response to THB in which information is currently limited. The survey is not exhaustive due to the desire to avoid duplication of, in particular, assessments by (1) the Council of Europe, in relation to the implementation of the Council of Europe Convention⁶, and (2) the United Nations Office on Drugs and Crime in its role as guardian of the Trafficking in Persons Protocol⁷, which supplements the UN Convention on Transnational Organized Crime.

As stated in the introduction to the survey, “unless an explicit objection is raised by a participating State ... the data will be shared with the Council of Europe (CoE) and the United Nations Office on Drugs and Crime (UNODC) with a view to promoting information exchange and collaboration, as well as to avoiding duplication.” No participating State has voiced an objection to the sharing of data, which falls within the existing co-operation frameworks between the OSCE and these two organizations. The OSR/CTHB anticipates that this sharing of data will further streamline and reduce the ongoing burden of reporting placed on participating States.

1 OSCE Ministerial Council, Decision No. 7/13 Combating Trafficking in Human Beings, MC.DEC/7/13 (6 December 2013). Available at: <http://www.osce.org/mc/109341>.

2 Available at: <https://www.osce.org/secretariat/289951>

3 OSCE Ministerial Council, Decision No. 6/17 Strengthening Efforts to Prevent Trafficking in Human Beings, MC.DEC/6/17 (8 December 2017). Available at: <https://www.osce.org/it/chairmanship/372291>.

4 OSCE Ministerial Council, Decision No. 7/17 Strengthening Efforts to Combat All Forms of Child Trafficking, Including for Sexual Exploitation, as Well as Other Forms of Sexual Exploitation of Children, MC.DEC/7/17 (8 December 2017). Available at: <https://www.osce.org/chairmanship/362016>.

5 OSCE Ministerial Council, Decision No. 6/18 Strengthening Efforts to Prevent and Combat Child Trafficking, Including of Unaccompanied Minors, MC.DEC/6/18 (7 December 2018). Available at: <https://www.osce.org/chairmanship/406745>

6 Available at: <https://www.coe.int/en/web/conventions/full-list?module=treaty-detail&treaty-num=197>

7 Available at: https://www.unodc.org/res/human-trafficking/2021the-protocol-tip_html/TIP.pdf

Methodology

The content of this report is based upon a review of survey responses from the participating States and NGOs. The survey for participating States was divided into three sections: (1) prevention of trafficking in human beings; (2) protection and assistance for victims of trafficking; and (3) investigation and prosecution, with a focus on targeting financial crime. The NGO survey sought to complement the information received from governments. It did not include all of the government survey questions, but focused on those considered most likely to add value to the responses of participating States, essentially those requiring an assessment of THB patterns and challenges rather than those of a factual nature such as the existence of laws and policies (see Appendix 1 for the participating State questionnaire, Appendix 2 for the NGO questionnaire).⁸

The majority of responses analysed in this document date to late 2020. The report does not contain information on developments in OSCE participating States subsequent to the date of submission of their survey response to the OSR/CTHB. Developments in policies and legislation introduced as of 2021 will be incorporated in the next survey.

The survey took place during the COVID-19 pandemic. However, due to the survey's longer-term focus, it included questions about emerging THB patterns, but not specific questions related to COVID-19. The impact of the COVID-19 pandemic has been well-documented elsewhere.⁹

Changes from the previous survey

The design of the 2020 survey sought to ensure continuity with the previous survey, while incorporating questions relating to new developments, particularly with regard to the three above-mentioned Ministerial Council Decisions.

With this in mind, the 2020/21 survey featured changes to the 2015/16 version through the inclusion of: (1) a new section on activities traditionally equated with THB prevention, including vulnerability reduction, awareness-raising and demand reduction; (2) a new section on the role of technology in facilitating and combating human trafficking and related forms of exploitation; and (3) a number of additional questions throughout the document, particularly in regard to online sexual exploitation of children. To reduce the additional workload on respondents, certain earlier questions were eliminated and some sections were shortened.

Survey respondents

The survey was sent to all 57 OSCE participating States. Forty-nine of the 57 participating States (86 per cent) responded to the 2020/21 survey, compared to 52 for the 2015/16 survey (Table 1). Forty-five surveys were submitted in English and four in Russian. Three countries – Andorra, Luxembourg and Mongolia – responded to the 2020/21 survey, but did not respond in 2015/16. Six countries – Kyrgyzstan, Liechtenstein, Russian Federation, San Marino, United States and Uzbekistan – responded in 2015/16, yet did not send a completed survey in 2020/21.¹⁰

The NGO survey was intended to supplement the data provided by governments. The OSR/CTHB selected the surveyed NGOs in consultation with the OSCE field operations. Experience with other surveys implemented during the COVID-19 pandemic indicated that significantly lower response rates could be expected. With this in mind, OSR/CTHB sent the survey to a considerably higher number of NGOs than for the previous survey – 450 (384 English, 66 Russian) in total, compared to 227 (181 English, 46 Russian) for the 2016 Survey Report. This proved effective given that the response rate did indeed fall significantly (from 40 per cent to 19 per cent). However, the number of completed surveys was similar. In total, 84 NGOs responded from 40 countries, compared to 90 NGOs from 42 countries in 2015/16. All surveys were submitted online, 65 in English (compared to 63 in 2015/16) and 19 in Russian (compared to 27 in 2015/16) (Table 1).

⁸ The government survey was fielded in August 2020 and closed at the end of January 2021 after multiple respondent requests for deadline extension. The NGO survey was fielded in October 2020 and closed in early December 2020.

⁹ For example, see: <https://www.osce.org/odihr/human-trafficking-COVID-19-report>

¹⁰ Liechtenstein, the United States, and the Holy See formally advised the OSCE that they would not be responding to the 2020/21 survey.

Table 1:
Survey respondents:
Governments and NGOs

Responding Government	Responding NGOs (2015/16 in brackets)	Responding Government	Responding NGOs (2015/16 in brackets)
Albania	5 (4)	Lithuania	0 (1)
Andorra (20/21 only)	1 (0)	Luxembourg (20/21 only)	3 (0)
Armenia	1 (2)	Malta	1 (0)
Austria	3 (3)	Moldova	1 (1)
Azerbaijan	1 (1)	Monaco	0 (0)
Belarus	1 (4)	Mongolia (20/21 only)	1 (0)
Belgium	0 (2)	Montenegro	0 (0)
Bosnia and Herzegovina	2 (4)	Netherlands	2 (1)
Bulgaria	0 (1)	North Macedonia	1 (1)
Canada	0 (1)	Norway	0 (0)
Croatia	1 (1)	Poland	0 (0)
Cyprus	3 (1)	Portugal	1 (2)
Czech Republic	0 (1)	Romania	3 (0)
Denmark	1 (2)	Russian Federation (15/16 only)	4 (2)
Estonia	0 (1)	San Marino (15/16 only)	0 (0)
Finland	2 (1)	Serbia	1 (1)
France	1 (2)	Slovakia	1 (0)
Georgia	0 (1)	Slovenia	0 (1)
Germany	1 (1)	Spain	1 (3)
Greece	3 (2)	Sweden	2 (0)
Hungary	1 (2)	Switzerland	0 (1)
Iceland	2 (2)	Tajikistan	1 (5)
Ireland	2 (3)	Türkiye	2 (1)
Italy	4 (6)	Ukraine	5 (6)
Kazakhstan	3 (5)	United Kingdom	4 (3)
Kyrgyzstan (15/16 only)	3 (1)	United States (15/16 only)	7 (4)
Latvia	1 (1)	Uzbekistan (15/16 only)	1 (2)
Liechtenstein (15/16 only)	0 (0)		

Appendix 3 contains more information on the work of the NGOs that responded to the survey.

Features of the survey

Based on previous experience, the range of the survey topics would likely require responses from more than one government agency. With this in mind, the survey was provided in simple Word format to facilitate periodic (rather than one-time) completion. One consequence of this approach was that governments occasionally provided more than one answer to a question, or inadvertently skipped a question. Also, six government respondents highlighted that it was not possible in the current circumstances to provide detailed answers to all parts of the survey.¹¹

Questions in the survey that invited open responses provided rich qualitative data. Some questions were interpreted in different ways by various governments, and the quantity and detail of information provided by States in response to the questionnaire also varied. Some responses were incomplete or short. A few countries took the opportunity to share additional information and provided more details about their activities. Taken together, these factors meant that responses on some questions were not consistent across all participating States, and thus could not be easily standardized.

With regard to the NGO survey, the use of purposive sampling means that the views expressed in the survey cannot be considered representative of all NGOs working on THB in the surveyed countries. Further, the profile of responding NGOs differed somewhat from that for the 2015/16 survey. NGO data for 2020/21 was not, however, directly compared with NGO 2015/16 data, but rather used specifically to complement 2020/21 government responses.

Additionally, only 46 participating States replied to both the 2015/16 and 2020/21 surveys. As noted above, six of those responding in 2015/16 did not submit a response in 2020/21, while three countries that did not submit a response in 2015/16 did so in 2020/21. While this affected the comparability of the data, the section immediately below, on comparison of data between the two surveys, outlines the approaches taken by the survey team to mitigate this. There is also, of course, no comparative data for the new questions included in the 2020/21 survey.

¹¹ In addition, Andorra's response noted that while the country was active in counter-THB work, including as part of the Group of States of the Convention of the Council of Europe against THB, it had not yet confronted any THB cases.

Comparison of data between the 2015/16 and 2020/21 survey

As noted above, there were differences in which governments responded to the two surveys. To minimize the impact of this and ensure the fullest range of possible data, responses from countries responding to a question in 2015/16 but not in 2020/21 were included if they referred to the existence of specific laws, regulations or institutions that could reasonably be expected to still be in place. This includes the 2015/16 responses of the six participating States that responded to the survey in 2015/16 but not 2020/21, meaning there are 55 responses for these questions.

For example, if a country reported in 2015/16 that it had public procurement legislation/policy in place to minimize the risk of purchasing products or services produced by trafficked labour (Section I.1), such measures were assumed to still be in place. All occasions where this approach is used are clearly marked. For questions of a more dynamic nature, such as those on patterns and trends, the 2015/16 responses were not included.

To further assist in data comparability given the difference in the number of responses (49 for 2020/21 compared to 52 for 2015/16), changes are described throughout this report in terms of percentage. Comparisons between government data provided across the two surveys should nevertheless be seen as indicative.

Given the variation in the NGOs that responded to each survey, quantitative NGO responses were generally not compared closely across the two data sets. Rather they were used to complement government responses, noting the caveat above.

This report focuses on data provided by the responses of participating States and NGOs. Additional sources were consulted to confirm information provided for the previous survey, resolve ambiguity or inconsistencies in the data provided, but the scope of the report was not extended to include a broader literature review. As a result, OSCE is not responsible for the accuracy of the data provided by survey respondents. Rather the detail, comprehensiveness and usefulness of the findings of this report directly reflect the information shared in response to the OSCE's government and NGO questionnaires.

Key observations and conclusions from the survey

This section provides an overview of developments in national responses to THB in the OSCE region since the 2015/16 survey. It begins with a discussion of the main themes that arise from the 2020/21 survey responses. This is followed by a table summarizing the key issues under each of the different survey topics. A second table at the end of the section provides an indication of progress against each of the recommendations from the 2016 Survey Report.

Overall, survey responses suggest that there has been steady progress from OSCE participating States in implementing the recommendations of the 2016 Survey Report and the commitments reflected in the OSCE CTHB documents, including the three recent Ministerial Council Decisions. Particularly strong progress is noted with respect to responding to child trafficking and supporting vulnerable children, specifically unaccompanied minors. Respondents also provided numerous examples of (1) recent legislative changes, and (2) effective action against THB networks, often involving strong international co-operation, both of which indicate the presence of political will to address persistent challenges.

At the same time, and acknowledging variations between States, it appears that (1) a significant number of victims remain unidentified, and (2) a significant number of traffickers remain undetected and/or unpunished, even when victims have been identified. Both government and non-government respondents cited numerous and often interrelated barriers to further progress in these areas, many related to resource availability, the complexity of THB as a crime, and a lack of incentives for victims to access services in light of limited opportunities for compensation and, for many, the threat of mandatory return to country of origin.

Further, notwithstanding some promising indications that awareness campaigns are (1) increasing reporting of THB cases, (2) encouraging victims and vulnerable persons to access services, and (3) starting to change the attitudes and practices of those purchasing sexual services from possible THB victims, no respondent was able to provide details of a THB programme verified as preventing THB. In this respect, it is worth noting that the term “prevention” in the field of THB continues to be used very differently from how it is understood in relation to the prevention of crime generally, where it links more closely to individual vulnerability factors with criminal justice responses and environmental and situational factors facilitating or hindering the work of criminals. This may be worth further reflection given the oft siloed nature of the 4P approach to THB.

Against that broad picture, survey responses provide strong evidence that collectively, OSCE participating States know how to respond to THB. Survey data highlights multiple examples of effective action against trafficking networks, successful victim identification initiatives, responsive legislative and regulatory changes and innovative training programmes. Nonetheless, a fair conclusion is that although OSCE participating States are taking significant action against THB, they are not doing enough of it.

The crucial factor leading to this situation appears to be limited resources. Resource constraints were highlighted by government and non-government stakeholders across all aspects of the THB response and irrespective of a country’s economic status. This suggests a need for enhanced political will to increase investment in the eradication of THB as well as to be more strategic in the use of existing resources.

This would involve more targeted allocation of resources to areas of response that have the greatest potential for impact. For example, evidence from other forms of organized crime suggests that prevention activities targeting the “demand” side of the crime often have more effect. As highlighted, there are already some promising examples indicated in this survey in respect to THB for sexual exploitation, and governments are increasingly targeting goods produced by trafficked labour in their own and private sector supply chains. Participating States may therefore reflect on the relative value of investment in these different types of prevention activities, acknowledging at the same time that programmes to reduce social and economic vulnerability have merit in their own right.

Another point of consideration in this regard concerns making greater use of victim feedback on the services provided to them, with a view to avoiding the spending of limited resources on services that victims do not want or have not prioritized. In parallel, given the strong consensus that economic factors are a prime aspect in vulnerability for THB, more could be done to link victims to viable employment opportunities supported under prevention programmes.

Another area of potential gain is efficiency. Here the potential for online training stands out as an example of an approach that allows more to be done for less. Finally, increased targeting and use of the proceeds of trafficking and the assets of traffickers could potentially provide more resources for THB, both to compensate victims and for reinvestment into investigations, offsetting the often strong incentives to prioritizing other crime types over THB.

Taken together, these types of initiatives would allow participating States to build on the strong foundations and promising practices documented throughout this report towards making THB an undesirable criminal business and ensuring the best possible support to its victims.

Table 2 below details the main observations from the survey, divided by survey topics. These observations are categorized into highlights (positive developments) and challenges. For each topic, one or two key priorities are identified. A full set of recommendations is included at the end of each section in the main part of this report.

Table 2:
Key developments since the 2015/16 survey by topic

Response topic area	Progress since 2016
Identifying and addressing trafficking in human beings for labour exploitation (including in relation to government and private sector procurement)	Highlights <ul style="list-style-type: none"> • 16 countries reported laws in place that require businesses to report measures to identify and eliminate trafficked or exploited labour from their supply chains; • At least 30 pS reported having some relevant public procurement policies in place, almost double the number reported in 2015/16; • 31 pS now include “no recruitment fee to workers” provisions in their recruitment legislation, almost twice the previous figure.
	Challenges <ul style="list-style-type: none"> • Lack of emphasis on monitoring supplier adherence to procurement requirements, and an over-reliance by governments on the self-certification of suppliers; • Lack of reporting requirements for businesses to report on measures undertaken to actively identify and eliminate exploitative practices in their supply chains; • Lack of measures preventing recruiters and employment agencies from circumventing “no recruitment fee to workers” provisions by over-changing workers for costs associated with recruitment and placement that do not directly constitute a recruitment fee.
	Key priority <ul style="list-style-type: none"> • Increasing steps to identify and remedy exploitative labour practices in government and private sector supply chains, including improving the monitoring of the measures in place.
Demand for services of victims of trafficking in human beings for sexual exploitation	Highlights <ul style="list-style-type: none"> • In total, at least 34 pS criminalize the knowing use of victims of trafficking subject to sexual exploitation, with 4 citing specific legal advances in this area; • 11 countries provided examples of education campaigns targeting the use of services of victims of trafficking.
	Challenges <ul style="list-style-type: none"> • Lack of a comprehensive approach towards combating demand for services of victims of THB for sexual exploitation; • Lack of measures to target the underlying attitudes that provide an enabling environment for exploitative practices.
	Key priority <ul style="list-style-type: none"> • Scaling up measures to address demand including the attitudes that enable or contribute to exploitative practice, with attention given to (1) “upstream” prevention programming and targeted preventative interventions, such as deterrence and disruption, and (2) criminal justice measures as the final measure of accountability.

Response topic area	Progress since 2016
Reducing vulnerability to trafficking in human beings	<p>Highlights</p> <ul style="list-style-type: none"> • Participating States and NGOs have made very strong use of awareness-raising approaches across a wide range of target groups and using a large number of different techniques; • 28 pS stated that they have programmes which had “proven successful in preventing THB”. <p>Challenges</p> <ul style="list-style-type: none"> • Lack of data on the extent to which awareness raising activities have improved the capacity to recognize, prevent, and fight human trafficking; • Lack of evidence on the existing awareness levels of the target groups. <p>Key priority</p> <ul style="list-style-type: none"> • Increasing the rigorous and independent evaluation of awareness campaigns to assess results beyond the number of people reached.
Measures to prevent and respond to trafficking in children	<p>Highlights</p> <ul style="list-style-type: none"> • 17 countries reported the use of an independent advocate or guardian to assist child victims through aftercare and legal processes, while guardianship also featured prominently in responses on unaccompanied minors and the special measures in place to support this group; • 16 pS reported the existence, amendment, or establishment of referral mechanisms in relation to trafficked children, which helps improve identification efforts targeting child victims of trafficking; • Strong focus on education and awareness campaigns, both within and outside formal education systems, which indicates the involvement of, and co-operation between, government and civil society. <p>Challenges</p> <ul style="list-style-type: none"> • Lack of assessment of effectiveness of child trafficking prevention activities; • Insufficient progress in targeting tourism-related risks, including by enacting extra-territorial legislation on child sexual exploitation; • Lack of information on the vulnerabilities of children to online exploitation, with only 9 pS reporting age verification technology to limit access of children to pornographic websites. <p>Key priority</p> <ul style="list-style-type: none"> • Strengthening efforts to ensure that child trafficking prevention programmes are informed by available data and that their effectiveness is assessed and documented; • Bolstering the implementation and reporting of measures to prevent the sexual exploitation of children associated with the tourism industry and increasing action against online forms of exploitation.
Prompt and accurate identification of victims	<p>Highlights</p> <ul style="list-style-type: none"> • 43 pS reported that their country keeps records on the number of trafficking victims referred to services each year; • 42 pS reported the existence of nationally recognized guidelines on victim identification and referral, with 3 more in the process of developing such guidelines. <p>Challenges</p> <ul style="list-style-type: none"> • Lack of proactive victim identification, including through labour inspections; • Formal identification by only law enforcement often jeopardizes victims’ access to assistance; • Incompatible services for victims, and insufficient safeguards against detention and/or deportation of victims. <p>Key priorities</p> <ul style="list-style-type: none"> • Expanding the range of actors who can formally identify victims beyond law enforcement (where not in place already); • Establishing clear SOPs on identification and referral of THB victims from their initial contact with first responders, ensuring adequate protection while victim’s status is being confirmed.
Victim support services	<p>Highlights</p> <ul style="list-style-type: none"> • 29 countries report having a procedure to identify/assess the individual needs of a victim of THB prior to offering non-emergency assistance; • Continued close co-operation between government and NGOs/CSOs in most pS. <p>Challenges</p> <ul style="list-style-type: none"> • Insufficient support for victims to secure sustainable livelihoods; • Inadequate resources, including lack of suitable accommodation facilities and limited psycho-social care; • Lack of mechanisms for seeking and addressing victim feedback. <p>Key priorities</p> <ul style="list-style-type: none"> • De-linking service provision from (1) immigration status, and (2) willingness to co-operate with investigations; • Provision of assistance tailored to the individual needs of the victim.

Response topic area	Progress since 2016
Support for victims throughout the criminal justice process	<p>Highlights</p> <ul style="list-style-type: none"> • 13 countries responded to the request for information on compensation for trafficking for labour exploitation, while noteworthy legal developments on compensation were reported by Germany (law passed, operative from 2024) and North Macedonia (law pending). <p>Challenges</p> <ul style="list-style-type: none"> • No widespread guarantee of the non-punishment principle in both law and practice for all victims of THB, with at least 11 pS lacking non-punishment provisions in their relevant legislation; • Inadequate guidance for all relevant actors, including police officers, prosecutors, and judges, on the systematic implementation of non-punishment laws and procedures; • Lack of implementation of victims' protection provisions, especially in relation to matters of compensation. <p>Key priorities</p> <ul style="list-style-type: none"> • Reviewing legal framework concerning non-punishment of trafficked persons, specifically as it relates to involvement in unlawful activities; • Providing victims with adequate legal counselling and suspending any voluntary or forced return procedures during the process of verifying a person's status; • Ensuring compensation to all THB victims by evaluating avenues to compensation, including their effectiveness and barriers to accessing these mechanisms; • Enhancing trauma-informed approaches among criminal justice stakeholders through training and greater engagement of qualified professionals; • Prioritizing assistance to victims of trafficking, providing more incentives for the victims to come forward and co-operate with criminal justice proceedings.
Investigation, law enforcement and prosecution	<p>Highlights</p> <ul style="list-style-type: none"> • 19 participating States provided examples of successful THB investigations often involving international co-operation with multiple States, both within and outside the OSCE; • 18 countries reported collecting data on the extent to which investigations and prosecution of human trafficking target criminal networks or their major players, rather than low-level individuals. <p>Challenges</p> <ul style="list-style-type: none"> • Inadequate data collection and analysis systems to ensure detailed information on action taken against traffickers, including on the extent to which this targets entire THB networks and high-value individuals; • Insufficient specialization in the response to THB among criminal justice stakeholders; • Lack of resources for complex THB investigations. <p>Key priorities</p> <ul style="list-style-type: none"> • Introducing and strengthening the specialization of units and professionals mandated to investigate and prosecute THB crimes; • Increasing international co-operation, particularly regarding sharing operational intelligence, including through greater use of multilateral instruments, bilateral co-operation agreements, joint investigation teams and joint training programmes.
Financial investigations and the targeting of trafficker assets	<p>Highlights</p> <ul style="list-style-type: none"> • In the past three years, at least 10 OSCE pS have launched investigations on trafficking or forced labour based on suspicious transaction reports; • Positive examples of successful targeting and confiscation of the proceeds of THB, with 14 countries referring confiscated assets to a general fund. <p>Challenges</p> <ul style="list-style-type: none"> • Lack of co-operation with the financial sector on financial investigations and targeting of trafficker assets; • Non-targeted use of confiscated assets. <p>Key priorities</p> <ul style="list-style-type: none"> • Improving partnerships between law enforcement and financial services industry to strengthen assessment, identification and reporting of trafficking risks in financial systems; • Increasing the use of confiscated assets to compensate victims and support further investigations.

Response topic area	Progress since 2016
Technology and THB	Highlights <ul style="list-style-type: none"> • At least 31 countries reported providing some form of formalized training on the use of technology for combating THB; • Law enforcement authorities in 25 countries have formal standard operating procedures (SOPs) or other guidance in place for proactively monitoring, detecting, investigating, and disrupting THB that is facilitated by internet communication technology (ICT).
	Challenges <ul style="list-style-type: none"> • Lack of wide-spread responsibility on behalf of technology companies and internet service providers; • Inadequate resources and training for key staff to address threats and capitalize on opportunities presented by technological developments.
	Key priorities <ul style="list-style-type: none"> • Ensuring that the legislative and regulatory framework enables fast effective responses to THB threats and opportunities arising from technology developments, while respecting privacy concerns; • Scaling up resources and capacities to address the scale of the misuse of technology by traffickers.
Training and capacity building	Highlights <ul style="list-style-type: none"> • 35 pS expanded online training and capacity building, while 25 pS reported various types of cross-disciplinary training and 14 cited the use of standardized training programmes.
	Challenges <ul style="list-style-type: none"> • Lack of regular, mandate-specific, and sustainable training for all anti-trafficking stakeholders, thus undermining the sustainability of anti-trafficking actions due to frequent staff rotations; • Inadequate capacity for multi-agency collaboration on THB cases through practical learning.
	Key priority <ul style="list-style-type: none"> • Developing and provisioning regular, specialized and sustainable training programmes for all anti-trafficking stakeholders, including those who might be in contact with presumed victims of trafficking or could identify trafficking indicators in adjacent activities.

Table 3:
Indication of progress against the recommendations from the 2015/16 survey

2016 Survey report recommendation	Progress since 2016	2021 Survey report recommendation
Identifying and addressing trafficking in human beings for labour exploitation (including in relation to government and private sector procurement)		
A1. Strengthen government public procurement and transparency measures to minimize the risk of purchasing goods and services which, there is reason to believe, have been produced by trafficked or exploited labour.*	30 pS noted relevant procurement policies in place, combined with some increase in implementation of specific measures and reporting. More emphasis on monitoring required.	Updated recommendation 1: Governments are encouraged to build on progress made to date in strengthening government public procurement, supply chain governance, due diligence and monitoring requirements to minimize the risk of purchasing goods and services produced by trafficked or exploited labour. This includes ensuring that sufficient resources are allocated to risk assessment and, proportional to the assessed risk, the contract monitoring phase.
A2. Strengthen the provisions regulating the practice of labour and recruitment agencies for foreign nationals and, in particular for country nationals working abroad, including the explicit prohibition of (1) withholding of documents, (2) restrictions on movement and, if possible, (3) the use of subagents.	Considerable increase in presence of these provisions, but overall figures remain low and several responses indicated a focus on immigration status rather than working conditions.	Recommendation 2 remains valid.

* This recommendation included supplementary text: "In the short-term, these might include: (1) reviewing blacklists of potential suppliers; (2) requiring suppliers to provide access to audit reports; (3) requiring suppliers to provide access to the names and address of factories in their supply chains; (4) defining award criteria that require the implementation of human rights standards in the supply chain, in particular the ILO core Conventions; (5) requiring contractors to take reason-

able measures to ensure that THB/LE does not take place in the supply chain, to the best of their knowledge after performing due diligence, by having, for instance, a policy in place that aims to mitigate human rights risks in its supply chain, in particular including measures preventing THB/LE in the supply chain; (6) corporations receiving government contracts should be obliged to adopt a THB/LE Preventive Policy; (7) a mechanism to monitor compliance should be considered."

2016 Survey report recommendation	Progress since 2016	2021 Survey report recommendation
A3. For those countries that have not included a no-fees-to-migrants provision in their regulations on labour recruitment practices, consider the feasibility of doing so.	Strong progress has been made, with 31 pS now including “no-fees-to-workers” provisions, and 6 additional pS regulating these fees. Work needed to ensure unethical recruiters do not attempt to recover fees in other ways.	<p>Updated recommendation 3: Governments are encouraged to consider a no-fees-to-workers provision in their regulations on labour recruitment practices. Where such provisions already exist, governments are encouraged to evaluate such provisions for any legal or practical loopholes that allow recruiters to recover these fees from workers in other ways, such as through new or inflated placement charges.</p>
	Notable improvement with 16 countries reporting laws in place that require business to report the measures they are undertaking to eliminate trafficked or exploited labour from their supply chains. Nevertheless, accountability remains limited.	<p>New recommendation 4: Governments are encouraged to adopt measures requiring companies to take active steps to identify instances and risks of forced labour and human trafficking in their supply chains, and to take steps to mitigate and remediate them, consistent with the third pillar of the Protect, Respect, Remedy framework of the UN Guiding Principles on Business and Human Rights.</p>
Demand for services of victims of trafficking in human beings for sexual exploitation		
	Survey responses indicate some progress in both legislative and education responses, but the (knowing) use of services of a trafficked person is not yet an offence in 23 pS. Although 11 countries provide examples of educational campaigns targeting the use of services of victims of trafficking, only one country addressed the enabling environment for exploitative practices. Additionally, THB-related education from an early age typically focuses on not becoming a victim, rather than not becoming an exploiter or being complicit in exploitation.	<p>New recommendation 1: Governments are encouraged to implement measures to address all factors contributing to the demand that fosters exploitation that leads to trafficking for sexual exploitation, with attention given to (1) “upstream” prevention programming addressing harmful attitudes that could lead to exploitation and targeted preventative interventions, such as deterrence and disruption, and (2) implementing criminal justice measures as the final measure of accountability. To this end, participating States that have not specifically criminalized the use of services of victims of trafficking subject to sexual exploitation are encouraged to do so as a priority.</p>
Reducing vulnerability to trafficking in human beings		
	It appears that there may be a significant number of actors who are implementing awareness-raising programmes without knowing whether they are necessary or effective. This suggests the need for more rigorous independent evaluation of prevention programmes, and increased search for and publication of genuine success stories.	<p>New recommendation 1: Governments are encouraged to continue education and awareness raising efforts while strengthening their assessment of awareness campaigns beyond the immediate reach of such campaigns. This is crucial in order to identify achievements of campaign’s intended behavioural outcomes in terms of preventing THB, identifying and reporting cases, and promoting access to services.</p> <p>New recommendation 2: Governments are encouraged to base their prevention efforts on research and information systematically gathered by national anti-trafficking rapporteurs or equivalent mechanisms.</p>
Measures to prevent and respond to trafficking in children		
B1. Ensure that child trafficking prevention programmes are informed by available data on patterns, trends and evidence-based vulnerability factors.	The responses suggested that there is a strong focus on education and awareness, both within and outside formal education systems. No information was provided, however, about the effectiveness of reported activities on preventing THB and sexual exploitation of children. Only 9 pS reported age verification technology to limit child access to pornographic websites.	<p>Updated recommendation 1: Governments are encouraged to strengthen their efforts to (1) ensure that child trafficking prevention programmes are informed by available data on patterns, trends and evidence-based vulnerability factors, including consideration of all forms of exploitation and gender profiles of potential victims, and to (2) assess and document the effectiveness of these programmes.</p> <p>New recommendation 1b: Governments are encouraged to strengthen their efforts to combat the risks of online exploitation of children, including but not limited to online sexual exploitation.</p>

2016 Survey report recommendation	Progress since 2016	2021 Survey report recommendation
B2. For all countries that do not already have measures in place to prevent sexual exploitation of children associated with the tourism industry, consider implementing such measures. This might include extra-territorial legislation on child sexual exploitation as well as enhanced law enforcement co-operation.	No notable progress on this issue, with only 17 pS reporting extra-territorial legislation and only 2 pS making any reference to tourism in their responses.	Updated recommendation 2: Governments are encouraged to strengthen implementation and/or reporting of measures in place to prevent sexual exploitation of children associated with the tourism industry.
B3. For countries not already doing so, take measures to ensure access to education and health care for vulnerable children, in particular girls, minority groups and marginalized populations.	Respondents mentioned targeting vulnerable demographics within population, such as migrant children, child asylum seekers and those who reside outside of urban areas. Governments are encouraged to monitor and evaluate the accessibility of these measures.	Recommendation 3 remains valid.
B4. Ensure that efforts to prevent and respond to child trafficking are located within a broader child protection framework. In particular, countries should ensure that a child's access to rights guaranteed by the UN Convention on the Rights of the Child (CRC), including with regard to best interest determination, is not contingent on his/her designation as a victim of trafficking.	Responses suggest steady progress on this recommendation from an already strong base, with pS generally placing child trafficking responses within a wider child protection framework. States frequently cited child protection legislation in their responses, including in relation to the best interests of the child and other core CRC provisions, notably as relates to treatment of unaccompanied minors.	Updated recommendation 4: Governments are encouraged to ensure that efforts to prevent and respond to child trafficking are located within a broader child protection framework and that a child's ability to access the rights guaranteed by the UN Convention on the Rights of the Child (CRC) is not contingent on their being identified, formally or informally, as a victim of trafficking.
B5. Ensure that assistance is provided to unaccompanied minors in line with their rights under the CRC, and in line with available resources.	Strong progress in providing assistance to unaccompanied minors, including with regard to identifying possible cases of THB.	Updated recommendation 5: Governments are encouraged to continue their efforts to identify and provide assistance to unaccompanied minors in line with their rights under the CRC, including by allocating the necessary resources.
D7. Develop procedures for the identification of trafficked and exploited children and their referral into assistance, especially among street children, unaccompanied children and children on the move.	Responses suggest pS have stepped up their efforts to identify trafficked and other vulnerable children and refer them to services, with 5 pS reporting substantive changes to national referral mechanisms.	Updated recommendation 6: Governments are encouraged to continue to provide service providers and agencies that come into contact with children with adequate guidance and training on how to properly identify, report, assist and protect child victims of trafficking in a trauma-informed and age-appropriate manner that takes into account the respective gender-specific concerns of girls and boys.
Prompt and accurate identification of victims		
D1. Consider more systematic collection of data on the means by which trafficked persons are being identified to assist in better targeting of identification efforts. This might also include working with identified victims to ascertain whether there were other points in their trafficking experience at which they might have been identified but were not.	Some progress has been made on this recommendation, with 43 pS noting that they keep records on service provision for victims, although much of this data is somewhat fragmented. More work is needed to better identify gaps in identification processes, including factors that may act as disincentives for victims coming forward.	Recommendation 1 remains valid. New recommendation 1b: Governments are encouraged to strengthen their collaboration and dialogue with CSOs, including NGOs, to better understand identification gaps, with a view to creating or increasing incentives for victims to come forward.
D2. Consider strengthening measures, where necessary, to allow specialized NGO and CSO access to relevant detention facilities (including those for irregular migrants) for the express purpose of identifying trafficked persons.	Limited progress in this recommendation overall since the 2016 Survey Report, albeit most pS (35 countries) allow some NGO access and there are several positive examples of government/NGO co-operation.	Updated recommendation 2: Governments are encouraged to maintain and strengthen measures, where necessary, to allow specialized NGO and CSO access to relevant migrant reception, border, transit and detention facilities for the express purpose of identifying (1) trafficked persons, and (2) those who may be vulnerable to subsequent trafficking.

2016 Survey report recommendation	Progress since 2016	2021 Survey report recommendation
D3. Consider strengthening targeted training for all key actors, with a particular focus on labour inspectors. D5. Provide labour inspectors with a mandate and tools to enable them to identify trafficked persons proactively, including among migrant workers.	Limited information was available from survey responses on these two recommendations. However, responses suggest that very low numbers of victims are being identified through labour inspections, and mandates of labour inspectors appear limited, for example, only being able to formally identify victims in two countries. Responses also suggest trade unions may be an underused resource.	Updated recommendation 3: Governments are encouraged to ensure that labour inspectors and, as appropriate, labour attachés have the mandate, tools and authority to identify presumed victims of trafficking as well as to strengthen training for these actors in particular with a specific focus on victim identification. New recommendation 3b: Governments are encouraged to strengthen co-operation with trade unions in the identification of THB cases and related forms of exploitation, as well as the prevention of such practices.
D8. Ensure that the determination of victim status is not linked to the initiation of criminal investigations or court proceedings to allow access to assistance to all victims of trafficking.	No significant progress. The linking of victim rights to their participation in criminal investigations remains a major barrier to the realization of victim rights. It is also a major barrier to prompt and accurate identification of victims and therefore to effective investigation and better informed prevention. A related barrier is the requirement in many pS that identification must be done by law enforcement personnel.	Recommendation 4 remains valid. New recommendation 5: Governments are further encouraged to expand the range of actors who can formally identify victims of trafficking for assistance purposes beyond law enforcement officials where they have not already done so.
	Seven pS noted that victim status could be revoked based on voluntarily reconnection with traffickers. This raises concerns on the role of trauma in such reconnection.	New recommendation 6: Governments are encouraged to better integrate into their anti-trafficking responses an understanding of the connection/linkage between the impact of trauma on the victim and “voluntary” reconnection with their trafficker.
Victim support services		
E1. Take further steps to secure sufficient funding for long-term reintegration measures and programmes.	While limited data is available on this point, the availability of funding continues to be highlighted as a constraint in provision of services for victims, particularly by non-government respondents.	Recommendation 1 remains valid.
E2. Develop uniform standards for victim support to ensure the victims’ psychological, physical and social recovery and reintegration. E3. Ensure that victims have access to the same quality and standards of services throughout the entire country.	Clear progress on these recommendations, with pS detailing advances in NRMs, standard operating procedures and associated actions. Nevertheless, more remains to be done.	Updated recommendation 2/3: Governments are encouraged to take further steps to (1) develop uniform standards for victim support to ensure the victims’ psychological, physical and social recovery and (re)integration; and (2) to ensure that such standards are systematically implemented throughout the entire country, and for all victims, regardless of age, gender, nationality, type of trafficking or any other relevant factor.
E4. Put in place a system for assessing, on a regular basis, the quality of services provided to trafficked persons. In particular, strengthen measures for seeking and considering feedback from victims on the services provided to them.	Little progress appears to have been made on this issue, and responses continue to raise questions as to whether the concept of victim feedback is well understood, with a number of pS appearing to confuse this with feedback from service providers. No government or NGO (1) cited feedback from victims in their responses on gaps in services or (2) noted the lack of victim input as a gap in itself.	Updated recommendation 4: Governments are encouraged to consider, as a priority, (1) establishing or strengthening measures for seeking and considering feedback from victims on the services provided to them; (2) documenting and reporting on the outcomes of these measures; and (3) requiring or encouraging non-government service providers to also enact these measures.
E5. Ensure that victims are provided, on a voluntary basis, with appropriate and secure accommodation during their assistance. States should open separate shelters for male victims of trafficking and child victims of trafficking.	While some individual examples of progress were noted by pS, the lack of secure accommodation continues to feature prominently in both government and NGO feedback on gaps, and there appears a need for more flexible solutions.	Updated recommendation 5: Government are encouraged to redouble efforts on ensuring adequate, specialized and needs-based housing, including by sharing successful examples internally and with other States.

2016 Survey report recommendation	Progress since 2016	2021 Survey report recommendation
E6. Ensure that all victims have access to the formal labour market and, as needed and appropriate, income generation support, such as job placement and training and/or assistance with developing a small business.	No evident progress. Both government and NGO respondents continue to rank job placement and training as among the less satisfactory services for victims. This is a particular concern, given that it is often a lack of decent livelihoods that make many victims vulnerable to traffickers in the first place.	Updated recommendation 6: Governments are encouraged to increase efforts to ensure that all victims have the opportunity to gain a secure livelihood, including through access to the formal labour market and, as needed and appropriate, income generation support, such as job placement and training and/or assistance with developing a small business. This might include increased engagement and co-operation with private sector entities.
E7. Strengthen co-operation between government authorities and NGOs in the identification and assistance of trafficked persons through regular and co-ordination meetings and memorandums of understanding.	Some progress in co-operation, particularly in relation to NRMs, but this is somewhat uneven across different pS.	Recommendation 7 remains valid.
Support for victims throughout the criminal justice process		
F1. Ensure that the commitment not to punish victims of trafficking for their involvement in unlawful activities is effectively implemented in national criminal justice systems and practices. This includes providing victims of trafficking with access to adequate assistance as well as legal counselling, and suspending any deportation order while the process of verification of a person's status as a victim of trafficking is underway.	No clear progress in this extremely important area. At least 11 pS do not have non-punishment provisions in their relevant legislations, while others are relying on general provisions in their law that are not specific to THB or THB victims. Where non-punishment exists, responses indicated they are not available to all victims, particularly foreign victims vulnerable to deportation.	Updated recommendation 1: Governments are encouraged to review and, if necessary, revise their legal framework and procedures concerning non-punishment of trafficked persons specifically (as opposed to general duress provisions) for their involvement in unlawful activities to the extent that they have been compelled to do so. This includes ensuring that both laws and procedures prevent deportation of trafficked persons. Updated recommendation 1b: Governments are encouraged to ensure, as a priority, that the commitment not to punish victims of trafficking for their involvement in unlawful activities is effectively implemented in national criminal justice practices. This includes providing victims of trafficking with access to adequate assistance as well as legal counselling, and suspending any voluntary return or forced return procedures while the process of verification of a person's status as a victim of trafficking is underway.
F2. Develop guidance for police officers, prosecutors and judges on the implementation of the non-punishment provision.	Most pS need to firstly address the systemic issues related to non-punishment as a prerequisite for the further development of such guidance.	Updated recommendation 2: Governments are encouraged to develop guidance for all relevant actors – including police officers, prosecutors and judges – on the systematic implementation of non-punishment laws and procedures.
F3. For States that restrict services for victims who do not co-operate with the criminal justice system, consider lifting these restrictions.	No indications of progress, with 5 pS specifically stating they had no intention to lift such restrictions.	Updated recommendation 3: Governments are encouraged to provide assistance to all victims independent of their willingness to co-operate with criminal justice systems, and to lift restrictions where these exist in either policy or practice.
F4. Regularly monitor and evaluate national compensation systems with a view to assessing effective access for trafficked persons.	Although several notable legal developments on compensation were reported, compensation remains limited in general.	Updated recommendation 4: Governments are encouraged to undertake and act on a systemic review of the avenues available for THB victims to access compensation, the effectiveness of such avenues based on actual compensation received by victims, and barriers to accessing each of these mechanisms.

2016 Survey report recommendation	Progress since 2016	2021 Survey report recommendation
<p>F5. Ensure that statistics gathered on trafficking criminal cases include information on whether a compensation claim was made, whether it was granted, the amount of the award, whether it was paid, any steps to seize traffickers' assets, and the length of time taken to carry out these steps.</p>	<p>There is limited data on which to assess progress on this issue, which may in some cases require reforms to overall criminal justice data systems.</p>	<p>Recommendation 5 remains valid.</p>
Investigation, law enforcement and prosecution		
	<p>The pS are making progress on investigation and prosecution of both individual trafficking and THB networks. Three common challenges remain:</p> <p>(1) Victim engagement with the criminal justice system, which relates to both issues in identifying victims and willingness to engage with the criminal justice process.</p>	<p>Encourage victims to seek support and engage with the criminal justice system</p> <p>Governments are encouraged to:</p> <ol style="list-style-type: none"> 1. Ensure that their criminal justice systems apply victim-centred and trauma-informed approaches in the detection, investigation, prosecution and adjudication of THB cases, including application of non-punishment provision, victim-friendly court procedures and unconditional access to assistance and residence permits. 2. Reduce dependence on victim testimony through proactive and robust investigations and increased use of advanced investigation techniques, including those capitalizing on financial data analysis and availability of new technologies.
	<p>(2) Constraints on international co-operation including slow processes for the exchange of time-sensitive intelligence.</p>	<p>Increasing internal and international co-operation on investigating and prosecuting THB</p> <p>Governments are encouraged to:</p> <ol style="list-style-type: none"> 3. Develop and strengthen multi-agency co-operation frameworks to support co-ordinated action in the investigation and prosecution of THB cases and networks. 4. Explore opportunities for increased co-operation, particularly in regard to sharing operational intelligence, including through greater use of multilateral instruments, bilateral co-operation agreements, joint investigation teams and joint training programmes.
	<p>(3) The complexities of THB as a crime and the implications in terms of the number of different actors involved. The increasing agility of many criminal groups in regard to use of technology was also raised in this context.</p>	<p>Addressing the complexities of THB as a crime type</p> <p>Governments are encouraged to:</p> <ol style="list-style-type: none"> 5. Strengthen data collection and analysis systems to ensure consistent and detailed information on action taken against traffickers, including on the extent to which this targets entire THB networks and high value individuals. 6. Increase specialization in the response to THB among criminal justice stakeholders, including through specialist law enforcement and prosecutorial units as appropriate. 7. Strengthen counter-THB training programmes throughout all levels of criminal justice systems, including the judiciary, through (1) standardizing training resources and programmes, (2) expanding their scope geographically and by sector by building them into institutional curricula and greater use of online approaches, and (3) ensuring that training is provided on a mandatory and regular basis.

2016 Survey report recommendation	Progress since 2016	2021 Survey report recommendation
Financial investigations and the targeting of trafficker assets		
H1. For countries that have not already done so, consider making provision for the use of confiscated proceeds to fund compensation for trafficked persons, victim support and other anti-trafficking initiatives.	Although 14 of 44 responding pS noted that all confiscated assets are referred to a general fund, the proportion of responding pS that extend the use of confiscated proceeds of THB beyond returning these to the general government fund has remained constant. There appears scope for greater use of confiscated THB assets to encourage more effective responses to this crime.	Updated recommendation 1: Governments are encouraged to consider the greater use of proceeds and assets confiscated in THB and related cases to strengthen both victim support and action against perpetrators by (1) increasing compensation for victims or support to victim services, and (2) providing additional investigative resources.
H2. Build on existing efforts to target the proceeds of trafficking and the assets of traffickers.	Some progress in implementing this somewhat broad recommendation, with ongoing efforts by participating States to target the proceeds of trafficking and the assets of traffickers.	Updated recommendation 2: Governments are encouraged to place increased emphasis on documenting and sharing success stories and key lessons in targeting the proceeds of THB and assets of traffickers to enhance adoption and implementation of such measures.
H3. Increase training for relevant actors on the use of financial investigation techniques linked with THB related cases and, in particular, the exchange of positive examples within and across borders.	Given that only 22 pS responded to this survey question, data is limited on this recommendation. Regardless, this may suggest limited engagement between CTHB actors and financial investigative units, which are not featured strongly in pS responses.	Updated recommendation 3: Governments are encouraged to step up efforts to increase and document training for relevant actors on the use of financial investigation techniques linked to THB related cases and, in particular, the exchange of positive examples within and across borders. New recommendation 3b: Governments are encouraged to ensure that the role of financial intelligence units is integrated into the national counter-THB response, including through recognition in national action plans, access to appropriate training, and close operational linkages with specialist THB staff.
H4. Increase emphasis on co-operation with money transmitters and other money service businesses in order to identify and report financial flows that may be related to THB.	Insufficient data is available on this point, with few examples provided by pS.	Updated recommendation 4: Governments are encouraged to establish partnerships between law enforcement and financial services industry such as banks and other financial services to strengthen assessment, identification and reporting of trafficking risks in financial systems, and improve the exchange of information between public and private entities.
H5. Intensify measures to disrupt trafficking networks, including by means of financial investigations, investigations of money laundering connected to human trafficking, and the freezing or confiscation of the assets of human traffickers.	Some progress, with notable individual examples provided by pS. Nonetheless, no evidence that this is becoming the norm.	Recommendation 5 remains valid.

Technology and trafficking in human beings

Many pS are still in the early stages of addressing the dual role that technology plays in (1) facilitating THB and (2) taking action to prevent, detect and investigate it. Attention is, however, growing in the OSCE region to both the threats and the opportunities associated with technology in the area of THB and related forms of exploitation. More work is required to bridge the gap between criminal networks and counter-THB actors in the acquisition and use of new technology, and further to ensure that, in particular, government structures and processes can remain flexible enough to respond promptly and effectively to new developments.

Legal and regulatory framework

Governments are encouraged to:

1. Adopt and implement policies and legislation that would curb the misuse of technology and incentivize the positive use of tech tools to combat human trafficking.
2. Ensure that the legal and regulatory framework supports fast effective action, including by technology companies, to (1) respond to new THB/CSE threats resulting from new technology, and (2) capitalize on opportunities in preventing, identifying and investigating THB/CSE, while upholding fundamental rights including privacy. This may include allowing information and data collected by artificial intelligence technology to be used as evidence in courts in human trafficking cases.

Capacity development

Governments are encouraged to:

3. Enhance capacity for monitoring, detecting, investigating and disrupting THB facilitated by technology, including by ensuring that responsible agencies have access to the latest available technology, equipment and training.
4. Strengthen interagency co-operation within and across borders including through:
 - a. sharing intelligence on technology-enabled THB/CSE;
 - b. sharing good examples of effective practice; and
 - c. where feasible, promoting exchange of promising technologies between States to ensure there are no safe havens for perpetrators.

2016 Survey report recommendation	Progress since 2016	2021 Survey report recommendation
		<p>Engagement with technology companies and tech-based solutions</p> <p>Governments are encouraged to:</p> <p>5. Ensure technology companies, internet service providers and social media companies take steps to combat all forms of online exploitation, including by:</p> <ul style="list-style-type: none"> a. proactively identifying possible THB cases on their platforms and resources and reporting any possible cases to law enforcement; b. adopting measures to combat grooming by human traffickers online for all forms of child trafficking as well as other sexual exploitation of children; c. implementing age verification technologies with a view to limiting the access of children to pornographic websites as well as the uploading of exploitative material featuring children. <p>6. Take stronger action against technology companies, internet service providers and social media companies that are unwilling or unable to cooperate with anti-THB/CSE action, including shutting down or limiting access to websites and online platforms advertising illegal services associated with high risk of trafficking (prostitution in countries where it is illegal, escort and massage services, etc.).</p> <p>7. Support the effectiveness of technology-based solutions with accompanying evidence-informed policy, including through expanding their support for partnerships with tech companies on the greater use of existing technology-enabled solutions to THB and CSE in areas such as victim identification, as well as the development of new solutions where these do not already exist.</p>
Training and capacity-building		
<p>D4. Consider the potential for increased use of e-learning tools for training key stakeholders in the identification of trafficked persons, including for those stakeholders that currently have limited access to training, such as: (1) medical staff and (2) tourism and transport staff.</p>	<p>Strong progress in this area, nonetheless with room for further expansion. Technology is playing an increasing role in the delivery of training, with an increase of e-training platforms and online training in general, driven initially by the arrival of the COVID-19 pandemic. This is recognized as having ongoing potential, particularly in reaching a wider target group.</p>	<p>Updated recommendation 1:</p> <p>Governments are encouraged to continue the expansion of online training approaches and use of e-learning tools for training key stakeholders in the response to trafficking in human beings to allow wider, more cost-effective coverage, including for those stakeholders who currently have limited access to training, such as (1) staff of public social service providers, (2) child protection agency personnel, (3) medical personnel, and (4) tourism and transport staff.</p>
<p>D6. Continue conducting periodic trainings on the identification of trafficked persons for all relevant professionals throughout their careers. Training should be organized for, but not limited to, law enforcement officers, border guards, immigration officials, staff of refugee and detention centres for irregular migrants, prosecutors, judges, lawyers, labour inspectors, diplomatic and consular staff, social welfare officers, child protection officers and medical workers.</p>	<p>Some progress in this area, with an ongoing commitment to improve consistency and standardization of training for victim identification across disciplines, including implementation of best practice manuals and toolkits. At the same time, as frequently noted throughout this report, gaps remain in the identification process.</p>	<p>Updated recommendation 2:</p> <p>Continue conducting periodic training on the identification and referral of trafficked persons for all relevant professionals throughout their careers. Training should target a multi-agency audience and be organized for, but not limited to, law enforcement officers, border guards, immigration officials, staff of refugee and detention centres for irregular migrants, prosecutors, judges, lawyers, labour inspectors, diplomatic and consular staff, social welfare officers, child protection officers, educators and medical workers.</p>

Emerging trends in trafficking in human beings

As with the 2015/16 survey, participating States were asked to provide information on emerging trafficking patterns. Three new categories were added for 2020/21: use of live web cameras and/or live remote sexual abuse (pornography); trafficking of pregnant women for the purpose of selling their newborns; and specific targeting of people with developmental/physical disabilities by traffickers.

Forty-one participating States responded to the question on emerging trafficking patterns (Table 4).¹² As in the 2016 Survey Report, cases most commonly reported by States as under investigation and/or in the judicial process were (1) THB for forced criminality (up noticeably from 47 per cent of responding States to 63 per cent – see also Figure 14 in Section III.1); and (2) THB for forced begging (also up, from 47 per cent to 59 per cent).¹³ In terms of the newly added THB patterns, 56 per cent of States reported cases involving production of pornography using trafficking victims, the third highest category reported.

The 2016 Survey Report noted that THB for sham marriage appeared to be an emerging issue, and this is reflected in an

increase of cases under investigation and/or in the judicial process, from 23 per cent of responding States to 39 per cent. At the same time, there was a decline in the number of States reporting cases of forced marriage. This may suggest that some cases of forced marriage are being re-defined as sham marriage.¹⁴ In line with the previous report, recruitment of foreign fighters and recruitment of children associated with armed forces were the lowest two categories, with only one country mentioning cases in the judicial process for each.

One country, Denmark, flagged an additional category, noting a recent trend in which vulnerable women are granted residency permits for family reunification and subsequently are exploited by their Danish spouses.

On THB cases involving people with disabilities, 13 of 41 respondents (31 per cent) reported cases in the judicial process or under investigation, and another eight (20 per cent) noted unconfirmed reports. Of the remaining 20 respondents, 7 did not know and 13 had no reports. In 5 of these 13 countries, NGOs stated that they had reports of targeting of people with disabilities.

¹² The table reflects only one answer per country. Where countries indicated a combination of unconfirmed cases, cases under investigation and cases reaching the judicial process, the answer most advanced in the judicial process is reflected. For example, if a country has cases under investigation as well as unconfirmed reports, this is reflected as cases under investigation.

¹³ Under the EU THB directive, begging falls under THB. Within the OSCE region, however, there are some differences among the participating States in the understanding of begging as it relates to forced criminality. These differences were highlighted also during the 2016 Alliance Conference.

¹⁴ Trafficking for sham marriage involves a person being forced to marry a non-national in order for the latter to gain residency rights. One country specified that it was investigating cases of sham marriage more as a form of migrant smuggling than THB.

Table 4:
Information on emerging THB forms

Information on emerging THB patterns, forms, and flows – 2020/21 (2015/16 figures in brackets)	Cases reaching judicial process ¹⁵	Cases under investigation	Unconfirmed reports ¹⁶	No reports	Don't know/NA	
Trafficking in human beings for ...						
Forced criminality	No.	17 (12)	9 (10)	8 (6)	6 (14)	1 (5)
	%	41% (26%)	22% (21%)	20% (13%)	15% (30%)	2% (11%)
Forced begging	No.	16 (10)	12 (8)	6 (4)	14 (10)	5 (3)
	%	39% (21%)	20% (26%)	10% (13%)	24% (30%)	7% (11%)
Pornography, use of live web cameras, and live remote sexual abuse	No.	14 (/)	9 (/)	1 (/)	8 (/)	9 (/)
	%	34% (/)	22% (/)	2% (/)	20% (/)	22% (/)
Sham marriage	No.	9 (3)	8 (7)	9 (6)	18 (14)	9 (5)
	%	22% (6%)	17% (17%)	15% (19%)	34% (38%)	12% (19%)
Forced marriage for the purpose of labour/sexual exploitation	No.	7 (9)	12 (7)	2 (3)	14 (17)	10 (7)
	%	17% (19%)	17% (26%)	7% (4%)	41% (30%)	17% (21%)
Sexual exploitation in relation to sex tourism	No.	7 (9)	3 (4)	4 (7)	21 (13)	10 (10)
	%	17% (19%)	10% (6%)	17% (9%)	32% (45%)	24% (21%)
Organ, human tissue or cell removal ¹⁷	No.	5 (2)	1 (3)	7 (2)	23 (30)	5 (10)
	%	12% (4%)	2% (6%)	17% (4%)	56% (64%)	12% (21%)
Child marriage	No.	4 (/)	5 (/)	4 (/)	19 (/)	9 (/)
	%	10% (/)	12% (/)	10% (/)	46% (/)	22% (/)
Claiming social benefits	No.	2 (5)	1 (2)	6 (5)	23 (19)	12 (13)
	%	5% (11%)	5% (2%)	12% (13%)	46% (49%)	32% (26%)
Adoption for the purpose of labour/sexual exploitation	No.	0 (1)	2 (2)	3 (0)	30 (25)	11 (14)
	%	0% (2%)	5% (4%)	0% (6%)	61% (64%)	34% (23%)
Exploitation as foreign fighters	No.	1(1)	2(0)	0(2)	33(24)	11(14)
	%	2% (2%)	0% (4%)	5% (0%)	59% (70%)	34% (23%)
Trafficking of ...						
People with developmental/physical disabilities	No.	10 (/)	3 (/)	8 (/)	13 (/)	7 (/)
	%	24% (/)	7% (/)	20% (/)	32% (/)	17% (/)
Pregnant women for the purpose of selling new-borns	No.	2 (/)	1 (/)	1 (/)	23 (/)	14 (/)
	%	5% (/)	2% (/)	2% (/)	56% (/)	34% (/)
Children for exploitation by armed forces and groups	No.	1(0)	0(0)	0(3)	34(25)	13(12)
	%	2% (0%)	0% (0%)	7% (0%)	61% (72%)	29% (28%)
Other emerging pattern(s)	No.	0 (2)	1 (1)	0 (0)	1 (34)	3 (10)
	%	0% (4%)	2% (2%)	0% (0%)	2% (72%)	95% (21%)

NGOs were also asked to provide feedback on new forms of trafficking to supplement government responses. Just 23 NGOs responded to this question. Unlike the 2015/16 survey, NGOs were generally less likely than governments to identify reported cases (incorporating cases in the judicial process or under investigation and unconfirmed reports). NGO responses were nonetheless able to add some additional detail where governments did not have reports or did not report information (Table 5).

Taking both government and NGO responses into account, there were reports of THB involving production of pornography using trafficking victims in at least 28 of 41 responding countries. This is frequently associated with the exploitation of minors. There are concerns that the COVID-19 pandemic is providing an enabling environment for this crime (Box 1).

15 Includes concluded cases.

16 This category covers cases that are not yet under investigation by the criminal justice stakeholders. It may include cases identified by non-criminal justice actors, as well as plausible media reports. Nevertheless, the initial emphasis on law enforcement may lead to an understating of cases being identified by other actors.

17 Within this category, Kazakhstan noted that it initiated 57 criminal cases in 2018. Two countries noted reports from outside the country, one relating to its nationals traveling abroad for life-saving operations, and another of victims having had an organ removed elsewhere before arriving in the country.

Table 5:
NGO responses on THB patterns

Information on emerging THB patterns	No government reports	NGO knows of cases	NGO has unconfirmed reports	NGO has no reports ¹⁸
Trafficking in human beings for ...				
Forced begging	6	0	1	5
Forced criminality	10	2	1	7
Pornography, use of live web cameras, and live remote sexual abuse	8	4	2	2
Sham marriage	14	1	1	12
Forced marriage for the purpose of labour/sexual exploitation	17	2	4	11
Sexual exploitation in relation to sex tourism	13	2	2	9
Organ, human tissue or cell removal	23	2	2	19
Child marriage	19	1	3	15
Claiming social benefits	19	1	1	17
Adoption for the purpose of labour/sexual exploitation	25	3	4	18
Exploitation as foreign fighters	24	3	2	19
Trafficking of ...				
People with developmental/physical disabilities	13	4	5	4
Pregnant women for the purpose of selling new-borns	23	1	0	22
Children for exploitation by armed forces and groups	25	2	0	23

Box 1: COVID-19 and growing online exploitation of children

The online sexual exploitation of children (OSEC) is not a new form of THB as such. It has been a concern of participating States for some years, as highlighted in reports of effective action by government and non-government respondents in both the 2016 Survey Report and the current report (see, for example, Box 16). This concern is further reflected in the recent OSCE Ministerial Council Decisions.

However, there is widespread agreement that the effects of the COVID-19 pandemic and accompanying restrictions have exposed minors to significantly increased risks of online exploitation. Europol has noted that with children often at home and their parents working, many are allowed greater unsupervised internet access.

As a result, children are:

- more exposed to offenders through online gaming, the use of chat groups in apps, phishing attempts, unsolicited contact in social media and through increasingly insecure online educational applications;
- more inclined towards making explicit material to exchange with peers, with this material eventually reaching child sex offenders;
- in some cases, becoming lonely and isolated, which offenders try to benefit from by connecting with such children to produce explicit material or to arrange a meeting in real life.¹⁹

Participating State responses have also cited examples of parental complicity in online pornography. Increased economic pressure brought on by the COVID-19 pandemic may exacerbate this particular risk for some children. This increased vulnerability on behalf of children comes at a time when many traffickers are being forced to look for new ways of operating, given travel and access restrictions. In this context, prompt and effective action against OSEC and other forms of online risk – in-game spending, gambling, bullying, exposure to inappropriate content – is particularly important. Measures relating to OSEC are discussed throughout this paper, in particular Section V, which focuses on technology.

¹⁸ These figures include NGOs that responded “don’t know” or did not respond to the question.

¹⁹ Europol, COVID-19: Child sexual exploitation (2021).

Available at: <https://www.europol.europa.eu/covid-19/covid-19-child-sexual-exploitation>

Section 1

Prevention of Trafficking in Human Beings

This section addresses the prevention of THB, including measures to address the demand for the goods and services produced by or extracted from trafficking victims. The first part of this section addresses government procurement practices and measures relating to private sector supply chains. These measures aim to reduce the market for goods produced through exploitative labour practices. Recognizing that such exploitative practices often begin in the recruitment process, the second part of this section covers labour recruitment issues.

The focus then moves to measures to address demand for the services of victims of THB for sexual exploitation, covering new questions added to the 2020/21 survey. The final part of this section covers activities to reduce vulnerability to THB, and the role of awareness-raising.

I.1 Government procurement and private sector supply chains

 The criminal business of THB for the purpose of labour exploitation can only exist where there are markets for the goods and services produced by trafficked labour. Recent years have seen a number of initiatives aimed at disrupting and eventually eliminating these markets by targeting exploitative practices in product and service supply chains. As noted by the OSCE, “if an entity can detect and remove the risk of labour trafficking within its supply chains, labour trafficking will gradually become less profitable, and therefore less widespread.”²⁰

With this in mind, the 2011 Ministerial Declaration on Combating All Forms of Human Trafficking encouraged governments to assess and address risks of exploitation throughout supply chains. This was reinforced by the OSCE 2013 Addendum recommendations on: (1) zero-tolerance policies in government procurement of goods and services; (2) codes of conduct for private sector, trade unions and relevant civil society institutions to ensure protection of workers throughout supply chains; and (3) training programmes on THB-related issues for human resources departments in private sector companies.²¹

Building on this, MC Decision No. 6/17 included reference to: (1) identifying, developing and sharing best practices for public/private partnerships; (2) encouraging the private sector to adopt policies and procedures to prevent THB and engaging in multi-stakeholder efforts, with consideration to independent monitoring, verification and certification mechanisms; (3) considering whether businesses are taking appropriate and effective steps to address THB when awarding government contracts for goods and services; and (4) taking appropriate measures to identify and eradicate abusive and fraudulent recruitment and employment practices, including through reinforcing the role of competent authorities, such as labour inspectors.

This section describes the measures that OSCE participating States reported having put in place to reduce the potential for goods and services produced by forced/trafficked labour to enter government and private sector supply chains.

Government procurement

Taken collectively, OSCE governments are the largest purchasers of goods and services in the world. Total expenditure for participating States and Partners for Co-operation reached

an estimated US\$22 trillion in 2014.²² Ensuring that exploitative labour practice is not implicated in goods and services procured by governments is therefore potentially a very effective strategy against trafficking for the purpose of labour exploitation, particularly if these measures are implemented collectively across the OSCE region.

Recognizing this, the OSCE Parliamentary Assembly 2015 Resolution on Responsibility to Combat Human Trafficking in Government Contracts for Goods and Services called upon “participating States to require by law and regulation that all government contracts for goods and services go only to businesses that have a plan in place to ensure that their subcontractors and employees do not participate in activities that contribute to, or that constitute, human trafficking.”

The OSCE made government procurement a priority for its work in 2016, through extra-budgetary projects aimed at prevention of THB in supply chains through government practices and measures. The projects have provided participating States with tools to enact concrete measures to prevent THB in supply chains and to build their capacity to implement these measures. They also include a focus on OSCE’s own procurement practices to ensure the organization does not contribute to trafficking and labour exploitation when sourcing goods and services.²³ In addition, using the knowledge and expertise it has acquired so far, the OSR/CTHB supports and works with other international organizations in preventing the risk of THB within their supply chains.

Against this background, 30 countries (55 per cent) reported having some public procurement policies in place to minimize the risk of purchasing products where there is reason to believe they have been produced by trafficked or exploited labour (Figure 1).²⁴ This is a major increase from the 2015/16 survey, where just 16 countries (31 per cent) had such policies in place. A further 4 countries reported being in the process of introducing such legislation.

Participating States provided considerable extra detail in this area, with no fewer than 14 referring to changes in the legislation or regulations on public procurement since the beginning of 2016. Among the responses that provided further detail, 5 noted the presence of exclusion clauses for companies and individuals convicted of criminal offences, including THB. A number of countries also specifically mentioned a requirement for adherence to ILO conventions where their own laws were not applicable. For example, Austria noted that bidders

20 OSCE, Supply Chains (2021). Available at: <https://www.osce.org/cthb/supply-chains>
21 Addendum III.1.6, III.1.7, III.2.1.

22 Collated from The Heritage Foundation, 2021. 2021 Index of Economic Freedom. Available at: https://www.heritage.org/index/pdf/2021/book/index_2021.pdf

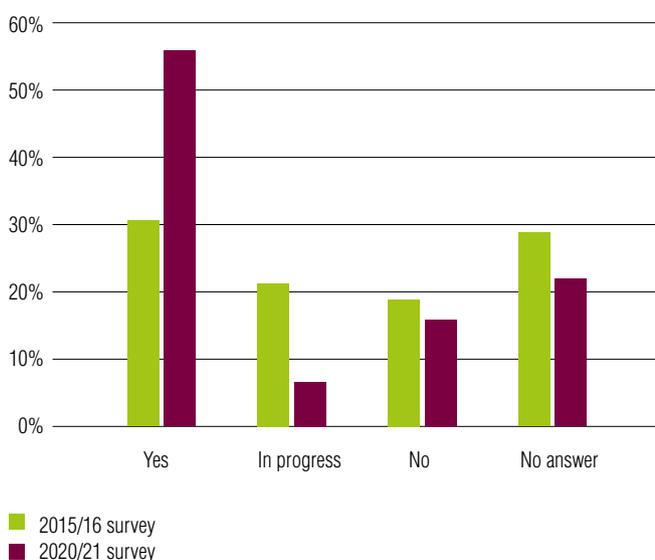
23 OSCE Ministerial Council Decision No. 6/17 further calls on participating States, OSCE executive structures, and the private sector to adopt and implement measures to prevent trafficking in their supply chains.

24 Responses from 2015/16 included in 2020/21 figures where no 2020/21 data was available.

must comply with the obligations arising from ILO Conventions No. 29, 87, 94, 95, 98, 100, 105, 111, 138, 182, and 183.

It is also noteworthy in relation to ILO conventions that the 2019 European Union–Vietnam Free Trade Agreement (EVFTA) includes a commitment by Vietnam to ratify and implement the eight ILO fundamental Conventions. Although not directly targeting individual procurement practices, this highlights a potential new area of influence for labour conditions in countries from which OSCE governments and companies purchase significant amounts of goods.

Figure 1: Countries with public procurement legislation, regulations or policies to minimize the risk of purchasing products or services from trafficked or exploited labour²⁵

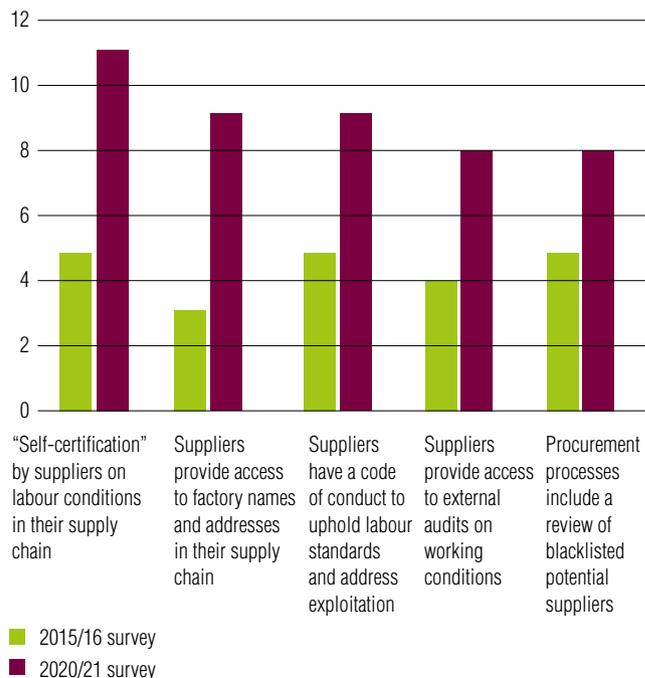


In terms of how adherence to procurement policies is monitored, governments most commonly relied on self-certification (11 countries) followed by supplier codes of conduct (9 countries) and access to factory names and addresses (9 countries). As can be seen from Figure 2, these represent significant increases from data reported in the 2016 Report and suggest a positive trend in measures to monitor implementation of public policies.

An additional measure to those listed above is the requirement in Sweden to justify abnormally low tenders. Many procurement decisions still tend to be made exclusively or largely on price. In Sweden however, the 2017 Public Procurement Act (LOU) highlights that abnormally low tenders should prompt the contracting authority to request that the supplier explains the low price.

²⁵ Responses from 2015/16 included in 2020/21 figures where no 2020/21 data available.

Figure 2: Processes in place to monitor public procurement policies relating to labour conditions



Survey responses appear to suggest progress in strengthening government public procurement and transparency measures relating to labour practices in supply chains, although the primary monitoring measure reported currently is self-certification by companies, a very low level of monitoring. Box 2 highlights positive examples of specific procurement practices that address supply chain labour issues.

In addition to these examples, Austria highlighted a more general measure relating to transparency in its procurement process. The tenderer must specify all parts of the contract that they intend to subcontract. This is to ensure complete transparency already at the bidding phase, and offers potential for procurement officers to conduct additional checks on sub-contractors, including with respect to labour conditions. Austria also noted that while violations of labour and social law provisions are usually enforced with administrative sanctions, they can also lead to exclusion from government procurement procedures.

Box 2: Labour-related regulations on government procurement practice: OSCE region examples

Inclusion in national strategy in Canada

Canada's National Strategy to Combat Human Trafficking introduces a new empowerment pillar to support survivors to regain independence and encourage action by industry partners. A key activity of this pillar is improving ethical behaviour and preventing THB in federal procurement supply chains. Through this, the Government of Canada outlines requirements on human and labour rights for suppliers and works closely with suppliers to develop and implement tools to help ensure compliance. The Public Services and Procurement Canada (PSPC) is revising its Code of Conduct for Procurement and conducting a risk assessment in its procurement supply chains. Previous risk assessment work has led to the inclusion of ethical procurement certification in all new government apparel procurement contracts since September 2018. Apparel and personal protective equipment (PPE) contracts also have an "origin of work" clause requiring bidders to provide the name and address of manufacturers.

Independent monitoring in Denmark

The OECD NCP (national contact point) Denmark is a politically independent and non-judicial institution with a mandate to initiate formal mediation between parties, or issue statements on cases concerning non-observance of the OECD Guidelines. In 2018, NCP Denmark published a statement related to accusations of forced labour in the supply chain in regard to the Danish Ministry of Defence's contracting and construction of an inspection vessel. While NCP Denmark did not establish whether it was an actual case of forced labour, it criticized the Ministry's lack of due diligence and provided recommendations for improvement. NCP Denmark subsequently assessed that the Ministry of Defence had conformed to these recommendations.

Working together to streamline responses

Three OSCE participating States – Canada, the United Kingdom and the United States – have adopted four Principles to Guide Government Action to Combat Human Trafficking in Global Supply Chains,²⁶ together with the OSCE Partner for Co-operation Australia, and New Zealand. The Principles were announced during the UN General Assembly in September 2018. Since that time, these countries have been working to promote harmonization of relevant policies, regulations and laws in recognition that governments' procurement activities are "unique opportunities to promote awareness of and respect for human rights".

Supply chains (private sector)

As well as work on their own procurement practices, some OSCE participating States have been at the forefront of global action to address exploitative labour practices in supply chains. Initial efforts focused primarily on company reporting requirements. The first major initiative of this type was the California Transparency in Supply Chains Act (2010),²⁷ which required large companies doing business in California to re-

port on the steps they were taking to address the possibility of forced/trafficked labour in their supply chains. Although the Act did not require companies to take any specific action to identify or eliminate forced/trafficked labour, it played a crucial normative role in highlighting the responsibility that companies had for the labour conditions involved in producing the goods and services they purchased.

Also relevant in this context is the Protect-Respect-Remedy Framework of the UN Guiding Principles on Business and Human Rights, which recognizes that (1) States have a duty to protect all persons within their jurisdiction from human rights abuses committed by businesses; (2) emphasizes the responsibility of businesses to respect human rights, including those of workers, and to initiate policies and processes for preventing, identifying and mitigating abuses; and (3) where human rights are violated by companies, the State must provide effective and accessible remedy and other grievance mechanisms that can be accessed without financial, linguistic or other barriers. Responsibility for remedy does not rest solely with the State. The Principles highlight that businesses should also provide effective grievance mechanisms for workers who have been adversely affected.²⁸

In the decade since the Principles were released, a number of governments at both national and State level have adopted laws or regulations that require businesses to report the measures they are undertaking to identify and eliminate trafficked or exploited labour from their supply chains. Responses to the 2020/21 survey suggested significant progress among OSCE participating States in this area. Sixteen countries reported such laws in place compared to ten in 2015/16.²⁹

One of these 16, the Netherlands, reported on two recent developments. First, a law for companies on duty of care to prevent child labour was adopted by the Senate in May 2019. A government decree is needed before the law enters into force. Second, the government coalition agreement (2017) states that after two years, the government will consider whether to adopt binding obligations on responsible business conduct (RBC) and, if so, what the nature of such obligations should be. In line with this agreement, the Dutch government is currently evaluating its RBC policy. Belgium, Denmark and Poland also reported recent changes in company reporting requirements relating to human rights since the previous survey.

26 Available at: <https://www.state.gov/wp-content/uploads/2019/03/286369.pdf>

27 Office of the Attorney General, State of California department of Justice, The California Transparency in Supply Chains Act (2021). Available at: <https://oag.ca.gov/SB657>

28 Available at: https://www.ohchr.org/Documents/Issues/Business/Intro_Guiding_Principles-BusinessHR.pdf

29 Responses from 2015/16 included in 2020/21 figures where no 2020/21 data was available. As this figure covers national level legislation only, it excludes the landmark legislation in California Transparency in Supply Chains Act, which covers all companies that do business in the state and have annual income above US\$100 million. Available at: <https://oag.ca.gov/sites/all/files/agweb/pdfs/sb657/resource-guide.pdf>

In addition to the 16 countries that reported laws in place, five States reported being in the process of introducing legislation, regulations or policies on supply chain measures. Two of these have subsequently passed new laws. Norway's Transparency Act was passed in June 2021; it obliges large- and mid-size companies to conduct human rights and decent work due diligence, not only throughout their supply chains, but throughout all business relationships in their value chain. Under this law, citizens will be entitled to request information from companies, and the Norwegian consumer authority may issue injunctions and fines for non-compliance.³⁰

Germany's new Supply Chain Due Diligence Act, also passed in June 2021, requires large companies to make sure social and environmental standards are observed in their supply chains. The law will come into effect in 2023; it requires such companies to set up processes to identify, assess, prevent and remedy human rights and environmental risks and impacts in their supply chains, as well as in their own operations. They must also make sure they provide ways for employees of indirect suppliers to file complaints alerting the company to human rights or environmental violations. Companies must also publish an annual report outlining the steps they have taken to identify and address these risks. There is no civil liability provision.³¹

In Canada, Senate Bill S-211, An Act to enact the Modern Slavery Act and to amend the Customs Tariff, was introduced in February 2020; it passed its second reading in March 2021. Bill S-211 aims to impose reporting obligations for Canadian businesses to disclose to the Minister of Public Safety measures taken to prevent and reduce the risk that forced labour or child labour is used at any step in the production of goods in Canada or elsewhere, or in the production of goods imported into Canada. The Bill in its current form does not oblige covered entities to reduce or diminish the use of forced labour or child labour but there is a fine up to C\$250,000 for failure to satisfy the reporting requirements.

In Switzerland, there was a national referendum in November 2020 on the Responsible Business Initiative, which sought to hold businesses accountable for human rights initiatives in their supply chains. It was narrowly rejected, despite securing 50.7 per cent of the popular vote. A counter-proposal on due diligence obligations regarding child labour and conflict minerals is currently under public consultation and expected to come into force in January 2022. Again, the requirements under this proposal are reporting-based and it does not contain liability rules.³²

30 Available at: <https://www.business-humanrights.org/en/latest-news/norwegian-parliament-adopts-the-transparency-act/>

31 Available at: <https://www.sedex.com/germanys-new-supply-chain-due-diligence-act-what-you-need-to-know/>

Beyond reporting obligations, five States reported requiring companies to take action in relation to any cases of THB/forced labour identified in their supply chains, but only two required that they should take proactive steps to verify that such cases do not exist. Indeed, a common concern expressed with many current laws concerning labour issues in global supply chains is the lack of obligations for companies beyond fulfilling reporting requirements. One notable exception is France, which has included civil liability in its 2017 law (Box 3).

Box 3: France supply chain law encompasses civil liability for business³³

In 2017, France passed a landmark duty of vigilance law for businesses.³⁴ The law applies to French companies with more than 5,000 employees in the company's direct or indirect French-based subsidiaries, and with more than 10,000 employees if including direct and indirect subsidiaries globally.

Under the law, each company must publish an annual vigilance plan with effective measures to identify risks and prevent severe impacts on human rights and the environment resulting from the company's own activities, and the activities of companies it controls directly or indirectly and subcontractors and suppliers with whom the company has an established commercial relationship, when the activities are linked to this relationship. Measures include risk mapping, tailored actions to mitigate risks or prevent severe impacts, an alert mechanism, and a system to monitor the effectiveness of implemented measures.

In case of non-compliance, a court can order the company to comply with its vigilance obligations. This includes ordering the company to develop a vigilance plan when such a plan is missing, or to improve its vigilance measures when these are inadequate. A court may impose a penalty for each day of non-compliance.

Unlike many similar laws, France's law also provides for civil liability. Under the law, harmed individuals can bring a civil lawsuit (based on French tort law) to seek damages resulting from a company's failure to comply with its vigilance obligations, where compliance would have prevented the harm. As of March 2021, four lawsuits have been filed and four formal notices have been sent by NGOs to companies.

Nineteen countries provided information on monitoring and enforcement of laws prohibiting the use of trafficked or exploited labour in supply chains, seven more than in 2015/16.

32 In addition to Switzerland's survey response, information was drawn from: <https://www.business-humanrights.org/en/latest-news/swiss-due-diligence-initiative-set-for-public-referendum-as-parliament-only-opts-for-reporting-centred-proposal/>

33 Additional detail for this box was drawn from: <https://www.business-humanrights.org/en/latest-news/frances-duty-of-vigilance-law/>

34 Available at: <https://www.legifrance.gouv.fr/jorf/id/JORFTEXT000034290626/>

However, the vast majority of these responses did not address supply chains specifically, focusing more on the monitoring and enforcement of domestic labour, immigration and trafficking laws, and the targeting of those directly involved in labour violations. In terms of the request for specific examples, several countries provided information and evidence of action taken against forced labour cases, but only Denmark specifically described a case involving supply chains. This involved a government entity and is described in Box 2 above.

Twenty-six participating States responded to the request to describe any other measures taken to encourage the private sector to address THB. In Canada, for example, the government announced the creation in 2018 of a Canadian Ombudsperson for Responsible Enterprise. The office is mandated to review allegations of human rights abuses arising from the operations of Canadian companies abroad in the mining, garment, and oil and gas sectors through joint and independent fact-finding; making recommendations; monitoring implementation of those recommendations; and reporting publicly on the process.

The development of toolkits and guidelines was one of the measures commonly mentioned by other respondents. Iceland, for example, noted that there are now detailed instructions on actions that can be taken by purchasers to follow up on labour laws in contracts.³⁵ Estonia and Latvia both highlighted co-operation with the European Institute for Crime Prevention and Control (HEUNI), which in co-operation with the Center for the Study of Democracy (CSD) from Bulgaria, the University of Tartu from Estonia and the Ministry of Interior of Latvia, released the “Navigating through your supply chain – Toolkit for prevention of labour exploitation and trafficking”. This toolkit demonstrates such risks and how companies can work to avoid the presence of exploitative labour practice in their supply chains. The complementary guide outlines human rights responsibilities of companies, with a focus on labour exploitation and trafficking.

Other commonly reported measures to encourage the private sector to address THB were general awareness-raising, private–public roundtables, voluntary codes of conduct, engagement of private companies in prevention and response by providing jobs to vulnerable persons and victims of trafficking, as well as support for shelters. Two countries provided details of criminal cases taken against companies (Box 4).

Box 4: Legal cases against exploitative labour practices

Wineries in France

In August 2018, a wine services company was questioned in regard to the exploitation of 100 workers involved in grape growing. Information provided by these workers was consistent with THB and assets of €18,338,000 were seized. In September 2020, the court sentenced the managers of the company to three years in prison (one of which was suspended), fined them €100,000, banned them from running a company for twelve years and obliged them to compensate the victims. The manager of the contracting company was also convicted and sentenced to 18 months in prison (6 suspended), with a fine of €15,000 and a 5-year ban from management. Other defendants received fines ranging from €5,000 to 15,000, plus the confiscation of property and sums seized.

Grocery stores in Norway

An investigation was launched in 2014 in relation to the owners of the grocery store chain Lime and concerning ten Pakistani citizens who were brought to Norway and subjected to harsh working conditions. The case included elements of THB and organized crime, and involved violations of the Working Environment Act, the Immigration Act and the Tax Assessment Act. The case involved co-operation between police and other government agencies, which allowed for a multi-faceted and detailed investigation. The police investigated criminal offences, while the tax and customer authorities conducted an enquiry into tax and duty evasion, and the labour and welfare administration investigated social security fraud. This revealed that the same people who were suspected of exploiting people for forced labour were also engaged in social security fraud and VAT evasion. Eleven people were convicted of THB, with the principal sentenced to nine years in prison.

³⁵ See: <https://www.stjornarradid.is/gogn/rit-og-skyrslur/stakt-rit/2020/01/06/Kedduabyrgd-leidbeiningar/>

I.2 International labour recruitment and placement

As the focus on supply chains for goods and services has increased, governments and businesses have recognized that due diligence must extend beyond the immediate workplace to the ways in which migrant workers are recruited and managed.³⁶ Unethical recruitment practices all over the globe have been associated with THB and related forms of labour exploitation. These often take the form of extremely high recruitment fees or associated job placement costs, placing workers in debt to the recruiter and making it difficult or impossible for them to escape exploitative work situations.

The International Labour Organization (ILO) estimates that personal debt is implicated in half of all non-State forced labour cases. Such debt often affects workers migrating through legal channels, where fees are often higher. In fact, in some parts of the world, available evidence suggests that regular migration may be no safer than irregular migration due to higher recruitment fees and longer recruitment processes, leading to heavy debt.³⁷

The 2013 Addendum recognizes the importance of improved recruitment practices in recommending (1) strengthened oversight of recruitment and placement agencies, and (2) exploring the possibility of eliminating recruitment fees charged to employees.³⁸ Since the adoption of the Addendum, there has been an increased focus on recruitment fees, including the inclusion of a recruitment fee indicator under the Sustainable Development Goals and a campaign for the adoption of the “employer pays principle” led by the Leadership Group for Responsible Recruitment, a private sector-led initiative launched in May 2016 and highlighted in the 2016 Survey Report.³⁹

Recruitment of foreign nationals working in the country

Forty-one participating States (84 per cent) reported having legislation, regulation or other policies on the operation of labour recruitment and placement agencies for foreign nationals, up from 38 (73 per cent) in 2015/16. Moreover, 8 of the

9 States not responding to this question reported such legislation in 2015/16. Romania also noted that while there were no specific regulations on recruitment agencies, they were required to work within general legislation relating to the employment of foreign workers.

Thirteen countries reported changes to their legal or regulatory regimes regarding the employment of foreign nationals and/or the role of employment agencies. Azerbaijan, for example, passed the law “On Employment” in June 2018. While the survey response did not address the role of employment agencies, Article 8.0.4 states there is to be no discrimination against foreign workers, specifically mentioning that this applies to membership in trade unions and other public associations, and that foreign workers shall be provided with equal opportunities to exercise their right to free choice of work and employment.

Germany’s Act to Improve the Combating of Human Trafficking and to Amend the Federal Central Criminal Register Act and Book Eight of the Social Code entered into force on 15 October 2016. This involved fundamental redrafting and expanding of the criminal offences related to the exploitative purposes for THB, including in relation to forced and exploitative labour practice.

Canada reported that its national budget for 2019 included C\$51.9 million over five years to improve oversight of immigration and citizenship consultants, to strengthen compliance and enforcement measures, and to support public awareness activities designed to help protect vulnerable newcomers and applicants against fraudulent or unscrupulous consultants, including those using the lure of possible citizenship to coerce migrant workers into accepting exploitative work practices. Accompanying new legislation will improve regulation of the immigration and citizenship consultant industry.

The most notable change in the past five years is a major increase in the number of countries prohibiting recruitment and placement agencies from charging recruitment fees and related costs to workers (Figure 3). Whereas 16 countries reported this prohibition in 2015/16, 29 reported having the provision in 2020/21, making it the most commonly reported measure. This figure further increases to 31 when considering the 2015/16 answers of 2020/21 non-respondents. Estonia, for example, noted that its Law Enforcement Act. RT I, which came into force in January 2019, strengthens existing provisions of the Labour Market Service and Benefits Act § 39.1 (Prohibition on charging of fee), stipulating that an entity engaged in job mediation shall not charge a fee from an employee.

36 See, for example, the Leadership Group for Responsible Recruitment. Available at: <https://www.ihrb.org/news-events/news-events/the-leadership-group-responsible-recruitment> (accessed 16 July 2021).

37 See, for example, ILO & IOM. (2017). Risks and rewards: Outcomes of labour migration in South-East Asia, Bangkok. Available at: https://www.ilo.org/asia/publications/WCMS_613815/lang--en/index.htm (accessed 18 July 2021).

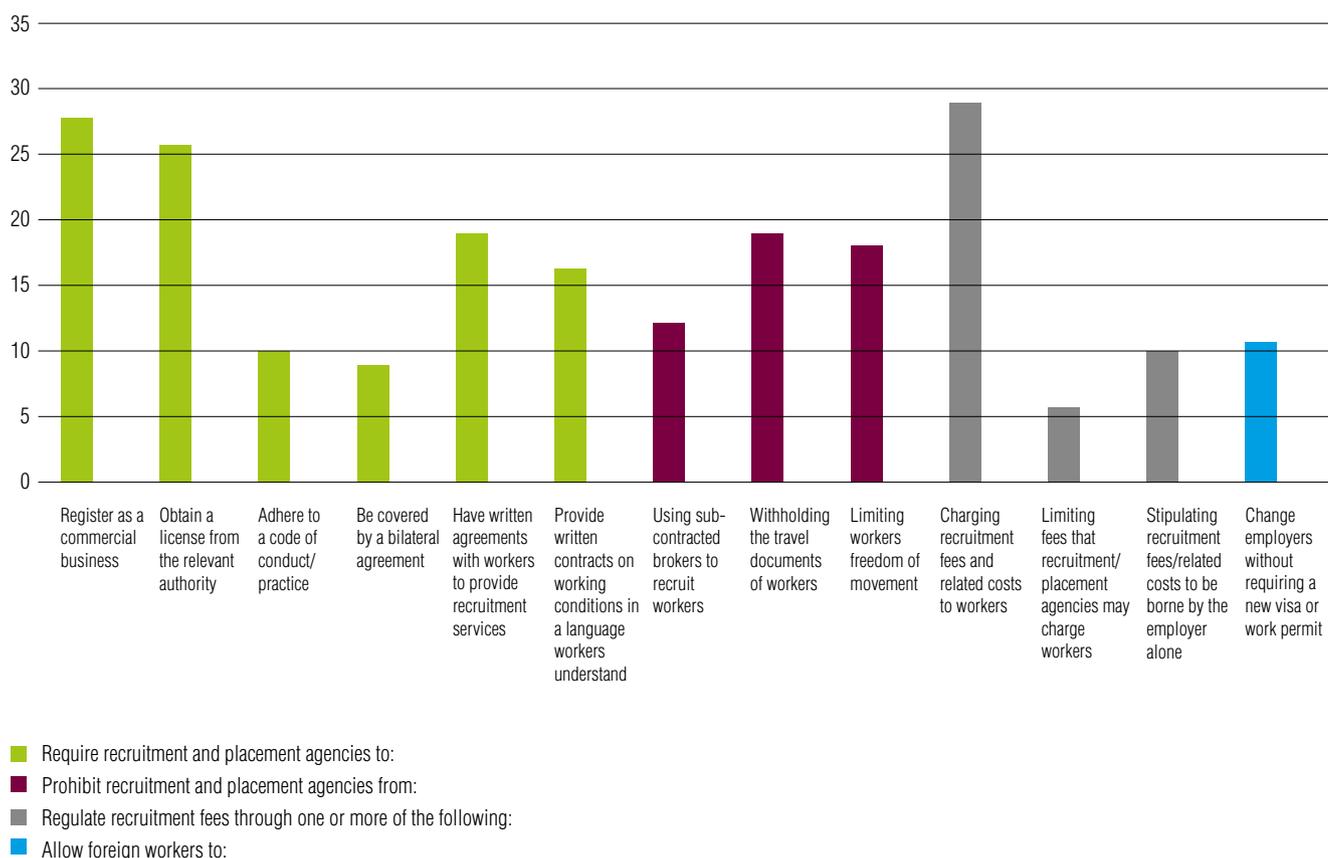
38 Addendum III.1.9.

39 See: <https://www.ihrb.org/employerpays/leadership-group-for-responsible-recruitment>

In addition, six States reported placing limits on fees charged (up from three). This is also significant, since such limits add transparency to recruitment fee processes, reduce the likelihood of excessive fees being charged, and can often be a first step toward removing all fees charged to workers. Taking both no-fee and regulated fee responses into account, 37 participating States have measures in place to regulate recruitment fees for foreign workers in their countries, compared to 19 participating States five years ago.

Of the 41 responding countries, 28 required recruitment agencies to be registered and 26 required them to obtain an operating licence (both up from 19 in 2015/16). The measures least commonly reported by countries were similar in both surveys, but all showed notable increases nonetheless. These were: (1) prohibiting the use of sub-brokers (up from 3 countries to 12); (2) requiring agencies to be covered by bilateral agreements (up from 3 countries to 9); and (3) allowing workers to change employers without requiring a new work permit or visa (up from 6 countries to 11). There was also an increase in the number of countries specifically prohibiting the withholding of migrant travel documents by employers, recruiters or placement agencies from 13 to 19. Nonetheless, this figure remains low given the clear association of this practice with worker exploitation and THB.⁴⁰

Figure 3:
Regulations for labour recruitment
and placement agencies – foreign nationals
in OSCE participating States



40 ILO, Indicators of Forced Labour (2012). Available at: http://www.ilo.org/global/topics/forced-labour/publications/WCMS_203832/lang--en/index.htm (accessed 9 October 2016).

Monitoring and compliance

Forty countries provided information on the processes in place for monitoring or ensuring compliance with laws and regulations on recruitment and placement agencies (up from 34). As with the previous survey, a number of countries referred specifically to controls on immigration-related irregularities and punishments for workers.

Many countries provided extremely detailed information on their legislative frameworks relating to labour employment. While many of the details did not directly address the specific issue of foreign workers or the issue of recruitment, it is clear that strong and routine enforcement of labour laws in general will help reduce the vulnerability of foreign workers.

Romania noted that it is also supporting adherence to labour laws through an information campaign targeting employers. In the first year after being initiated in April 2019, this campaign reached more than 1,000 employers who have employed or are interested in employing foreigners regarding their rights and obligations as employers, as well as the consequences of employing foreigners without the proper permission.

Box 5: Sector-based approaches to ensuring the safety of workers

Domestic workers in diplomatic households in Germany

The potential exploitation of domestic workers in diplomatic households has been a long-term focus of the OSR/CTHB.⁴¹ This box highlights ongoing work being undertaken by Germany to ensure that domestic workers (1) are provided with legally compliant contracts, (2) understand their rights, and (3) have ongoing contact with local authorities which provide an opportunity to identify problems or constraints.

According to the Federal Foreign Office, approximately 120 persons recruited from abroad work in Germany as domestic workers in diplomatic households at any given time. In order to prevent and identify exploitative situations, the German authorities have put in place the following procedure:

1. The German Embassy in the country of origin holds an extensive interview with future domestic workers based on a standard interview guidance document.
2. A visa is granted only if a written labour contract fulfilling the minimum conditions for domestic personnel (e.g. concerning working hours, payment of the legal minimum wage) is provided and the embassy of the employer has submitted a Note Verbale assuring that all labour and social rights of the domestic worker will be respected. A standard labour contract for domestic workers is also made available.
3. The domestic worker has to sign a declaration that he/she has been informed about all these minimum rights and receives an information brochure developed by the NGO Ban Ying.

Four countries described specific legal or regulatory changes since the previous survey. Albania, for example, noted that pursuant to Decision No. 286 of 2018 “On some special rules for temporary employees, who are employed by the Temporary Employment Agencies”, agencies are now obliged to notify the ministry responsible for employment issues of their activities every six months. Further, based on Decision No. 659 of October 2019 “On the Approval of the National Strategy for Employment and Skills 2019–2022 and the Action Plan for its Implementation”, increased attention has been paid to the inspection and monitoring of private temporary employment agencies.

In Germany, a reformed German Criminal Code came into force on 1 July 2017. This new code expands the possibilities of criminal asset recovery and strengthens the compensation of victims. Thus, income from THB and the exploitation of labour can now be confiscated in accordance with the provisions of section 73 of the German Criminal Code (see also Section IV.2, which addresses the targeting of assets).

Italy reported on reforms that focus specifically on the issue of labour exploitation in agriculture, a well-documented problem that predominantly affects migrant workers. This is described in Box 5, along with details provided by Germany on how it supports domestic workers in diplomatic households.

4. Once in Germany, the domestic worker has to appear at the Federal Foreign Office to receive his/her identity document. This requirement provides another opportunity to interview the person alone. The same happens annually when the validity of the identity document is extended.
5. Once a year, the Ministry organizes an information session for domestic workers in diplomatic households in Berlin and provides them with contact details in case of questions or complaints.

Agricultural workers in Italy

Law Decree No. 119/2018 (converted into Law No. 136/2018) established an operational working group (OWG) to define a new strategy to combat “caporalato” and labour exploitation in agriculture, chaired by the Minister of Labour and Social Policies. On 20 February 2020, the OWG approved National Strategy against Caporalato and Labour Exploitation in Agriculture.

According to a mapping of territories and the needs of agricultural workers, it provides for emergency interventions as well as systemic or long-term interventions following four strategic axes: prevention; monitoring and enforcement; protection and assistance; social and labour reintegration. Among the priority activities in the three-year plan is an integrated referral system for the protection and initial assistance of victims of labour exploitation in agriculture.

⁴¹ See, for example, OSCE 2021. How to prevent human trafficking for domestic servitude in diplomatic households and protect private domestic workers. Available at: <https://www.osce.org/handbook/domesticservitude>

Recruitment of country nationals working abroad

Thirty-two countries reported legislation, regulations or other policies to regulate the operation of labour recruitment and placement agencies for their country's nationals working abroad, the same number as in the previous survey. OSCE participating States have various profiles when it comes to the export and import of labour – some predominantly import foreign labour, while others are primarily labour export countries. As for 2015/16, there were significant differences in countries' responses to questions concerning the regulation of foreign workers within their countries and the regulation of their own workers abroad. Five of the countries that reported regulating the operation of recruitment and placement agencies for foreign nationals, for example, reported that they did not have laws regulating the operation of recruitment and placement agencies for their own workers abroad. Conversely, three countries reporting regulation of worker recruitment abroad did not have laws regulating foreign workers in their own country.

As with regulation related to foreign nationals working in participating States, responses on nationals working abroad showed a marked increase in attention to the issue of recruitment fees and associated placement costs. Twenty-three countries reported prohibitions on the charging of recruit-

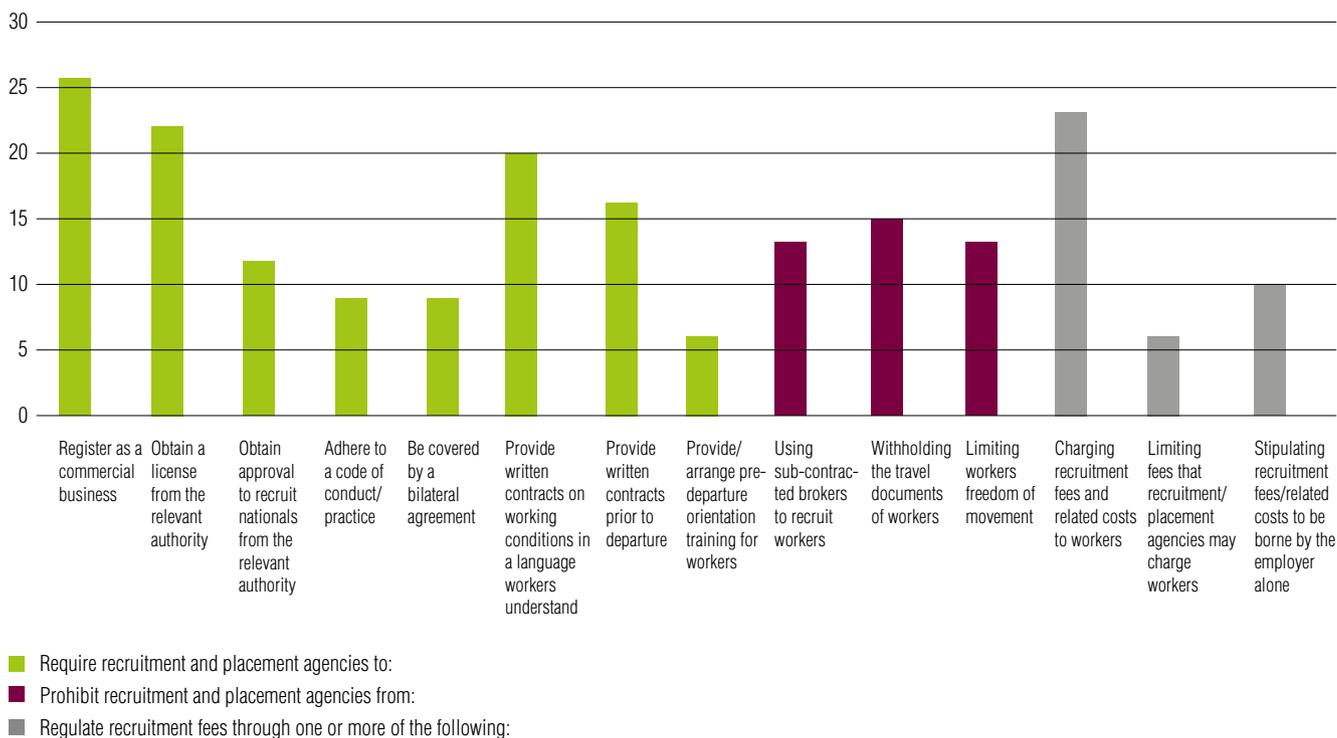
ment fees (up from 13) and 6 reported there were limits on such fees (no change). Other common measures required recruitment agencies to register as a commercial business (up from 19 to 26) and to obtain a licence (up from 19 to 23).

As well as recruitment fees, other notable increases related to prohibitions on (1) the use of sub-brokers (from 4 countries to 13); (2) limiting freedom of movement (from 5 to 13); and (3) agencies withholding travel documents of workers (from 6 to 15). These had been the three least common measures previously.

In terms of processes in place for monitoring or ensuring compliance with laws and regulations on recruitment and placement agencies for nationals working abroad, many participating States referred to their answers on recruitment agencies for foreign nationals working in their countries, suggesting that there are no additional regulations for their nationals abroad.

A notable exception was Belarus, which provided detailed information on its foreign employment regime. Pursuant to the Regulation on Licensing of Certain Types of Activities, approved by the Decree of the President in September 2009, No. 450, "On Licensing of Certain Types of Activities" ("the Regulation"), the Ministry of Internal Affairs licenses all activities related to employment outside Belarus.

Figure 4:
Regulations for labour recruitment and placement agencies – nationals working abroad



After obtaining a license, a licensee must comply with all licensing requirements and conditions stipulated by the Regulation. This includes submitting the following to the relevant authority:

- Employment contracts, draft labour contracts signed by the foreign employer, duly legalized copies of the documents issued by the authorized body confirming the foreign employer's legal status and (or) availability of a permit to pursue activities related to employment of foreign nationals for their registration;
- Quarterly updates on emigrant workers employed outside Belarus with the licensee's assistance;
- Information on emigrant workers who exited Belarus for employment within five working days of their exit and within five days of their return upon completion of the work.

After a licensee submits this information, the Citizenship and Migration Divisions check it against the available records. Employment agencies providing false or incomplete information are subject to fines. Where the agency is found in violation of the applicable rules and conditions, punishments may also include confiscation of proceeds received through such actions and deprivation of the right to engage in certain activities.

Discussion and recommendations

Public and private sector procurement

The 2016 Survey Report noted that OSCE participating States were beginning to take steps to implement 2013 Addendum commitments towards zero tolerance for exploitative labour practice in supply chains. The 2016 Report recommended that participating States continue work to strengthen government public procurement and transparency measures to minimize the risk of purchasing goods and services which, there is reason to believe, have been produced by trafficked or exploited labour. MC Decision 6/17 included additional detail in this area, as discussed further below.

The section below provides a summary of progress made on implementing recommendations from the 2016 Survey Report in the area of identifying and addressing THB for labour exploitation (LE), including in relation to government and private sector procurement. Each recommendation is listed followed by a brief discussion on progress and an updated recommendation based on the survey findings. There are three recommendations as well as a discussion of an additional finding in relation to the private sector.

Recommendation 1 (2015/16)

Strengthen government public procurement and transparency measures to minimize the risk of purchasing goods and services which, there is reason to believe, have been produced by trafficked or exploited labour. Specific measures might include:

- Reviewing blacklists of potential suppliers;
- Requiring suppliers to provide access to audit reports;
- Requiring suppliers to provide access to the names and addresses of factories in their supply chains;
- Defining award criteria that require the implementation of human rights standards in the supply chain, in particular the ILO core Conventions;
- Requiring contractors to take reasonable measures to ensure that THB/LE does not take place in the supply chain;
- Obliging corporations receiving government contracts to adopt a THB/LE preventive policy;
- A mechanism to monitor compliance.

Progress since 2016

At least 30 countries reported having some relevant public procurement policies in place, almost double the number reported in 2015/16. Ostensibly, this reflects the following through of commitments expressed at that time by 11 participating States that indicated they had plans to introduce policies on procurement related to labour practice. Despite a slightly smaller number of respondents, the number of countries reporting implementation of specific measures rose in all categories, with those producing an annual report on public procurement policy implementation increasing markedly from 7 to 19.

As a next step, more emphasis could be placed on robust processes to monitor supplier adherence to procurement requirements. While survey responses indicated an increase in these processes, government continue to rely heavily on self-certification by suppliers.

As suggested by both survey data and separate work undertaken by the OSR/CTHB on government procurement, parallels can be drawn with the general approach to labour issues in private sector supply chains. For the most part, governments focus on private companies self-reporting their supply chain

42 A recent report of more than 100,000 social audits in 158 countries found multiple indicators of forced labour in 36 per cent of these audits; see SEDEX 2021, Sedex insights report: Recognising forced labour risks in global supply chains, with data from 100,000 audits (available at: <https://www.sedex.com/wp-content/uploads/2021/10/Sedex-Recognising-forced-labour-risks.pdf>). Moreover, shortcomings in auditing processes have been linked to some of the world's highest profile workplace disasters; see, for example, Clean Clothes Campaign, 2019. Figleaf for Fashion: How social auditing protects brands and fails workers (available at: <https://cleanclothes.org/file-repository/figleaf-for-fashion.pdf/view>). A broader discussion of audit process is contained in Benstead et al, 2020, Detecting and remediating modern slavery in supply chains: a targeted audit approach, <https://www.tandfonline.com/doi/epub/10.1080/09537287.2020.1795290?needAccess=true>).

due diligence efforts. These companies, in turn, often rely on reports from suppliers, these commonly supplemented by social audits. Such audits have shown various degrees of success in identifying serious labour violations.⁴²

As noted in the 2016 Report, few countries reported requiring businesses operating on their territories to report the measures they undertook to actively identify and eliminate exploitative practices in their supply chains. Given also that the identification of cases of trafficking for forced labour remains extremely low in relation to global estimates of its occurrence, it seems that more attention might be given in both public and private sector supply chains to strengthening monitoring and grievance mechanisms. This includes (1) identifying and removing barriers to victims coming forward, and (2) enhancing the mandates and capacity of the labour inspectorates or equivalent agencies to proactively identify presumed THB cases and address them in collaboration with other national stakeholders.

Updated recommendation 1

Governments are encouraged to build on progress made to date in strengthening government public procurement, supply chain governance, due diligence and monitoring requirements to minimize the risk of purchasing goods and services produced by trafficked or exploited labour. This includes ensuring that sufficient resources are allocated to risk assessment and, proportional to the assessed risk, the contract monitoring phase.

Recommendation 2 (2015/16)

Strengthen the provisions regulating the practice of labour and recruitment agencies for foreign nationals and, in particular, for country nationals working abroad, including the explicit prohibition of (1) withholding of documents, (2) restrictions on movement and, if possible, (3) the use of subagents.

Participating State responses indicated a considerable increase in each of the three categories contained in this recommendation, in particular for foreign nationals working in their countries. Nonetheless, the figure remains low given the clear association of these practices with worker exploitation and THB. None of these measures have been adopted by more than 20 countries to date.⁴³

On the related issues of monitoring or ensuring compliance with laws and regulations on recruitment and placement agencies, a number of countries referred to controls on immigration-related irregularities rather than trafficking-related regulations.

Recommendation 2 remains valid.

Recommendation 3 (2015/16)

For those countries that have not included a no-fees-to-migrants provision in their regulations on labour recruitment practices, consider the feasibility of doing so.

Progress since 2016

It appears that strong progress has been made on this recommendation, with 31 participating States now including “no recruitment fees to workers” provisions in their recruitment legislation, almost twice the previous figure. Moreover, 6 more States regulate such fees. The move to no recruitment fees for workers appears to signal growing acceptance of the Employer Pays Principle featured in the 2016 Survey Report. A key step now is to ensure effective compliance with fee regulations and, in particular, that recruiters and employment agencies do not seek to circumvent the regulations by overcharging workers for costs associated with recruitment and placement that do not directly constitute a recruitment fee.

Updated recommendation 3

Governments are encouraged to consider a no-fees-to-workers provision in their regulations on labour recruitment practices. Where such provisions already exist, governments are encouraged to evaluate such provisions for any legal or practical loopholes that allow recruiters to recover these fees from workers in other ways, such as through new or inflated placement charges.

Specific finding on private sector supply chains

Progress since 2016

Although there were no specific recommendations on the issue of private sector supply chains in the 2016 Report, it is worth noting strong progress in this area. Sixteen countries reported laws in place that require businesses to report the measures they are undertaking to identify and eliminate trafficked or exploited labour from their supply chains, with specific new laws in France, Germany and Norway, notable legal and regulatory changes in a number of other countries, and further changes under discussion.

43 ILO, Indicators of Forced Labour (2012). Available at: http://www.ilo.org/global/topics/forced-labour/publications/WCMS_203832/lang-en/index.html (accessed 9 October 2016).

With the exception of the French law and laws adopted in Germany and Norway in 2021 (after the field work on this survey has been completed), however, there remains limited onus on companies to move beyond reporting on their due diligence activities in relation to exploitative labour practices. Few OSCE participating States require companies to actively seek to identify and resolve such practices or to demonstrate that their products are not made by trafficked or forced labour.

A rare example in which companies must do so is the US Government imposing a withholding release order on imports suspected to be made through forced labour.⁴⁴ Although still adopting in a limited number of participating States and not specifically mentioned in the survey, it is mentioned here as an emerging practice due to its increasing use and the announced intention of a number of States to consider its adoption. This highlights that demonstrating that products have not been made with exploited labour requires a different level of engagement than fulfilling reporting requirements.

In this context, there appears room for strengthening existing requirements in order to hold companies more accountable for exploitative labour practices in their supply chains that they do not take deliberate action to identify and remedy.

New recommendation 4

Governments are encouraged to adopt measures requiring companies to take active steps to identify instances and risks of forced labour and human trafficking in their supply chains, and to take steps to mitigate and remediate them, consistent with the third pillar of the Protect, Respect, Remedy framework of the UN Guiding Principles on Business and Human Rights.

I.3 Demand for services of victims of THB for sexual exploitation

As noted under Section I.1, the criminal business of THB can only exist where there are markets for the goods and services produced by trafficked persons. This is recognized by the 2003 OSCE Action Plan to Combat Trafficking in Human Beings and its Addenda, which stress the importance of measures to address demand. This factor is also mentioned in several MC Decisions, including MC Decisions 6/17, 7/17 and 6/18. Addressing demand is a priority area for OSR/CTHB, as reflected in its recently published occasional paper *Discouraging the demand that fosters trafficking for the purpose of sexual exploitation*.⁴⁵

Following from the earlier discussion of reducing demand for goods produced by trafficked labour, this section of the report covers new questions asked in the 2020/21 survey about demand as it relates to THB for sexual exploitation.

Thirty-seven participating States reported having legislative, educational or social measures in place to discourage the demand that fosters sexual exploitation that leads to trafficking. At least 34 criminalize the use of services of victims of trafficking subject to sexual exploitation, usually with a requirement that the use be “knowing”, while 13 reported that they do not. One of those responding in the negative, Belgium, clarified its answer by stating that nothing would exclude prosecuting a client for complicity in trafficking if it were established that they knowingly participated in the offence. Switzerland also reported that a client who is fully aware that the person providing the purchased services was a victim of trafficking could be prosecuted.

In providing more information, several countries cited laws addressing demand by prohibiting the purchase of sexual services in general, while one country cited measures targeting those selling sex. France noted a legal change in 2016 that makes it an offence to purchase a sexual act, while at the same time abolishing the offence of soliciting. In France, a client knowingly using the services of a victim of trafficking, when they are aware of this situation, can also be prosecuted under trafficking laws.

Cyprus noted that the term “demand” was introduced into the law in 2019, and includes: a) a client who requests and buys services of a THB victim; b) a trafficker who recruits, pushes into prostitution or exploits in any way a victim; c) an employer who benefits from the work of a victim; d) the owner of the club or other place of leisure where victims are exposed; and e) any other person who is involved in any way in the trafficking chain.

Luxembourg’s law of February 2018 reinforcing the fight against the exploitation of prostitution, pimping and THB

44 See: <https://www.cbp.gov/trade/forced-labor>

45 OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings, *Discouraging the demand that fosters trafficking for the purpose of sexual exploitation* (Vienna, 2021). Available at: https://www.osce.org/files/f/documents/7/f/489388_2.pdf

for sexual exploitation set up a “Committee on Prostitution” that monitors, among other things, the implementation of the National Action Plan on “Prostitution”, adopted in June 2016. Victims of sexual exploitation are not held responsible for soliciting. Clients who have knowingly used the services of a victim of sexual exploitation, a particularly vulnerable person or a minor will be prosecuted (although it is also possible for them to avoid prosecution by testifying against the offenders and revealing useful information to the police).

Luxembourg noted that initial feedback from its police forces has mentioned difficulties in entering private abodes to investigate possible cases of sexual exploitation. However, the aspect of the law concerning responsibility of clients is welcomed. This seems to have influenced the behaviour of clients, encouraging them to collaborate more actively with the police. At the time of survey submission, no client had been charged with having knowingly used the services of an exploited person.

In Moldova, Law No. 159 of October 2018 includes provisions sanctioning the use of paid sexual services, including through information technology or electronic communications.

Hungary has also made a legislative change. Act V of 2020 includes a new provision to the Criminal Code targeting the demand side of THB. The act of consciously utilizing the services or other activities of victims of THB and forced labour will be punishable with imprisonment up to three years. If the felony includes sexual intercourse or illicit use of the human body, the penalty rate may increase to five years. A new campaign entitled “Don’t let it happen, don’t make it happen!” aims at reducing the deliberate use of services provided by victims of trafficking.

In Spain, the Policia Nacional (Spanish law enforcement agency) launched a video in 2020 aimed, for the first time, at buyers of sexual services. “If you are a client, you pay for their slavery” is one of the strongest warnings in the campaign, which aims to raise awareness that high numbers of prostituted women in Spain are victims of trafficking. The campaign emphasizes that the crime of trafficking makes profits for criminal organizations thanks to those who pay for this type of service.

Ireland and Sweden also reported information campaigns directed at buyers of sexual services that highlight THB for sexual exploitation. An aim is to decrease demand for sex services in general. Ukraine noted that it is currently studying the Swedish approach on criminalizing the buying of sexual services. Seven other countries – Bulgaria, Georgia, Germany, Montenegro, the Netherlands, Romania and Slovenia – noted they have awareness campaigns targeting the use of services of victims of trafficking.

Discussion and recommendations

The section below discusses progress made in the area of reducing demand for the services of victims of THB for sexual exploitation since the 2015/16 survey. As this section relates to questions that were not included in the 2015/16 survey, progress on this topic has been assessed against Article 9.5 of the UN TIP Protocol, “States Parties shall adopt or strengthen legislative or other measures, such as educational, social or cultural measures, including through bilateral and multilateral co-operation, to discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking.”

Survey responses suggest that participating States are paying more attention to the demand that fosters THB for sexual exploitation, highlighting action in terms of both legal reform and education. Participating States have different legal regimes with regard to the demand for paid sexual services, with some criminalizing all buyers and others criminalizing the purchase of sexual services from a THB victim. In total, at least 34 States criminalize the knowing use of victims of trafficking subject to sexual exploitation, with 4 citing specific legal advances in this area, and 1 stating that such changes to the legal code are currently under consideration.

Eleven countries provided examples of education campaigns targeting the use of services of victims of trafficking. While this is encouraging, it is worth highlighting that only one State specifically referred to measures targeting the underlying attitudes that provide an enabling environment for exploitative practices. As mentioned in the following section on awareness-raising, THB-related education from an early age typically focuses on not becoming a victim rather than not becoming an exploiter or being complicit in exploitation. This observation forms the basis of the new recommendation below, which also draws on the recent OSR/CTHB occasional paper on demand.⁴⁶

New recommendation 1

Governments are encouraged to implement measures to address all factors contributing to the demand that fosters exploitation that leads to trafficking for sexual exploitation, with attention given to (1) “upstream” prevention programming addressing harmful attitudes that could lead to exploitation and targeted preventative interventions, such as deterrence and disruption, and (2) implementing criminal justice measures as the final measure of accountability. To this end, participating States that have not specifically criminalized the use of services of victims of trafficking subject to sexual exploitation are encouraged to do so as a priority.

⁴⁶ Ibid.

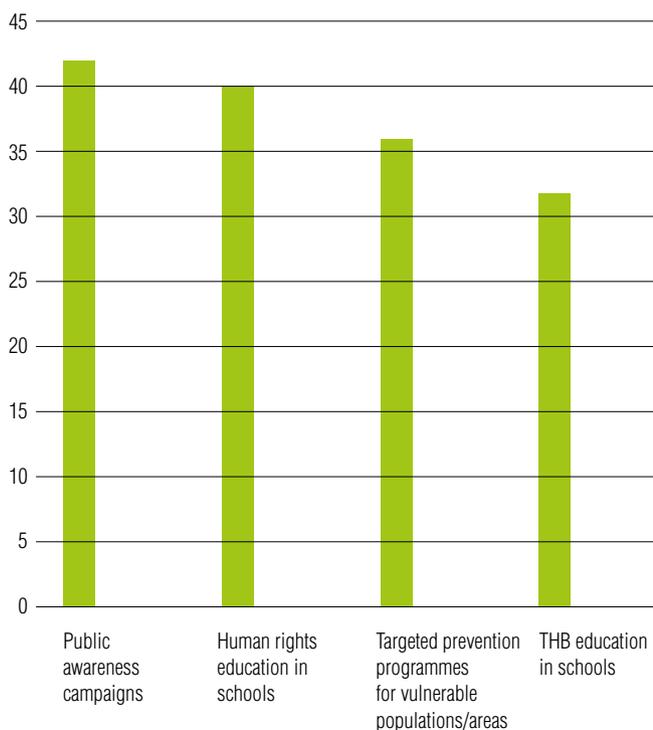
I.4 Reducing vulnerability to trafficking

This section of the report incorporates new questions asked in the 2020/21 survey relating to prevention of THB, with a focus on reducing vulnerability to THB through awareness-raising and other measures. The new questions reflect an emphasis on these topics in recent Ministerial Council Decisions. Public awareness-raising, for example, is mentioned in relation to issues ranging from (1) the vulnerabilities of children in migration flows to all forms of trafficking and sexual exploitation (see Section II, below); to (2) general capacity to recognize, prevent and combat THB; to (3) the risk of trafficking in production of goods and services (see Section I.1, above); to (4) the risk of all forms of child trafficking and child sexual exploitation associated with the tourism sector (see Section II, below).

Awareness-raising and educational campaigns

Participating States appear highly active in implementing awareness and educational campaigns, with 41 respondents reporting awareness campaigns (Figure 5).

Figure 5:
THB prevention activities



Box 6: Mobile information programmes

Latvia's info-trailer is an interactive tool for learning about THB. The inside of a small caravan was turned into a symbolic setting depicting living conditions and realities of persons trafficked for various forms of exploitation. It depicts the most common forms of THB in Latvia – labour exploitation, forced sham marriage and sexual exploitation – and uses easily translatable symbols such as wedding dresses, construction tools, a map, an improvised bed, instant noodles etc. In addition, a new trend arising – the use of trafficked persons to transport illicit drugs (drug mules) – is shown in the exhibition.

Often, five or more people are placed in the caravan to provide a sense of how uncomfortable and helpless victims may feel. The 24/7 THB hotline number is clearly visible on the outside of the trailer.

As part of a campaign jointly organized by Poland and the United Kingdom, **Poland's Big Red Bus** visited towns and cities in Poland to inform local communities about the rights, responsibilities and sources of help and information available for Polish nationals in Poland and the UK.

The campaign aimed to (1) reach out to those vulnerable to exploitation to help them make informed decisions about possible migration to the UK and (2) send a message to traffickers that authorities will pursue them and put an end to their criminal activity.

Andorra, for example, sent out a leaflet to its entire population in 2018 with information on THB, tips for prevention and details on services for victims. The information was re-circulated online in 2020 (see also the example of Latvia in Box 6). Forty participating States reported education on human rights in schools, although only 31 provide education specifically on THB.

Austria noted that its awareness-raising strategy involves a “whole-of-route approach”, with tailor-made messages and choice of channels aimed at target groups along common migration routes as well as in countries of origin and transit.

Croatia noted that its Ministry of Interior is responsible for a national awareness programme entitled “Together” that has been running since 2013. The programme is carried out in cooperation with all counter-THB stakeholders, including CSOs and the private sector. It aims to (1) reduce the possibility that citizens become victims, and (2) increase the possibility that they recognize THB indicators and inform the police. Target groups and information needs are selected in accordance with individual assessments of each local police administration. For example, in parts of Croatian territory on the external EU border, the focus is on the issue of transit; in coastal areas, activities are directed at preventing the exploitation of victims during the tourist season; in rural areas with lower economic levels, the aim is to prevent recruitment of potential victims; and in urban areas, the aim is to prevent exploitation of victims.

Box 7: Romania's multi-faceted THB prevention

Romania reported on its multi-faceted prevention programme, which is notable for addressing both “supply” and “demand” aspects of THB for both labour and sexual exploitation.

- There are three national awareness campaigns: (1) “Know your rights! Respect your obligations!” targeting THB for labour exploitation; (2) “Destroy the wall of indifference! Human trafficking can be prevented”, targeting sexual exploitation and (3) “Give it freedom! Do not pay his operation!” targeting THB for begging.
- A co-operation between Agenția Națională Împotriva Traficului de Persoane (ANITP; National Agency Against Trafficking in Human Beings) and the dating platform “sentimente.ro” aims at creating a safe environment by reducing vulnerabilities to trafficking, as well as informing male users of the platform about the role of demand in THB, the implications of trafficking on victims and society, as well as sanctions applicable to persons using the services of a victim of trafficking.
- Engagement of the influential vlogger, Horia Sârghi, also known as “Zaiafet”, who created and promoted video material about THB for the purpose of sexual exploitation, including references to provisions of the Romanian Criminal Code regarding the use of a victim’s services. Horia Sârghi also sent advice and recommendations to reduce risk, avoid dangerous situations and get out of trafficking situations, while promoting the website, Facebook page and the helpline of the ANITP. In the first months after posting, the video recorded over 300,000 views on YouTube.com.
- Collaboration between ANITP and the Federation of the Hotel Industry in Romania, initiated in 2019, which trains hotel staff in detecting and reporting possible cases of THB, as well as promoting awareness of hotel customers regarding the implications and liability associated with the demand for services provided by victims of trafficking.
- Additional measures in 2019 in the form of programmes with social and economic measures for vulnerable groups. Under this programme, people looking for jobs can benefit from a series of measures to stimulate labour mobility, including assistance and wage premiums for relocation. This addresses one of the limitations highlighted by NGOs of awareness-raising programmes: lack of alternatives to risky work or migration choices.
- Various programmes to support the process of return of Romanians living abroad.

Spain and Luxembourg both highlighted their involvement in the awareness campaign run by the European Crime Prevention Network (EUCPN) across 24 EU states. The campaign targets people who have not been identified as victims, either because they are not aware that they are victims, or because they do not know about possible avenues for protection and assistance. The campaign provides messages on basic rights and access to services, distributed in multiple languages at a wide range of locations (embassies, consulates, sea ports, airports and border posts and service stations) and through various means (radio, television, the internet and social media). The final format of the campaign included printed material

with information about national contact points for victims, and a preventive video explaining the main purposes of the crime of THB. The campaign was launched on 18 October 2018, coinciding with the European Day against THB. Its impact at the national and European level was under evaluation at the time of the survey submission.

Spain also provided information about a range of awareness-raising campaigns, and flagged the development of awareness-raising media units. These methodological tools for awareness-raising are easy to use for professionals who wish to promote knowledge on trafficking in women and girls for the purposes of sexual exploitation.⁴⁷

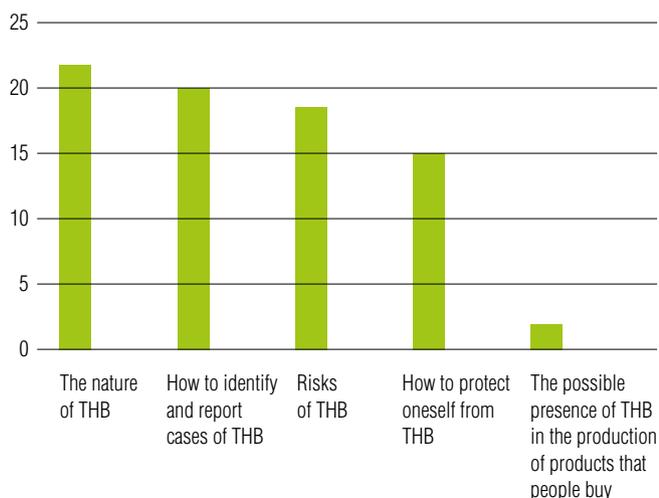
Despite high levels of awareness-raising activities, countries appear to have limited data on the actual existing levels of awareness about THB among the general population (or specific target populations) (Figure 6). Of 41 States that reported implementing awareness-raising activities, only 22 (54 per cent) have information about awareness levels of the nature of THB, and only 2 about the possible presence of THB in the production of products that people buy.

Perhaps the most notable information relates to the two areas that could be expected to lead most directly to action in terms of intended target groups: (1) taking steps to avoid being trafficked, and (2) reporting possible THB cases. Only 15 countries reported having information on whether their population knows how to protect themselves from THB, and 20 on whether their population knows how to identify and report cases of THB.

In terms of NGOs, 18 reported collecting specific data on levels of awareness (34 per cent of those responding to the question), while 19 had access to such data from other organizations. In contrast to governments, NGOs most commonly had information on the two above-mentioned issues, with 14 having information about whether their population knows how to identify and report cases on THB, and 13 about whether their population knows how to protect themselves from THB. Twelve had data on THB risk awareness and just one on the possible presence of THB in the production of products people buy.

⁴⁷ See: <http://www.violenciagenero.igualdad.gob.es/otrasFormas/trata/sensibilizacion/UnidadesMediaticasSensibilizacion/home.htm>

Figure 6:
Availability of data on awareness levels among general or specific target populations



Among those respondents who reported having information on awareness levels, five countries highlighted the use of surveys in assessing awareness levels and the effects of different campaigns. Canada, for example, is in the process of launching a national campaign to educate the public about THB, including THB indicators and how to report it. Research will be conducted throughout the campaign to measure awareness levels.

Montenegro provided detailed information about an online survey among 1,700 students from 107 elementary and high schools throughout the country. The research found a significant difference between student perceptions of how well informed they were and their actual knowledge levels. Their understanding of THB tended to be based on those forms of THB most commonly covered by media or in conversations with other students. Students showed low recognition of their own risk of THB, particularly that faced by girls of older school age in relation to online exploitation. This example highlights the difference between self-perception of knowledge and risks, and actual knowledge and risks. In a separate study, adults from different regions were asked 16 questions on THB. One of the findings was that just 65 per cent of respondents were aware of the country's THB hotline. Also Estonia has run population awareness surveys in the areas of THB and gender-based violence.⁴⁸

Overall, as these examples suggest, participating States are quite active regarding undertakings traditionally associated with THB prevention, in particular awareness-raising.

⁴⁸ See: https://www.kriminaalpoliitika.ee/sites/krimipoliitika/files/elfinder/dokumentid/eesti_elanikkonna_teadlikkuse_uuring_soopohise_vagivalla_ja_inimkaubanduse_valdkonnas_2016.pdf

NGOs provided numerous examples of THB awareness-raising activities they were conducting. There was a strong focus on education in schools. Specific examples are provided in Section II of this report, which focuses on trafficking of children. In addition to school children, NGOs highlighted a wide range of other target groups, including unemployed youth, actual and potential migrants, children in street situations and/or living in orphanages, people in prison, and other vulnerable communities. NGOs also reported on awareness and advocacy with persons with potential protective capacities, such as parents and teachers, trade union staff, and representatives of government agencies. One NGO specifically noted its involvement in summer schools for future social workers and psychologists.

NGO responses also highlighted a range of channels for awareness-raising, including television documentaries, newspaper articles and social media. Many mentioned the development of written materials, such as brochures in several languages for migrants already in the country on how to work safely and not fall into THB. Finally, a number highlighted more interactive channels, ranging from peer education workshops and focus group discussions, to art projects, car rallies and informal meetings and thematic conversations with vulnerable groups. One NGO noted that they watched thematic films with representatives of such groups as an entry point to conversation.

The Slovak Catholic charity Caritas provided detailed information on its "Don't get enslaved" campaign, which aims at educating vulnerable individuals from marginalized groups on the risks of taking unclear job offers or trusting dubious promises of a better life abroad. Implemented in close cooperation with local charities and CSOs, the project involves (1) production of visual prevention material available online for use in training and awareness-raising; (2) offline prevention activities, including 12 one-day training events for community social workers and community members with leadership skills on how to run prevention efforts; and (3) an online media campaign to reach members of target communities who live in areas beyond the reach of communities in the second component.

In terms of linking awareness to specific action points, the NGO Children Rights Convention Albania reported initiating a campaign in response to increased reports of online sexual exploitation, calling for young people to report any incidents of online abuse and exploitation. Many NGOs reported on their levels of reach, that is, the number of people covered by their activities. However, the UK's A21 Campaign was also able to report on specific outcomes of their campaign – the only NGO to do so. Its global public awareness campaign "Can You See Me?" involves different scenarios reflecting current crime trends that bring attention to different

types of exploitation currently seen in the United Kingdom. A21 reports strong results with “incredible stories of successful identification of potential victims by both law enforcement and members of the public. As just one example, the support and use of the campaign by Kent and Essex police recorded an increase in victim identification by the public of 1200% and in reporting of 400%.” Another initiative that has been successful in promoting victim identification was “Nobody offers to be a slave”, run by the Association for the Prevention, Reintegration and Care of Prostituted Women (APRAMP) in Spain. As part of this multi-faceted project, more than 200 potential victims of THB were identified in 2017/18.

Effectiveness of prevention activities

This section included a series of questions on the availability and use of data in developing prevention programmes on THB, as well as the effectiveness of such programmes. Thirty-four countries noted that data/feedback from victims was used to inform prevention measures, while thirty-one government respondents reported having specific data on what makes people vulnerable to trafficking into and/or out of their countries. Thirty-three NGOs (66 per cent of question respondents) also reported having data on what makes people vulnerable to trafficking.

As well as awareness-raising and education, survey respondents were also asked about targeted prevention programmes for vulnerable populations/areas. Thirty-six countries reported implementing such programmes, with many providing considerable additional details on both vulnerability factors and how these are assessed.

There was general agreement among both States and NGOs that economic and social/family issues were the prime determinants of vulnerability, while a lack of education and a failure to understand or personalize the risks of migration were also highlighted. One participating State specifically mentioned discrimination and another mentioned marginalization.

In terms of how data is collected, mentioned sources include national referral mechanisms (NRMs), law enforcement, research, and feedback from NGOs and experts. Responses highlighted how this information has been used to develop typologies to help in identification of THB victims and to inform prevention activities. Bulgaria, for example, described a process of mapping vulnerable communities and how this assisted in developing a cluster of interventions specifically tailored to different THB patterns.

Thirty-nine governments expressed views regarding the effectiveness of their various prevention activities. As can be seen in Figure 7 below, the majority of governments assessed all of

the listed programmes as at least sufficiently adequate. Governments were most likely to assess as fully or very adequate (1) the scope of awareness-raising activities (49 per cent), (2) the availability of information as a basis for designing effective prevention programmes (49 per cent), and (3) the extent to which this information is used in prevention programme design (46 per cent). Governments were least likely to assess as fully or very adequate (1) the effectiveness of vulnerability reduction programmes in preventing THB (21 per cent), and (2) their scope in preventing THB (15 per cent).

Twenty-eight participating States (representing 64 per cent of those responding to the question) stated that there were prevention programmes that had “proven successful in preventing THB” in their country. Three provided no further details, while the majority of the other respondents listed activities without explaining how they had proven successful in preventing THB, including five that simply referred to having a national plan. Details of some of these activities have been included in the information on awareness-raising activities above. A number of countries provided examples of information campaigns that had led to reports of THB or vulnerable populations accessing services (Box 8).

Box 8: Turning awareness into action

This box includes examples of participating States that have been able to link awareness-raising campaigns to changes in behaviour, through either formal evaluations or by measuring changes in reporting.

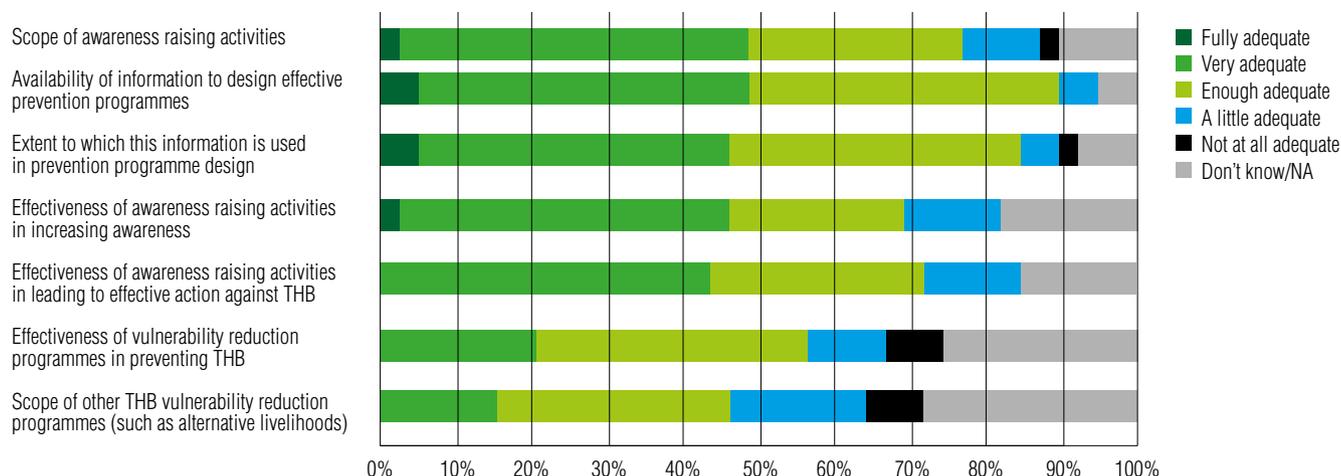
The **United Kingdom**'s “Hidden in Plain Sight” behaviour change campaign, run by the Cabinet Office, sought to reduce labour exploitation in the United Kingdom and targeted front-line professionals to spot signs of modern slavery and how to report concerns. Evaluations showed an increase in referrals to the NRM via calls to the Modern Slavery Helpline. (The campaign was also awarded an Effie, which is one of the highest accolades in the marketing world, celebrating effectiveness of communications that achieve real world effect).

An evaluation of a campaign informing **Belgium** hospital medical staff about the signs of THB showed it had raised attention in the medical sector, contributing to a small number of victims being identified and referred to appropriate authorities by medical practitioners each year.

In **Italy**, outreach to populations at risk of THB and/or serious exploitation — in ghettos, special reception facilities, specific workplaces (especially in the agricultural sector) and places where prostitution is practised — saw more than 30,000 people contacted in 2019. Vulnerable groups were informed about fundamental rights, possibilities of access to health and social services, Italian legislation on migration, and how to recognize situations with potential victims and/or requests for help. There has been a measurable uptake of available social services as a consequence of these activities.

Three national prevention and information campaigns in **Bulgaria** — focusing on labour exploitation, sexual exploitation and new trends in the crime of THB — have seen an increase in reports of THB and visits to the prevention site of the NCCTHB by those seeking more information.

Figure 7:
Effectiveness of THB prevention programmes



Discussion and recommendations

The section below relates to questions that were not included in the 2015/16 survey and discusses efforts in the area of reducing vulnerability to THB, specifically focusing on the commitment made in Ministerial Council Decision 6/17 to increase awareness as a tool to enhance recognition, prevention and combating of THB. Participating States and NGOs have made strong use of awareness-raising approaches across a wide range of target groups and have used a large number of different techniques. Despite this, information remains somewhat limited regarding the extent to which such activities have improved capacity to recognize, prevent and fight THB. Indeed, while 28 participating States stated that there were programmes that had “proven successful in preventing THB” (emphasis added) in their country, not one of these 28 provided details supporting this. Rather, many responses focused on describing the activities themselves or the number of people reached.

Several respondents were able to detail changes in (1) the identification of cases, and (2) the accessing of services by victims of exploitation, suggesting evidence of increased capacity to recognize and fight THB. Further, participating States were able to outline some promising signs in relation to demand (see recommendation in the respective section of the report). However, despite the large number of activities, no government or NGO respondent was able to provide evidence of the preventive effect of raising awareness of THB risks. Further, awareness-raising activities sometimes took place in the absence of knowledge of existing awareness levels.

In summary, it appears that there may be a significant number of actors who are implementing awareness-raising programmes without knowing whether they are (1) necessary, that is, whether the target group already has this information, or (2) effective, that is, whether the campaigns themselves are proving successful in raising awareness and leading to action that helps prevent trafficking (this is also distinct from the displacing of trafficking). This appears to suggest the need for both (1) more rigorous, independent evaluation of prevention programmes, and (2) increased search for and publication of genuine success stories.

New recommendation 1

Governments are encouraged to continue education and awareness raising efforts while strengthening their assessment of awareness campaigns beyond the immediate reach of such campaigns. This is crucial in order to identify achievements of campaign’s intended behavioural outcomes in terms of preventing THB, identifying and reporting cases, and promoting access to services.

New recommendation 2

Governments are encouraged to base their prevention efforts on research and information systematically gathered by national anti-trafficking rapporteurs or equivalent mechanisms.

Section 2

Measures to Prevent and Respond to Trafficking in Children

The 2016 Survey Report noted increasing concerns about the risks of child trafficking within the OSCE region, citing three main factors. First, 2015 saw a four-fold increase in the number of unaccompanied minors seeking asylum in EU Member States. Second, the global economic crisis increased pressure on families and households, potentially making chil-

dren from impoverished backgrounds more vulnerable to traffickers due to external or self-imposed pressure to contribute to the family income. Third, new forms of exploitation were noted at that time, such as forced criminality and online sexual exploitation, both of which appeared to primarily affect children.



The first of these concerns has been somewhat lessened as the number of unaccompanied minors seeking asylum has trended back down to pre-2015 levels. However, the COVID-19 pandemic has served to exacerbate the other two concerns, with strong economic pressures remaining and increased vulnerability of children to exploitation through the internet (described above in Box 1).

The United Nations Office on Drugs and Crime (UNODC) has further noted that in the past 15 years, the share of children among detected trafficking victims has tripled, while the share of boys has increased five times.⁴⁹ While the UNODC report focuses on detected victims, and thus cannot be taken as representative of all victims, this information suggests that the proportion of children being trafficked is not only significant but also increasing.

Since publication of the 2016 Survey Report, the OSCE has stepped up efforts to address child trafficking. This has been the specific focus of two of the three Ministerial Council Decisions since that time.⁵⁰ These decisions recommend increased attention to a range of issues affecting children, including in relation to (1) increased understanding of child vulnerability in migration flows; (2) greater action against online sexual exploitation of children (OSEC); and (3) continued strengthening of programmes on the identification and support of trafficked children, including increasing the capacity of key actors.

Against this background, this section examines the implementation of commitments that the OSCE participating States have made to prevent child trafficking, as well as to identify and support trafficked children. The 2020/21 survey includes new questions focusing on OSEC, discussed in this section, and the wider issue of technology and THB, covered in a dedicated new section of the report (Section IV).

Measures to prevent child trafficking

There were no significant changes reported by government survey respondents in relation to legislation, regulations or other policies in place for the prevention of child trafficking, with 45 countries reporting these to be in place and only 1 reporting no such measures (with 3 non-responses). The proportion of countries that did not include specific categories of at-risk children in their legislation remained constant at around 25 per cent, while the categories of children most commonly included in legislation also remained similar: children seeking asylum (29 States); unaccompanied or separated children (27 States); and children in institutional care (25 States).

Children without birth registration (15 States) and runaway youth (16 States) remained the least common categories covered by legislation relating to THB prevention. At the same time, 32 countries listed birth registration as a specific provision in their policies seeking to prevent child trafficking, the most common of any category and a similar proportion to the previous survey. In other words, States more commonly focus on ensuring that all births are registered than on developing measures to protect children without birth registration.⁵¹

There was little new information reported in relation to policies to prevent child trafficking, with measures to prevent sexual exploitation of children associated with the tourism industry remaining the least commonly reported measure (20 countries), despite a focus on this issue in the 2013 Addendum and subsequent Ministerial Council Decision 7/17. While this may reflect to some extent the trafficking profile of OSCE participating States, it appears to warrant additional attention. In terms of other measures, Croatia emphasized the role of the National Roma Inclusion Strategy as having a protective effect for children, including in relation to access to the education system, and as a measure to ensure inclusion in it.

When asked to provide specific details about prevention measures taken by their country with respect to trafficking in children, respondents described a range of measures falling within the broader category of education and community awareness-raising. These responses came predominantly from government contributors, with NGO respondents providing limited information of this type.

In Latvia, the State Inspectorate for Children's Rights (the Inspectorate) is responsible for how children's rights are respected in places outside the family home. These range from public and private schools and kindergartens, to leisure venues such as camps and dance studios, to orphanages. As part of this role, the Inspectorate informs the children and staff of

49 See: UNODC Global Report on Trafficking in Persons. Available at: <https://www.unodc.org/unodc/en/data-and-analysis/glotip.html> (accessed 14 February 2022).

50 (1) OSCE Ministerial Council, Decision No. 7/17 Strengthening Efforts to Combat All Forms of Child Trafficking, Including for Sexual Exploitation, as Well as Other Forms of Sexual Exploitation of Children, MC.DEC/7/17 (8 December 2017). Available at: <https://www.osce.org/chairmanship/362016> (accessed 14 February 2022); (2) OSCE Ministerial Council, Decision No. 6/18 Strengthening Efforts to Prevent and Combat Child Trafficking, Including of Unaccompanied Minors, MC.DEC/6/18 (7 December 2018). Available at: <https://www.osce.org/chairmanship/362016> (accessed 14 February 2022).

51 UNICEF estimates that 43 OSCE participating States have 100 per cent birth registration. See: <http://data.unicef.org/child-protection/birth-registration.html> (accessed 7 July 2021).

the relevant institutions about the risks of THB. The Inspectorate pays particular attention to ensuring that children who live outside larger cities are aware of these risks, since their limited job opportunities may make them more vulnerable. If the inspector learns of a child's intentions of working abroad (especially in higher-risk jobs such as modelling, hospitality or babysitting services), the inspector engages directly with the child on risks and precautionary action.

Education

Participating States commonly noted education programmes as a key THB prevention strategy, with 16 highlighting the importance of education programmes for children as a tool for mitigating circumstances that render them vulnerable to trafficking and related forms of exploitation. Ten respondents mentioned that they include THB education in mainstream curriculums. In Armenia, for example, an NGO noted that THB is now an obligatory subject in all schools. Another NGO described creating linkages with source areas for victims of trafficking to explain to school students the risks of travelling abroad, and the realities faced by some of their compatriots in destination countries. In Georgia, the national secondary school curriculum covers issues relating to sexual and labour exploitation, supported by information brochures for teenagers on the dangers of sexual exploitation and how to protect themselves.

Luxembourg's response drew attention to its national reference centre for the promotion of emotional and sexual health known as CESAS.⁵² CESAS was created in 2018 following the recommendations of the first National Action Plan for the Promotion of Emotional and Sexual Health. It works through a network of agencies to promote emotional and sexual health through information, training and awareness-raising.

Participating States made specific mention of targeting vulnerable demographics within their population, such as migrant children, child asylum seekers and those who reside outside of urban areas. Slovenia for example, reported that the government works with NGOs and humanitarian agencies on school programmes to raise THB awareness in areas where members of the Roma community reside, with a specific focus on forced and arranged marriages. Azerbaijan highlighted that it undertakes targeted THB education programmes in orphanages.

Three respondent States indicated that education programmes were directed not only at children at risk, but also at parents and teachers, with North Macedonia providing educators a list of indicators to help identify at-risk or potentially victimized children. Serbia reported the implementation of training pro-

grammes for education staff to identify and prevent risks associated with online exploitation through the project "Prevention and Fight against Sexual Abuse and Exploitation of Children on the Internet", in co-operation with the NGO Save the Children. Canada noted that the Government of Ontario has launched two new tools to teach children how to recognize if they are being targeted by a trafficker and how to seek help.⁵³

A notable feature of responses was the focus on how children, and girls in particular, could better protect themselves from THB and child sexual exploitation (CSE). Only one participating State mentioned efforts to address attitudes that might contribute to exploitation, with Estonia noting educational programmes in schools about dating violence and general sexual education.

Twelve countries reported the use of mass awareness-raising campaigns. Campaigns were conducted using (1) television programmes and advertisements, (2) print media such as brochures, and (3) other electronic media. In Ukraine, for example, the administration of the State Border Guard Service prepared television spots and published materials in electronic and printed media to educate citizens about the dangers of THB. NGOs in Albania similarly reported the use of television shows to promote awareness of trafficking in children. Lithuania also outlined the use of a mobile app as a means of disseminating information among youth populations.

Sweden reported that nationwide public campaigns are regularly conducted regarding the sexual exploitation of children, especially in connection with travel and tourism. For example, the information campaign "Travel Courage" encouraged people to inform the Swedish Police about suspected sexual exploitation of children they had witnessed while abroad. Canada reported that the Royal Canadian Mounted Police National Human Trafficking Section continued to promote awareness through public strategies such as the "I'm not for sale" campaign. This included materials disseminated in relation to domestic trafficking and trafficking for the purposes of sexual exploitation.

Overall, responses in relation to prevention of child trafficking and sexual exploitation suggested that there is a strong focus on education and awareness, both within and outside formal education systems. A feature of responses in this area was the involvement of, and co-operation between, government and civil society. In almost all reporting States, education and awareness programmes were funded by both government and NGOs. No information was provided, however, on the effectiveness of reported activities on the prevention of THB or the exploitation of children.

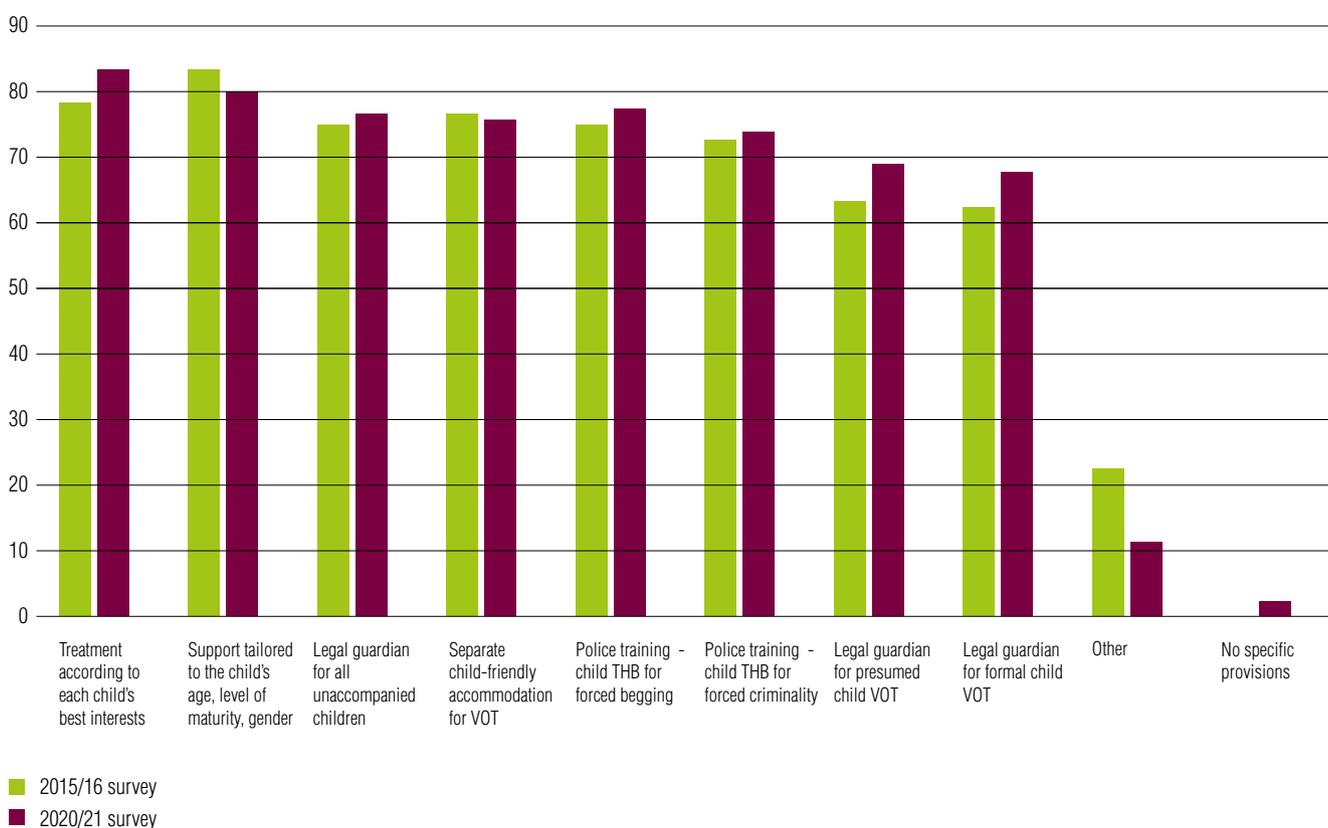
⁵² Full name: Centre National de Référence pour la Promotion de la Santé Affective et Sexuelle. Information available at: <https://www.editus.lu/en/cesas-centre-national-de-reference-pour-la-promotion-de-la-sante-affective-et-sexuelle-luxembourg-1787048> (accessed 28 September 2021).

⁵³ More information at: <https://endindigenoustrafficking.com/> and <https://www.mcsc.gov.on.ca/htapp/>

Measures to identify and respond to trafficking in children

In terms of practical measures to identify and support trafficked children, Figure 8 shows responses for both 2015/16 and 2020/21. As can be seen, the responses are largely similar in both surveys, with the most common measures being (1) treatment in accordance with the child's best interests (38 countries, 83 per cent of those responding to the question); and (2) support and services tailored to a child's level of age and maturity (37 countries, 80 per cent).

Figure 8:
Provisions to identify and respond to trafficking in children⁵⁴



Identification of trafficked children

A variety of measures intended to increase identification efforts for child trafficking victims were identified by participating States. Many such measures were also relevant for the identification of adult victims. Common identification themes were professional training and proactive identification efforts through outreach.

Professional training

Twenty participating States highlighted efforts relating to increased professional training on identifying trafficked children. As well as front-line law enforcement, responses specifically instanced immigration officers, asylum officials and other government workers who are likely to come into contact with trafficked children in the course of their duties.

⁵⁴ Totals include 52 for 2015/16 and 46 for 2020/21. Figures include countries stating they have no specific provisions, but exclude the 3 participating States that did respond to the question in 2020/21.

The Danish Center Against Human Trafficking, for example, reported providing education and training to the relevant actors to support identification of child trafficking victims, including police, embassy staff, health professionals and social workers. Also in Denmark, a new screening tool was developed to ensure all unaccompanied minors seeking asylum were screened for THB indicators. This resulted from the findings of a project run by the Danish Red Cross that supported identification of unaccompanied minors who are victims of THB. Cyprus reported that regular training courses were run at the Cyprus Police Academy, which covered indicators for victim identification, as well as guidelines for the referral and handling of victims of trafficking (VOTs).

Finland reported that all officers of the Asylum Unit of Finnish Immigration Service received training and guidance in relation to identifying THB in asylum cases. Moreover, case-workers interviewing children were trained to identify signs of THB, including forced/early marriage, sexual or work-related exploitation, and forced recruitment. Belgium also flagged the importance of identification processes related to asylum seekers and unaccompanied minors, noting specific training to government officials at the Federal Agency for the Reception of Asylum Seekers (FEDASIL), who are likely to come into contact with victims, particularly unaccompanied minors.

Only one participating State, the Czech Republic, addressed the outcomes of training, reporting that national law enforcement officials achieved increased detection and identification of trafficked children as a result of training and the sharing of best practices.

Proactive identification efforts

Ten countries provided information on proactive responses to the identification of child trafficking victims at key locations where they are likely to be found, including border points, entertainment venues and other known hotspots. These efforts also encompassed a preventative aspect, insofar as early identification was highlighted as preventing further or worsening types of victimization. Five participating States specifically noted increased efforts to identify trafficking by strengthening systems at the borders, including through checks on minors (1) leaving the country unaccompanied or in the company of only one parent in order to mitigate risk of trafficking or child abduction, and (2) in circumstances where there was doubt surrounding the identity of the child or their accompanying adult, or the purpose of their trip. Ukraine reported that checks were conducted at border crossing points, and when leaving the country, female nationals and minors accompanied by authorized persons were interviewed regarding the risk of exploitation abroad.

Responding to child trafficking

Nearly all countries reported that they have a standardized plan in place for the protection, support and assistance of trafficked children, as set out in legislation, national plan or an equivalent document. This support generally encompassed medical, psychological, educational and legal aspects. In addition, 17 countries reported the appointment of an advocate, lawyer or other legal representative to act on behalf of the child.

In terms of responding to cases of child trafficking, both government and non-government responders provided extensive additional information, broadly categorized below under closely interrelated topics.

National referral mechanisms (NRMs)

Sixteen countries reported the existence, amendment or establishment of referral mechanisms in relation to trafficked children. These national referral mechanisms (NRMs) provide an established framework for identifying and responding to victims of trafficking, and ensuring that they received appropriate and tailored support. In Russia for example, NGOs noted that the national identification and referral mechanism had proven useful, with a positive impact on detecting trafficking, providing assistance to victims, prosecuting criminals and convicting traffickers.

Five countries noted recent changes to their referral mechanisms or key agencies within them. Belgium, for example, noted that its national referral mechanism was revised in 2016 to include a section dedicated to the identification of child trafficking victims. Slovakia reported changes within their existing referral mechanisms to ensure uniform, streamlined identification procedures and improved victim assistance, including for child victims. In Cyprus, a standard referral form was introduced in 2019 to improve identification and subsequent referral of victims of trafficking and exploitation, including child victims, via the NRM. In Sweden, the Swedish Gender Equality Agency updated its NRM Manual to further clarify the roles and responsibilities of actors within the mechanism.

In Norway, a central guidance unit for child trafficking victims was established within the Directorate for Children, Youth and Family Affairs in 2019. As well as improving identification procedures for child victims, the unit provides guidance, training and capacity-building activities, and supports strengthened multi-agency co-operation to improve protection of trafficked children.

Standard operating procedures

National referral mechanisms often also include standard operating procedures to ensure clarity of the roles of each participating agency, as well as processes for involving different agencies and ensuring smooth transition of information and responsibility for victims. As noted by Russian NGOs, the implementation of standard operating procedures needs to allow for common approaches and instruments while ensuring individualized support and protection, tailored to the needs of each.

In Cyprus, for example, the law dictates that trafficked children receive immediate assistance, including psychosocial support and emergency housing, if required. If a presumed THB victim comes in contact with law enforcement authorities, Social Welfare Services are immediately informed in order to ensure that all procedures are conducted in the best interests of the child.

In Spain, the protocol for the protection of child VOTs, under the direction of the Childhood Observatory, promotes inter-institutional co-operation on measures for prevention, early detection/identification and immediate action to avoid ongoing or secondary victimization. It also includes a tool to assist professional staff with decision making in relation to suspected underage victims.

Reporting of child trafficking cases

In Moldova, professionals who hold responsibility for child protection in law enforcement, education, social welfare or medical roles must enter a notification of suspected trafficking immediately by telephone to the guardianship authority, and follow this up with a written form within 24 hours. Norwegian public authorities also have a legal obligation to immediately report to Child Welfare Services any contact with children whom they suspect to be a THB victim. This obligation overrides any duty they may have to confidentiality.

Five participating States also referenced the responsibility of the public to report suspected offending against children, including the responsibility of educators to lodge reports of concern with the relevant authorities. Luxembourg, for example, reported that a dedicated website has been set up to allow the general public to report suspected child abuse, grooming and trafficking; while Estonia reported the existence of a dedicated public reporting and helpline for children. In Portugal, once a child victim of THB has been identified by the police or another entity, the case must be reported to the public prosecutor, who asks the court to enact an interim measure of protection. In the absence of a suitable guardian, the state assumes custody over and responsibility for the interests of the child.

Multi-disciplinary approaches to victim welfare

Eleven countries provided information on the use of multi-disciplinary or multi-agency teams and taskforces. These teams typically include multiple government agencies and NGOs/CSOs, and are often linked to multi-agency centres, where victims or persons at risk can be supported under one roof. France, for example, reported the establishment of a safe and secure centre for minors in danger of sex trafficking, with the support of 28 different associations, as part of a collaborative approach between government and civil society. In Estonia, three children's houses (Barnahus) were set up in 2017 to provide child-friendly multi-disciplinary services for victims of sexual exploitation.⁵⁵

Shelters and crisis centres

Eleven respondents mentioned shelters and crisis centres, often in conjunction with the multi-agency response. These shelters provided unaccompanied minors and other victims with a safe place to live while psycho-social and other needs were met by the agencies caring for them. Georgia, for example, reported having two dedicated shelters for victims of THB under the Agency for State Care, which are equipped to meet the high needs of children and minors and a further five crisis centres available for persons who haven't yet been granted the official status of victim of THB. Bulgaria reported having 19 crisis centres for children, with court appointed social services for child victims of violence, trafficking or other forms of exploitation. Crisis centres in Moldova similarly provided support and access to free legal and psychological assistance. As with the last two examples, many States do not have shelters dedicated solely to trafficked children, often accommodating them in shelters with victims of other crimes, or in general children's shelters.

Capacity-building

Capacity-building for law enforcement and other actors was mentioned by most respondents, with the primary themes being upskilling of law enforcement, creation of specialist units, and cross-border co-operation to enable a better response to THB, including trafficking in children. The Slovakian Information Centre for Combating Trafficking in Human Beings and for Crime Prevention, for example, has produced a manual for law enforcement and immigration officials, outlining best practice for providing assistance to the victims of THB, with particular attention to minors. Hungary reported that an extensive training programme has been developed for rolling out in 2021. This includes courses for specialized childcare institutions, foster parents' networks and correctional institutions, as well as in-service training (prevention, care, recovery) for professionals working in child protection institutions.

⁵⁵ More information on the Barnahus model is available at: <https://www.barnahus.eu/en/>

Presumption of age

Five countries made clear that if any doubt existed as to the age of a young person coming into contact with authorities (that is, whether they had reached 18 years of age), they would be treated in accordance with child protection protocol and therefore receive special protections. Luxembourg, for example, reported that in accordance with the Code of Criminal Procedure, where the age of the victim is uncertain and there are reasons to believe that the victim is a child, the victim is presumed to be a child. This provision is of general application, but encompasses victims of THB.

Unaccompanied minors and state guardianship

Seventeen countries reported the use of an independent advocate or guardian to assist child victims through the aftercare and legal processes, while guardianship also featured prominently in responses on unaccompanied minors and the special measures in place to support this group. The role of the guardian is to work with actors within social, legal and educational structures to ensure the child's safety and welfare and that their rights and best interests are met.

In terms of recent developments, a 2018 legislation change in Greece means that guardians are provided for all unaccompanied minors. The "No Child Alone" project, which began in 2019, provides assistance and accommodation for these unaccompanied minors.

Iceland noted that representatives of the Child Protection Committee and the Government Agency for Child Protection shall be notified of all unaccompanied minors arriving in the country. In Ireland, the Irish child and family agency (Tusla) holds overall responsibility under legislation for unaccompanied children who are identified or suspected THB victims. Upon identification, they are immediately referred to a social work team for separated children seeking asylum. This care continues until they turn 18. The Dutch national guardianship institution for unaccompanied and separated children (Nidos) provides temporary guardianship where an unaccompanied minor seeks asylum, or where the child's mother herself is placed under state guardianship. Within these categories, potential THB victims may exist. By law, Nidos is responsible for ensuring the young person is educated and cared for, and must arrange education, shelter, medical care, counselling and legal representation for the child.

In the United Kingdom, independent child trafficking guardians (ICTGs) are provided under the Modern Slavery Act and establish a further layer of support and advice for trafficked children. ICTGs act with multiple agencies to advocate for the best interests of the child. In both Iceland and Norway, a legal representative or guardian is appointed to unaccompa-

nied minors identified as VOT, to ensure that decisions relating to the victim's care are made in their best interests. Italian law dictates that a legal guardian is appointed to a child VOT, typically a lawyer or a community advocate.

Finland reported that it appoints a legal guardian not just for all asylum seeking unaccompanied minors, but also for married minors seeking asylum. Support for these married minors includes interviews about the circumstances of their marriage.

Best interests of the child

The "best interests of the child" is one of the four general principles of the Convention on the Rights of the Child (CRC), which has been ratified by 56 of the 57 OSCE participating States. Article 3 of the CRC establishes the general principle that "in all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child shall be a primary consideration." UNICEF notes that while the CRC does not offer a precise definition of the best interests of the child, the term should be interpreted and applied in conjunction with the CRC and other international legal norms. The Committee on the Rights of the Child recommends that this principle be introduced into (1) all legal provisions, projects and services relevant for children, as well as (2) judicial and administrative procedures and decision-making processes affecting children, including in the context of parental custody, alternative care and migration.

Another of the four general CRC principles of relevance to the response to child trafficking is that of non-discrimination. This principle provides that:

States Parties shall respect and ensure the rights set forth in the ... Convention to each child within their jurisdiction without discrimination of any kind, irrespective of the child's or his or her parent's or legal guardian's race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status. (Article 2.1).

Although, as stated, trafficking victims have special status, it is important that the categorization of trafficking victim is not used to deny the rights to non-trafficked children that they are entitled to as children.

Legal basis for "rights of the child"

Responding countries reported various legal measures in place to protect children and ensure that they are treated in accordance with their best interests. As well as child specific provisions within counter THB legislation, countries commonly cited specific national child protection law.

Six countries highlighted that their laws were modelled in accordance with the CRC. Azerbaijan, for example, reported that the CRC provided the framework for ensuring the immediate and projected needs of the individual are taken into consideration during the recovery and reintegration of a child victim of trafficking. This includes the importance of monitoring the social and psychological recovery of children on an individual basis after leaving a shelter and care facility. Support must take into account the age and sex of the victim, as well as their need for shelter, education and care.

Lithuania's submission highlighted that all children are treated in accordance with the Law on the Protection of the Children Rights, and this includes victims of trafficking. The law aims to ensure the protection and rights and freedoms of the child; and emphasizes the responsibility of parents and guardians to the child. In the United Kingdom, unaccompanied migrant children and trafficked children are protected by both Section 5 of the Modern Slavery Act 2015, and Section 55 of the Borders, Citizenship and Immigration Act 2009.

Albania has made legal changes relevant to trafficked children since the previous survey. Law no.37/2017 "Criminal Justice Code for Juveniles" came into force in January 2018. This law sets standards for human rights in the criminal justice process for minors, in conjunction with Article 9/a of the General Provisions of the Criminal Procedure Code, which was amended by Law 35/2017, and provides that public bodies must treat victims in a manner that is consistent with respect for their human dignity and health.

Principle of the child's "best interests"

Twenty-six participating States specifically stated that the best interests of the child are enshrined in both law and policy. However, as in the 2015/16 survey, responses were often short regarding specifics of how this principle is ensured in practice. It was primarily reinforced that it is important and taken into account.

Two responses highlighted specific authorities responsible for ensuring the best interests of the child is taken into account. In North Macedonia, the Center for Social Work interacts closely with children who are victims of trafficking and their guardians to prepare individual support plans based on the needs and best interests of the child. The National Commission for Combating Trafficking in Human Beings and Illegal Migration has further established a dedicated sub-group to create a policy to protect the rights of children, prevent child trafficking and support inter-institutional co-ordination. As well as trafficked children, this work includes a special focus on unaccompanied minors.

In the Czech Republic, social and legal protection authorities act as mediators between the police and child victims, and are dedicated to ensuring the best interests of child victims. Social and legal protection staff are not directly involved in the investigative process, but accompany each child throughout, helping the child to understand each part of the process and ensuring they are informed of their rights. This role can also involve ensuring that police officers adapt their conduct and communication to the special needs of the child.

Eight respondents reported measures taken to address gender specific concerns in relation to best interests of the child. These measures included the provision of gender sensitive accommodation, programmes that target gender-based violence, as well as wider support for programmes, both local and in some cases international, to combat sexual and gender-based violence.

A child is to be informed of their rights, provided with relevant information, and have input in decision-making (right to be heard)

Six respondents outlined the right of the child to be provided with information relevant to the process of their case, and to have input into decisions that concern them. Four countries specifically stated that the age, maturity and capacity of the child should be taken into consideration and given commensurate weight. Norway, for example, stated that under its Child Welfare Act, Children Act and immigration regulations, the views and wishes of child trafficking victims must be taken into account in relation to all decisions that concern them. This applies to children aged seven or over, as well as younger children who have the capacity to form their own views. Bulgaria outlined similar provisions and furthermore indicated that by association, victims should have input in decisions that affect them and be provided with age appropriate information concerning risk factors and preventative measures. In Croatia, in accordance with the rights of the child, children are given information related to victim support organizations in a manner and language they can understand.

Special provisions for interviewing child victims

Eleven countries reported special provisions for carrying out interviews with child victims to ensure their rights and interests remain the foremost consideration. Protocols included that the interview (1) be carried out promptly; (2) be conducted in a designated "child-friendly" space by (3) a gender appropriate interviewer and in accordance with the victim's wishes, in the presence of (4) an appropriate support person. Furthermore, (5) limitations should be placed on the interview duration and breaks are to be scheduled; (6) legal and psychological support should be made available; and (7) questions phrased in a manner befitting the age and capacity of the interviewee.

In Latvia, interviews of specially protected victims are carried out in specially appointed rooms by trained interviewers, who is either of the same gender, or according to the victim's preference. The interview is recorded and may not exceed 6 hours within any 24-hour period. A psychologist may be present during the interview, and if they deem it unduly traumatizing for the victim, the interview may only continue on the basis of a court order. If the victim is under 14, a psychologist will assist the victim's understanding of the process, and ensure that breaks are taken and that the questions are appropriate to the age and capacity of the victim.

Special provisions for court proceedings

Nine countries reported the use of alternative methods of giving evidence in court and other special provisions for child victims during the court process to ensure their rights are met.

In Cyprus, for example, if a child is unaccompanied, the Director of Social Welfare is appointed to represent the child and assist in exercising their rights. During proceedings, video-recorded statements of children are presented in court; children do not have to testify in person. Although they do have to be present for the cross-examination, this can be given via teleconference, if desired, to reduce stress. Lithuania reported that during criminal justice proceedings, child victims are interviewed by a pre-trial judge in a location and manner aimed at minimizing re-victimization and with the assistance of a child psychologist. This removes the need for the victim to actively participate in any court hearing. These rules apply to all child victims, including trafficking victims.

Rights of foreign child victims

Nine participating States indicated that they provide for foreign children in the same manner as children who are citizens. Finland, for example, indicated that non-resident child victims are entitled to receive health benefits in line with Finnish residents, and also have the right to attend elementary school. In the United Kingdom, unaccompanied migrant children and child trafficking victims must be cared for under law, and children's services work closely with law enforcement and other agencies to provide support and protection in line with UK children. In Spain, non-Spanish child victims are entitled to receive education, healthcare, basic social services and other benefits consistent with Spanish minors. The Child Welfare Act applies to all children in Norway, regardless of their status, nationality or citizenship, and children identified as possible victims are entitled to legal assistance and protection.

All children in Luxembourg have the right to access education, regardless of their immigration status. Reception classes are set up for German-, French- or English-speakers; children who speak another language may be referred to Luxembourg's

Schooling Service for Foreign Children (SECAM) or the School Reception Unit for Newly Arrived Students (CASNA).

Repatriation

Eight countries referred to co-operative efforts to repatriate child victims to their country of origin, if this is held to be in the best interests of the child. Andorra reported that in accordance with the "Andorran Action Protocol", active steps are taken to establish the identity and nationality of victims and to locate their families. However children are only repatriated if it is considered both safe and in their best interests to do so, including ensuring that there is an adequate caregiver or guardian in the country of origin.

Measures to address child sexual exploitation

The 2020/21 survey featured new questions on measures to address child sexual exploitation. The responses are listed in Table 6. As can be seen, the majority of responding States (at least 70 per cent) share data with international child sexual exploitation databases and maintain a national focal point for enquiries on trafficked and missing children.

Table 6:
Co-operation on child sexual exploitation and child trafficking

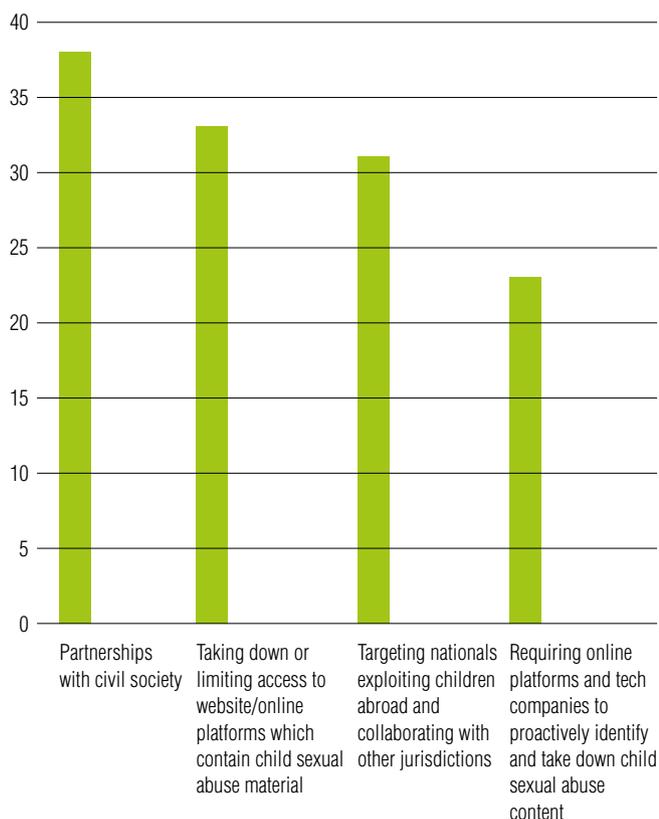
OSCE participating States ...	Yes	No	N/R
That share data with INTERPOL's International Child Sexual Exploitation image database or another similar international/regional database(s)	35	5	9
With access to global/regional databases on child sexual exploitation	34 ⁵⁶	7	8
With a national focal point for enquiries from other countries regarding child victims of trafficking, including children who have gone missing	34 ⁵⁷	5	10

In terms of measures taken to prevent child sexual exploitation (Figure 9), participating States most commonly reported partnerships with civil society (38). Thirty-four countries required taking down or limiting access to website/online platforms that contain child sexual abuse material. Only 23 of these, however, required online platforms and tech companies to proactively identify and take down child sexual abuse content. Cyprus noted that while this is not legally required, some companies are nevertheless doing this voluntarily.

⁵⁶ North Macedonia specified that this access is indirect through Europol/INTERPOL.

⁵⁷ This figure does not include Spain, which currently does not have a focal point but has plans to introduce one.

Figure 9:
Measures taken by participating States to prevent and address child sexual exploitation



The issue of the extent to which online platforms are responsible for the content placed by others on these platforms remains a sensitive one. Further, as noted in the OSCE and Tech against Trafficking report *Leveraging innovation to fight trafficking in human beings: a comprehensive analysis of technology tools*, action against individual online venues is likely to be subject to the displacement effect, namely, as some sites are closed, others quickly arise to replace them. This highlights the need for ongoing vigilance.⁵⁸ One of the tools to promote fast action is the Switzerland’s “trusted flagger” programme, described in Box 9, as part of its work against online exploitation.

⁵⁸ See OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings and Tech against Trafficking, *Leveraging innovation to fight trafficking in human beings: A comprehensive analysis of technology tools* (Vienna, May 2020). Available at: www.osce.org/secretariat/455206 (accessed 8 Feb. 2021).

Box 9:
Switzerland’s action against online exploitation

Trusted flagger programme

The trusted flagger programme is an important and efficient tool for combating illegal content on the internet and removing it as quickly as possible, although its effectiveness in individual cases naturally depends on the provider. In the case of YouTube (Google), Switzerland’s Federal Office of Police (fedpol) has been recognized as a trusted flagger since March 2016 and makes use of this status wherever possible. In the majority of cases, content reported by fedpol is either removed or its distribution restricted. Although trusted flagger status does not imply an obligation on YouTube’s part to remove the reported content, it does prioritize the review of requests, thus increasing their chance of success and the speed with which content is removed.

Online reporting form

Since 2003, it has been possible to report suspicions of illegal pornography (Art. 197 of the Swiss Criminal Code) directly to fedpol via an online form. These reports are checked for criminal liability, triaged and, if necessary, forwarded to the responsible canton. After checking for criminal liability, the deletion of the content in Switzerland or abroad is always requested first. Since several days or weeks may elapse before deletion, depending on the country, internet providers additionally block the site as a complementary measure.

Cyberboard

The Cyberboard is operated jointly by various authorities at the federal and cantonal level to facilitate co-operation regarding cybercrime. The Cyberboard is divided into different sub-groups. The sub-group CYBER-State, for example, aims to create a national picture in relation to cybercrime. Cyber-CASE, on the other hand, is concerned with operational exchange/co-ordination, in particular the (case-by-case) definition of judicial responsibility.

NEDIK

In Switzerland, the prosecution of child sex crimes is primarily the responsibility of cantonal authorities. Since January 2021, the cantons have taken over the tasks previously done by fedpol in the area of peer-to-peer monitoring and undercover preliminary investigations as part of the Network for Investigative Support in the Fight against Cybercrime (NEDIK). In this context, NEDIK promotes the exchange of operational information, sharing of knowledge and resources (forensic, technical, etc.), and the co-ordination of action between cantons and with the federal authorities. fedpol’s role involves co-ordinating and ensuring the exchange of information between the cantons and foreign partners, especially Europol and INTERPOL.

Discussion and recommendations

This section of the survey sought to identify responses to trafficking in children across the OSCE region, covering prevention and identification, protection and support for child trafficking victims and other vulnerable children – particularly unaccompanied minors. In addition, there were new questions related to measures addressing child sexual exploitation.

The section below provides a summary of progress made on implementing recommendations from the 2016 Survey Report in relation to child trafficking. Each recommendation is listed and followed by a brief discussion on progress and an updated recommendation based on the survey findings. There are six recommendations, as well as a discussion of an additional finding on identification and referral.

Recommendation 1 (2015/16)

Ensure that child trafficking prevention programmes are informed by available data on patterns, trends and evidence-based vulnerability factors.⁵⁹

Progress since 2016

As noted in the 2016 Survey Report, assessing trafficking prevention activities must be done from a contextual perspective. Different OSCE participating States have different risk profiles that determine the most appropriate responses. As a consequence, the survey responses on actions against child trafficking were quite broad, particularly with regard to the open question about practical prevention measures.

Overall, the responses related to the prevention of child trafficking and sexual exploitation suggested that there is a strong focus on education and awareness, both within and outside formal education systems. A feature of responses in this area was the involvement of government and civil society, as well as co-operation between them. No information was provided, however, about the effectiveness of reported activities on preventing THB and sexual exploitation of children (see also the discussion above in Section I.4). Thus, it is unclear the extent to which such programmes are informed by evidence regarding (1) existing levels of awareness, or (2) the effects of changes in awareness levels on vulnerability to THB and related forms of exploitation.

In terms of other prevention activities, it is notable, given concerns about the vulnerability of children to online exploitation, that only nine States reported age verification technology to limit access of children to pornographic websites, the lowest of any reported measure. In general, respondents did not provide detailed information on responses to online exploitation. It appears that more work may be needed in this area.

Updated recommendation 1

Governments are encouraged to strengthen their efforts to (1) ensure that child trafficking prevention programmes are informed by available data on patterns, trends and evidence-based vulnerability factors, including consideration of all forms of exploitation and gender profiles of potential victims,⁶⁰ and to (2) assess and document the effectiveness of these programmes.

New recommendation 1b

Governments are encouraged to strengthen their efforts to combat the risks of online exploitation of children, including but not limited to online sexual exploitation.

Recommendation 2 (2015/16)

For all countries that do not already have measures in place to prevent sexual exploitation of children associated with the tourism industry, consider implementing such measures.⁶¹ This might include extra-territorial legislation on child sexual exploitation, as well as enhanced law enforcement co-operation.

Progress since 2016

The number of countries reporting extra-territorial legislation for crimes involving child sexual exploitation was just 17. It is also noteworthy that only two countries made any reference to tourism in their qualitative responses. This suggests that there may still be significant work to be done by OSCE participating States to fulfil their commitments, including in relation to MC Decision 7/17 “to prevent all forms of child trafficking and sexual exploitation of children, including in tourist destinations, through education and awareness-raising, and to work with the private sector and civil society to raise awareness among the tourism industry, as well as business travellers and tourists, to help eliminate demand that fuels child trafficking and sexual exploitation of children.” (See also the Recommendations under Section I.1.3 on demand).

Updated recommendation 2

Governments are encouraged to strengthen implementation and/or reporting of measures in place to prevent sexual exploitation of children associated with the tourism industry.

Recommendation 3 (2015/2016)

For countries not already doing so, take measures to ensure access to education and health care for vulnerable children, in particular girls, minority groups and marginalized populations.⁶²

⁶⁰ See OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings, *Applying gender-sensitive approaches in combating trafficking in human beings* (Vienna, 2021). Available at: <https://www.osce.org/cthb/486700>

⁶¹ 2013 Addendum III.1.11.

⁶² Action Plan IV.3.1.

Progress since 2016

Although this question was not specifically addressed in the survey, OSCE participating States and NGOs mentioned targeting vulnerable demographics within their population, such as migrant children, child asylum seekers and those who reside outside of urban areas. Governments are encouraged to monitor and evaluate the accessibility of these measures.

Recommendation 3 remains valid.

Recommendation 4 (2015/2016)

Ensure that efforts to prevent and respond to child trafficking are located within a broader child protection framework. In particular, countries should ensure that a child's access to rights guaranteed by the UN Convention on the Rights of the Child (CRC), including with regard to best interest determination, is not contingent on his/her designation as a victim of trafficking.

Progress since 2016

As with the previous survey, responses indicated that participating States generally placed child trafficking responses within a wider child protection framework, such as ensuring basic services, including access to education, and providing assistance to children in various types of circumstances. States frequently cited wider child protection legislation in their responses, including in relation to the best interests of the child and other core CRC provisions. This was most evident, but not restricted to treatment of unaccompanied minors (see next recommendation). Overall, responses suggest steady progress by States on this recommendation.

Updated recommendation 4

Governments are encouraged to ensure that efforts to prevent and respond to child trafficking are located within a broader child protection framework and that a child's ability to access the rights guaranteed by the UN Convention on the Rights of the Child (CRC) is not contingent on their being identified, formally or informally, as a victim of trafficking.

Recommendation 5 (2015/2016)

Ensure that assistance is provided to unaccompanied minors in line with their rights under the CRC, and in line with available resources.

Progress since 2016

Responses provided by participating States suggest that in the period since the previous survey, there has been strong progress in providing assistance to unaccompanied minors, including with regard to identifying possible cases of trafficking. In particular, responses highlighted referral mechanisms that clearly identified responsibility for assisting unaccompanied

minors, as well as the obligations of first responders to refer children to those authorities.

Multiple capacity-building efforts were noted, including development of guidelines and screening tools, and training and awareness activities for those likely to come into contact with unaccompanied minors. Further, the provision of legal guardians for all unaccompanied minors is one of the most common legal provisions highlighted by participating States.

Updated recommendation 5

Governments are encouraged to continue their efforts to identify and provide assistance to unaccompanied minors in line with their rights under the CRC, including by allocating the necessary resources.

Recommendation 6 (2015/2016)

Develop procedures for the identification of trafficked and exploited children and their referral into assistance, especially among street children, unaccompanied children and children on the move.

Progress since 2016

The prompt and accurate identification of trafficked children is crucial not only for informing their well-being but also generating data on patterns and vulnerabilities. Survey results suggest that participating States have made considerable progress in terms of both expanding their national identification and referral processes, and in the targeting of their identification efforts. For example, five participating States (10 per cent of respondents) reported substantive changes to their national referral mechanisms.

States and NGOs also reported on efforts to expand responsibility for identification and referral to a wider range of first responders, including educators and the general public, and to add clarity to the referral process. In some cases, websites and online reporting forms are used to facilitate this process. Although different reporting systems on victim numbers make it difficult to place a numerical value on the effectiveness of these efforts – see also the discussion below in Section III.1 – responses suggest that OSCE participating States, with the help of NGOs, have stepped up their efforts in identifying trafficked children and other vulnerable children and referring them to services.

Updated recommendation 6

Governments are encouraged to continue to provide service providers and agencies that come into contact with children with adequate guidance and training on how to properly identify, report, assist and protect child victims of trafficking in a trauma-informed and age-appropriate manner that takes into account the respective gender-specific concerns of girls and boys.

Section 3

Protection and Assistance for Victims of Trafficking

This section comprises the following three areas of protection and assistance for victims of trafficking in human beings (THB): (1) prompt and accurate identification of victims, (2) victim support services, and (3) support for victims throughout the criminal justice process.

III.1 Prompt and accurate identification of victims

As noted in the 2016 Survey Report, and although there are no universally agreed estimates on the size of the trafficking problem, available data suggests only a small proportion of trafficked persons are currently being identified. While estimates of those in forced labour, for example, number in the tens of millions, the US Trafficking in Persons Report noted that just 14,448 victims of trafficking for labour exploitation were identified globally in 2020.⁶³ Even acknowledging that these figures are not directly comparable, the sheer magnitude of the difference suggests that significant gaps remain in victim identification. This is reinforced by research findings showing that a significant number of victims decline assistance from anti-trafficking programmes.⁶⁴

Against this background, more work is needed to refine, improve and target identification and referral processes for trafficked persons, as well as to ensure that the services provided to victims of trafficking are sustainable and lead to long-term durable solutions. OSCE's commitment to the prompt and accurate identification of trafficked persons is reflected in a large number of recommended actions under the OSCE Plan of Action and its 2013 Addendum. These recommendations include: (1) establishment of well-publicized hotlines; (2) training for those likely to come into contact with victims of trafficking, including police, social workers, labour inspectors, and staff in the transport, tourism and hospitality industries; and (3) facilitating access of relevant NGOs to State facilities – including social service and immigration reception centres, prisons and detention facilities – to contribute to the timely identification of trafficked persons.⁶⁵

Victim identification processes

Survey responses in 2020/21 highlighted an increase in legislation and/or policies that contain specific criteria for identifying victims of trafficking, from an already high baseline. Including 2015/16 figures for 2020/21 non-respondents, 48 countries (87 per cent), report having specific criteria for identification (Figure 10). This compares to 41 countries (79 per cent) in 2015/16.

Similar changes were evident with regard to the presence of legislative or policy provisions for the category of presumed victim, allowing a victim to be provided with assistance without or prior to a formal status determination (Figure 11). Including 2015/16 figures for 2020/21 non-respondents, 49 countries (89 per cent) have such provisions, up from 39 countries (75 per cent). The number of countries reporting no such provisions fell from 7 to 4. Of these remaining countries, Montenegro noted that while there is no specific provision in policy and legislation, shelter services are available to victims prior to formal identification (and independently of whether they are willing to participate in criminal proceedings).

Figure 10: Victim identification criteria in law

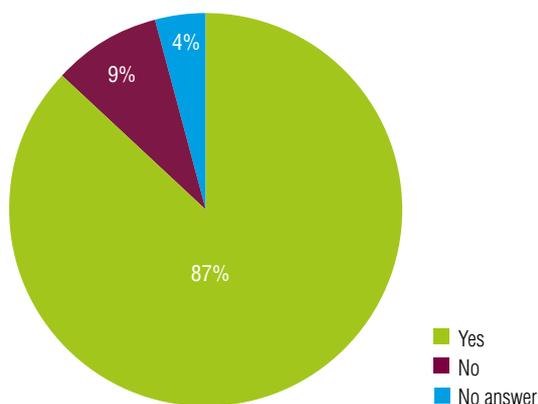
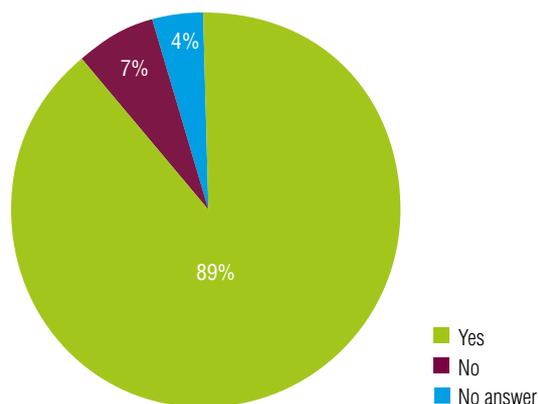


Figure 11: Provisions for presumed victims



Eleven countries provided information on specific changes in 2016, including Bulgaria, which reported on the approval of a new National Referral Mechanism⁶⁶. Albania's Decision of the Council of Ministers No. 499 in August 2018 "On the approval of standard operating procedures for the protection of VOTs and potential VOTs" provides for and clarifies the initial identification and response of victims of THB. This includes a set of actions to be undertaken by State and non-State institu-

63 US State Department, 2021. Trafficking in Persons Report. Available at: <https://www.state.gov/reports/2021-trafficking-in-persons-report/>

64 ICAT, (2016). Issue Paper No. 4: Pivoting toward the Evidence: Using accumulated knowledge and a shared approach to monitoring, evaluation and learning to build effective counter-trafficking responses, UNODC, Vienna.

65 Action Plan IV.4.11, Addendum III.1.1, III.1.2, III.1.5, III.2.1, IV.1.4.

66 Narrowly outside this timeframe, December 2015, the Lithuanian Prosecutor General, Minister of the Interior and Minister of Social Security and Labour confirmed Recommendations on the Identification of Victims of Trafficking in Human Beings, Pre-trial Investigation and Inter-institutional Co-operation.

tions, both local and central, who are responsible for the protection of trafficked persons at borders, inland and outside the territory of Albania. These include (1) assessing the situation of persons vis-à-vis trafficking indicators, (2) intervening to remove persons from exploitative situations, and (3) immediate and ongoing care and support.

Andorra noted a new law that was introduced in May 2017 on measures to combat THB and protect victims, as well as its Action Protocol to protect victims of trafficking in June 2018, which contains specific criteria for identifying victims of trafficking. Estonia also passed a new Victim Support Act in November 2016, which came into force in January 2017 and includes reference to identification.

In July 2019, Latvia adopted Cabinet Regulation No 344 “Regulations Regarding the Procedures by Which the Victims of the Trafficking in Human Beings Receive Social Rehabilitation Service, and the Criteria for the Recognition of a Person as a Victim of the Trafficking in Human Beings”. Under this Regulation, specialized service providers (NGOs) have the right to assess a person based on THB victim criteria to determine their eligibility to receive social service support. Annex 2 of the Regulation details these criteria.

In Serbia, the second meeting of the Anti-Trafficking Council adopted Standard Operating Procedures for the Treatment of Victims of Trafficking in Human Beings in January 2019. These include an overview of activities related to the identification, referral, support and protection of victims of trafficking, including assistance and support in criminal proceedings, submitting property claims and/or assistance in litigation for compensation, as well as the voluntary return of victims. Specific indicators for preliminary identification of victims are also included for first line responders (the police, social protection system, education system).

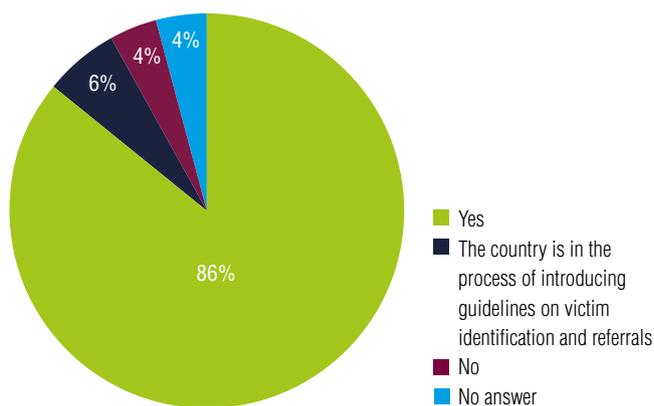
Specifically in relation to labour issues, Armenia highlighted that its National Program on Combating THB for 2020–2022 includes development of (1) the concept of forced labour within labour legislation, and (2) criteria for identifying forced labour cases not only by law enforcement officials, but also by employees of ministries in the fields of education, health and social security. Other recent initiatives mentioned by participating States were:

- Multidisciplinary circular of December 2016 concerning victims of THB and certain aggravated forms of THB (Belgium);
- Regulation on Combating Human Trafficking and the Protection of Victims in March 2016 (Türkiye);
- Revision of Standard Operating Procedures in 2018, with no distinction made in terms of rights between presumed THB victims and identified THB victims (North Macedonia);

- New Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings in May 2016 (Slovenia); and
- Instruction 6/2016, of the State Secretariat for Security (Ministry of Interior), on actions by the State security forces against THB and for collaboration with organizations and institutions with accredited experience in assisting victims (Spain).

Forty-two states reported the existence of nationally recognized guidelines on victim identification and referral, with three more in the process of developing such guidelines. One of these, Latvia, highlighted that the need for clear referral guidelines had become much greater with increased identification of labour exploitation cases involving third-country nationals.

Figure 12:
Countries with nationally recognized guidelines on victim identification and referral



On the issue of possible termination of victim status, 16 countries said there were no specific circumstances outlined for revocation of victim status, while the same number said that this status could be terminated at the request of the victim. The other responses were: victim status claimed improperly (13); return to country of origin (9); and victim refusal to cooperate with authorities. Fourteen countries also noted additional categories, of which seven said that status could be terminated if victims “voluntarily” reconnected with their traffickers.

Croatia provided additional information on its clear and transparent process for terminating victim status. It noted that under Article 14 of the Protocol on identification, assistance and protection of VOTs that individuals lose victim status if their testimony is based on false facts; if their behaviour seriously threatens the work of a reception centre; or if the circumstances on which their entitlement to receive assistance and protection has been based cease to exist. A decision on termination of status is adopted in writing by the Operational

Team, based on a simple majority of votes of all the members present at the Operational Team meeting. The decision is signed by the National Co-ordinator for combating trafficking in human beings.

The survey listed 17 groups of actors who might come into contact with THB and asked countries to indicate which of these actors were legally empowered to identify presumed victims of trafficking. All 49 countries responded to this question (Figure 13). Most commonly, presumed victims are identified by non-specialist police forces (39 countries); specialized THB police and investigators (37); and immigration officers and labour inspectors (34). Least commonly, border control officers, judges, labour attachés and trade unions were reported as being able to identify presumed victims. While it may be unusual for a judge to be in a position to identify a presumed victim as opposed to making a formal designation, people in the other three categories appear relatively likely to encounter THB victims. This may be an issue for further enquiry.

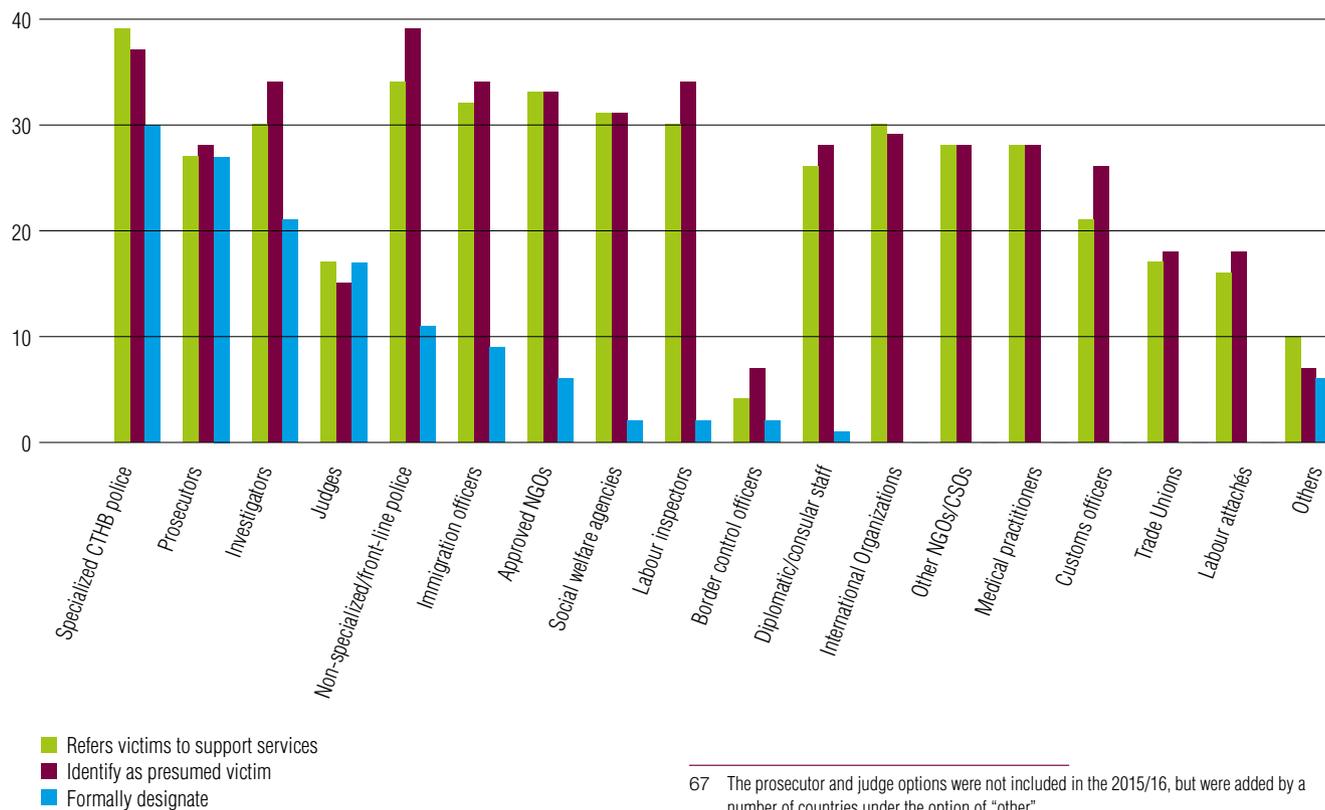
Three countries also noted that members of the general public could identify presumed victims. In Finland, private sector actors may also make a proposal to the Assistance System for Victims of Human Trafficking for admitting a presumed victim of THB into this system.

When referring to the formal designation of trafficking victims, this is almost exclusively done by law enforcement bodies in most countries. This includes a significant role for prosecutors (27 countries) and judges (17 countries).⁶⁷ In 29 participating States, only officials associated with law enforcement can formally designate someone as a victim of trafficking, while in 8 participating States, only actors associated with law enforcement can identify someone as a presumed victim of trafficking or refer them to support services.

Thirty-five countries allow NGOs/CSOs access to state facilities (e.g., social service and immigration reception centres, prisons and detention facilities) to assist with the timely identification of victims of trafficking (nine do not, five did not provide information).

In Austria, for example, selected NGOs have daily access to prisons on workdays. Further, before the deportation of people without residency permits, the victim support agency MEN VIA – established in 2013 as a focal point for male victims of THB – has access to detention centres and can contact potential victims of trafficking and intervene on the basis of suspicion. This also applies to refugee reception centres.

Figure 13:
Groups able to identify victims of trafficking



67 The prosecutor and judge options were not included in the 2015/16, but were added by a number of countries under the option of "other".

Thirty-eight NGOs also replied on this issue, with 28 stating they, along with other organizations, have access to state facilities to assist in victim identification; five stating that only NGOs/CSOs have access; and five stating that no NGOs/CSOs have access to such facilities. One NGO mentioned that while they are able to access prisons under specific request by prison staff, NGO access to immigration detention centres is no longer allowed. One government response (from a different country) also mentioned a request in early 2020 by an NGO for access to a detention centre that was denied by immigration authorities.

In Montenegro, a representative from the non-governmental sector has recently become a member of the Team for Formal Identification of VOTs, formed by the Decision of the Minister of the Interior at the end of 2020. The Team's tasks include: (1) co-ordinating initial referral and protection of presumed victims; (2) conducting a formal identification process; (3) co-ordinating with local partners; and (4) visiting locations where vulnerable populations may be found.

In Slovakia, support for victims of trafficking is tendered to an NGO through an open selection process. As part of this contract, the winning NGO is committed to assist in identification, including in reception, residence and detention facilities.

Portugal has five Specialized Multidisciplinary Teams (EME) run by the Family Planning Association. The teams act locally in close collaboration with qualified professionals from governmental and non-governmental institutions, including law enforcement agencies and five THB shelters and protection centres. Interagency co-operation is crucial to all aspects of the process — from flagging a presumed victim, to formal identification, to dedicated support services for integration in Portugal or voluntary assisted return to country of origin. These services cover psychological, health, social and legal support. The EMEs have also established regional networks to support not only victim assistance and reintegration, but also protection activities.⁶⁸

In Bulgaria, victim identification efforts are made with respect to refugees and asylum seekers when they are registered for a mandatory medical examination. Under this mechanism, the State Agency for Refugees (SAR) is responsible for formally identifying victims of trafficking among citizens of countries outside the EU who are seeking asylum.

Victim identification in practice

Forty-three countries reported that their country keep records on the number of trafficking victims referred to services each year, an increase from 33 countries in 2021. Of 32 NGOs with data on THB cases, 14 said this was included in the national system, 12 said it was not, and 4 did not know. Two NGOs from the same country said no such system exists in their country.

Of the 43 countries, 29 provided additional details. The data set provided by respondents is somewhat incomplete, but the breakdown of cases is included in Figure 14 as indicative. As can be seen, the majority of reported cases cover trafficking for labour and sexual exploitation. With regard to other forms, the most notable trend relates to trafficking for forced criminality, which increased from 276 reported cases in 2018, to 1,394 in 2019, and further to 1,748 at the time of reporting in 2020. In percentage terms, this is an increase from 2 per cent of all cases to 24 per cent.

Figures 15a and 15b below highlight the ways in which cases have come to notice, based on 13,547 cases for which this information was available. As can be seen, the large majority of cases are initially identified by law enforcement officials (71 per cent). In turn, 70 per cent of remaining cases are identified by NGOs/CSOs. Although this information is indicative only, it is worth noting that only 20 cases came to notice through health and safety inspections. Other means through which a lower number of cases were identified included: exit from country (7); medical professionals (39); and screening in immigration detention centres (36).

In Georgia, proactive identification of THB cases was reported as a key priority. Mobile law enforcement teams attended venues such as hotels, bars and night clubs — which are typically associated with prostitution — and interviewed persons who were seen as being at high risk of sexual exploitation.

Interestingly, only 150 cases were recorded as being initially identified through hotlines, though it is possible that cases identified through non-government run hotlines are found in NGO/CSO statistics. In fact, hotlines were the fourth most common means of identification listed by NGOs (20 of 36 responding) after referrals from other NGOs/CSOs (31), walk-ins/self-identification (22) and referral from social services (20). Only four NGOs reported victims being first identified through health and safety inspections in the past three years.

⁶⁸ Several governments provided detailed lists of NGOs involved in identification and support of trafficking victims. This information has not been included in this survey report, but will be used by OSR/CTHB to expand its list of NGO contacts.

Figure 14:
Breakdown of identified THB victims⁶⁹
Victim (presumed and formally identified)



Figure 15a:
Identification circumstances – cases recorded by Governments (2018–2020)

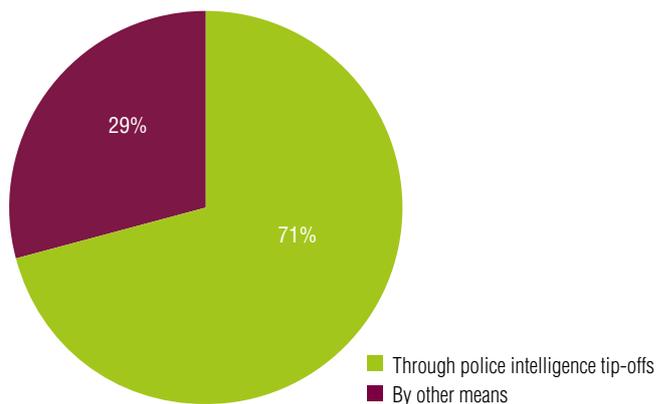
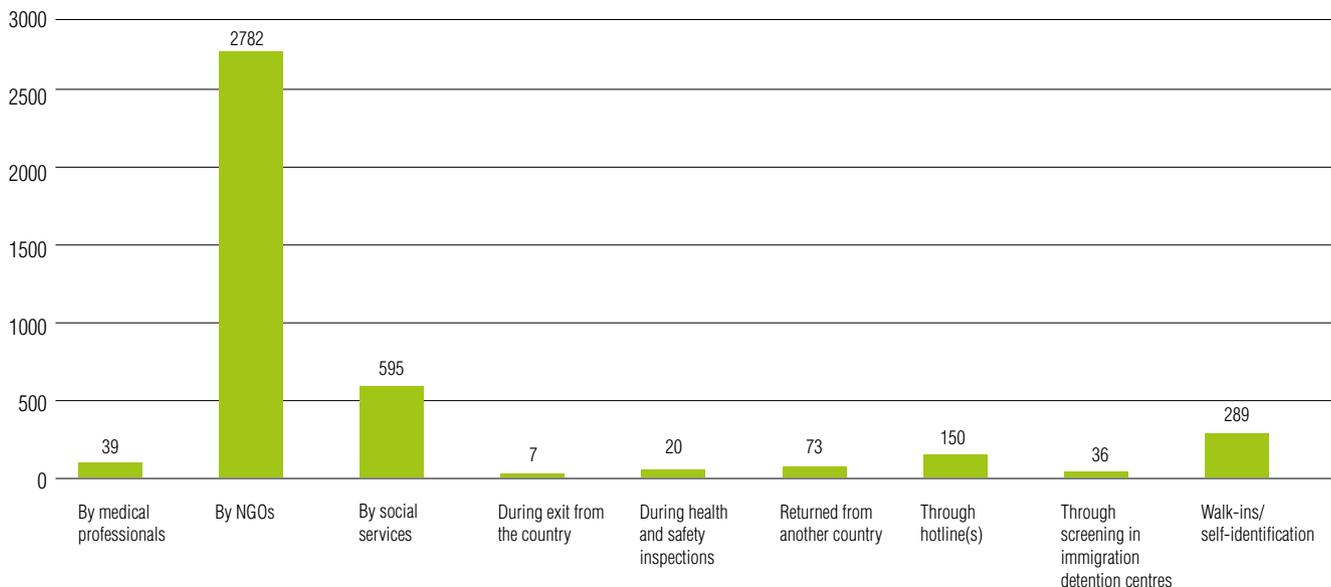


Figure 15b:
Identification by other means – cases recorded by Governments (2018–2020)



⁶⁹ Reference hereinafter to 2020 reflects data as of the reporting date and does not cover the entire year.

One recent development is in Canada, where in 2018 the federal government announced a five-year investment of C\$14.5 million to establish and operate a national THB hotline. Operated by the NGO Canadian Centre to End Human Trafficking, the Canadian Human Trafficking Hotline was launched in May 2019. It provides multilingual, central response and referral services, available 24/7, 365 days a year, making it easier for victims and survivors to access the services and support they need. In addition to toll-free calls, the Hotline can receive emails and texts about potential THB in Canada.

While the primary purpose of the hotline is to refer victims and survivors to support services, it also collects data on: (1) reasons for call; (2) methods used to contact the hotline (call, web chat, web submissions, text) and number of THB cases reported through these methods; (3) types of THB cases; (4) numbers and types of services provided to victims; (5) languages; and (6) trends related to the tips and enquiries referred and reported to law enforcement and other agencies (child protective services).⁷⁰

Effectiveness of victim identification efforts

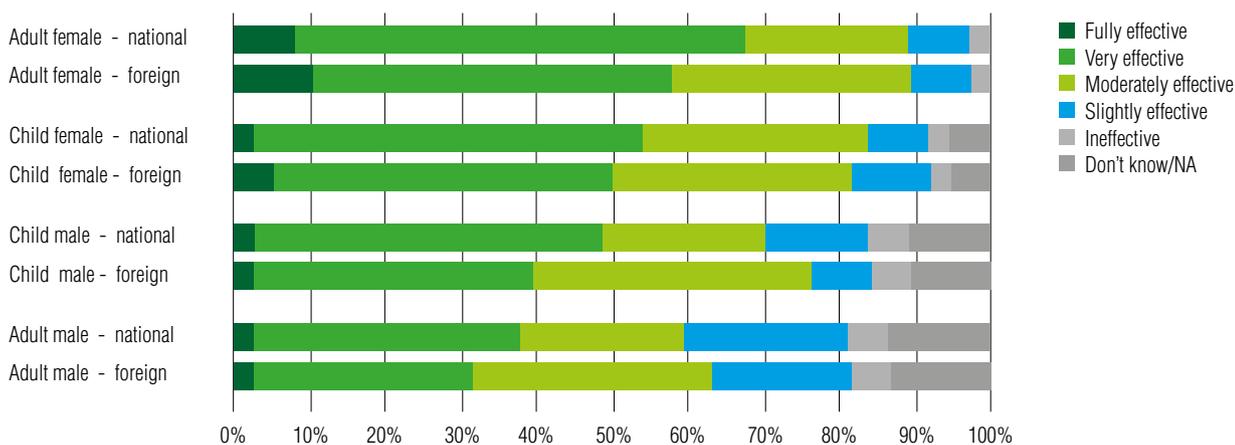
The survey asked governments to comment on the effectiveness of their processes for identifying cases of THB. Thirty-seven countries responded to the question on identification of national victims, that is, victims who are nationals of the identifying country (or EU nationals in the case of EU countries) (Figure 16 and Figure 17). Only a small number of government respondents considered processes for identifying cases of trafficking to be fully effective, representing a slight decline from the 2015/16 survey. Combining the categories “fully effective”

and “very effective”, governments considered identification processes most effective with respect to adult female victims of sexual exploitation (25 countries, 68 per cent), followed by female and male child victims (20 countries, 54 per cent, and 18 countries, 49 per cent, respectively). Respondents considered identification processes least effective for adult male victims of sexual exploitation (14 countries, 38 per cent).⁷¹

The 38 country responses on the effectiveness of their processes for identifying cases of trafficking among foreign victims are also shown in Figure 16 and Figure 17. Overall, while countries considered processes for identifying foreign victims to be slightly less effective than for national victims across all categories, the patterns were similar to those for national victims. These figures for both national and foreign victims are also very similar to those for the previous survey, suggesting that, at least in the perception of governments, there have been no major changes in effectiveness of identification efforts.

Thirty-nine NGOs also provided input on this question. These NGOs rated victim identification as less effective than government respondents across all categories, with similar rankings in terms of order, although NGOs rated effectiveness of efforts to identify adult victims of labour trafficking higher in relation to other categories than did governments. Twenty-three per cent of responding NGOs considered identification processes “fully effective” or “very effective” with respect to adult female victims of sexual exploitation, while at the other end of the scale, the figures for male victims of sexual exploitation were 8 per cent (national victims) and 11 per cent (foreign victims).

Figure 16:
State perspectives on THB victim identification processes – sexual exploitation



70 See: <https://www.canadianhumantraffickinghotline.ca/>

71 This may reflect the lower incidence of trafficking in adult men for the purpose of sexual exploitation.

Figure 17:
State perspectives on THB victim identification processes – labour exploitation

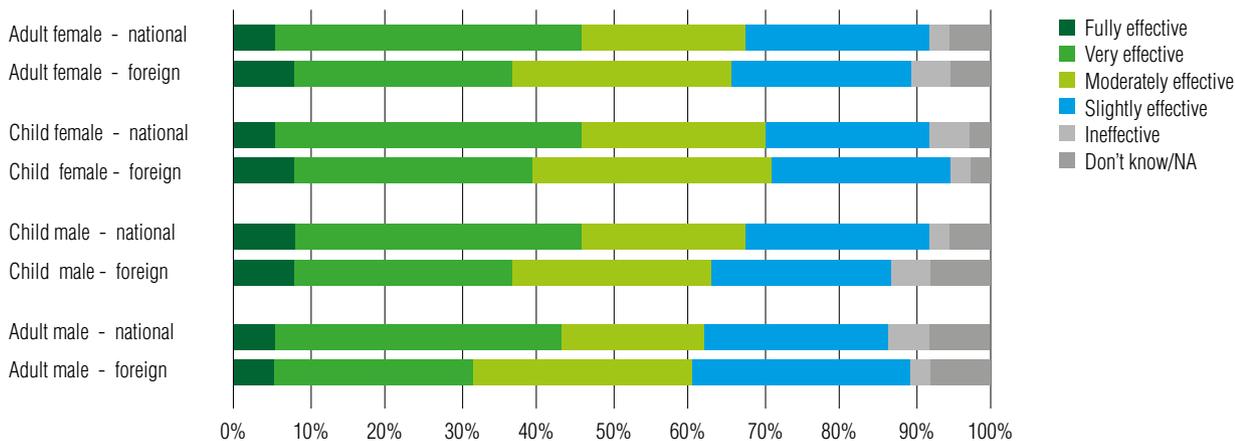
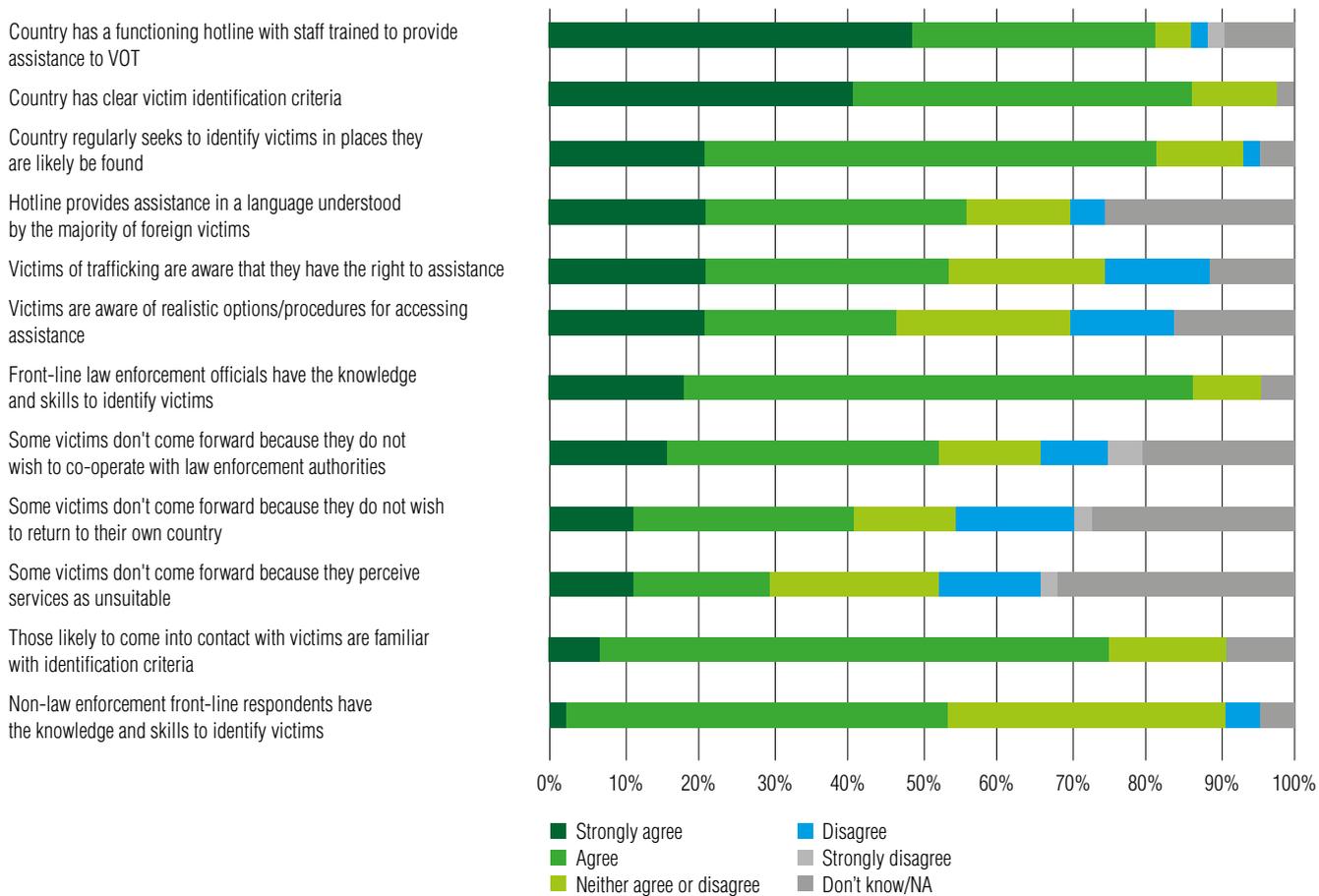


Figure 18:
State perspectives on the identification of trafficked persons



Forty-four countries provided their views on specific issues relating to the identification of trafficked persons (Figure 18). Combining “strongly agree” with “agree”, 38 countries (86 per cent) considered front-line law enforcement to have the knowledge and skills necessary to identify possible victims of trafficking. The same number of countries reported clear criteria for identifying trafficked persons.

Thirty-five countries strongly agreed or agreed that they regularly undertake efforts to identify trafficked persons in places where they are likely to be found (e.g., immigration detention centres, sectors dominated by informal/migrant labour). Again, this represented a significant increase from 2015/16.

At the other end of the scale, just 13 countries (30 per cent) “agreed” or “strongly agreed” that some victims choose not to come forward because they perceive services to be unsuitable, and 18 (41 per cent), that some victims choose not to come forward because they do not wish to return to their own country. Malta added that it did not see these issues as barriers,

since victims are assisted in finding work and may remain in safe and free accommodation for up to six months. It should be noted that the number of “don’t know” responses was high in both of these categories (14 and 12, respectively). Twenty-three countries “agreed” or “strongly agreed” that some victims do not come forward because they do not wish to co-operate with law enforcement authorities.

Combining “strongly agree” and “agree”, the biggest changes in responses from 2015/16 related to (1) the presence of a hotline (up from 68 per cent to 81 per cent), (2) clear victim identification criteria, which was up from 77 per cent to 86 per cent, reflecting the various initiatives detailed earlier in this section, and (3) front-line law enforcement officials having the skills and knowledge to identify trafficked persons, also up from 77 per cent to 86 per cent. The number of countries that agreed or strongly agreed that some victims do not come forward because they do not want to return to their own countries fell from 55 per cent to 47 per cent (Figure 19).

Figure 19:
State perspectives on the identification of trafficked persons – comparison

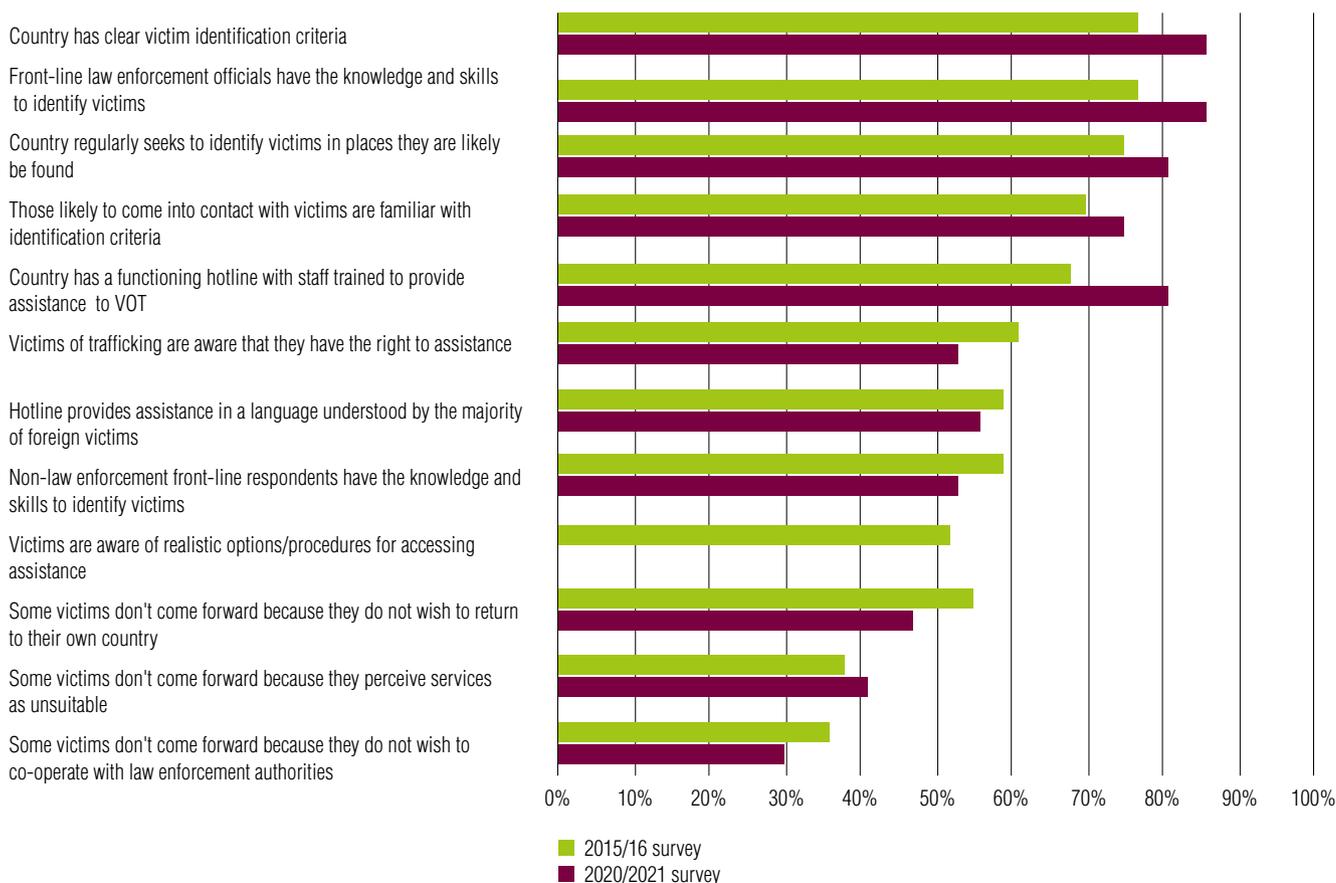


Figure 20 summarizes 40 NGO responses to the same questions. Their responses suggest significant differences in the perception of governments and NGOs with regard to the identification of trafficking cases, particularly as related to the perspectives of trafficked persons. NGOs most commonly agreed or strongly agreed with the statements that (1) some victims choose not to come forward because they perceive services to be unsuitable (74 per cent); (2) some victims choose not to come forward because they do not wish to co-operate with law enforcement authorities (74 per cent); (3) the country has a functioning hotline (64 per cent); and (4) some victims do not come forward because they do not wish to return to their own country (63 per cent). Excluding the statement on hotlines, these were the three statements to which fewest government respondents agreed. Also noteworthy is that, outside of these three categories, the ranking of NGOs and governments are similar.

The 2020/21 survey featured an additional set of questions regarding state perspectives on the identification of trafficked

persons. Forty-four governments responded to these questions with the results summarized in Figure 21. Governments were most likely to agree or strongly agree that groups which are able to refer victims of trafficking to support measures are effectively trained (34 countries, 79 per cent) and that the country has child-specific victim identification procedures involving child specialists (32 countries, 74 per cent).

Respondents were least likely to agree with statements relating to weaknesses in the system, specifically that (1) helplines for victim reports rarely operate on a 24/7 basis (10 countries, 23 per cent); (2) there is insufficient attention to THB for purposes other than sexual exploitation (12 countries, 28 per cent); and (3) front-line law enforcement staff rarely adopt a proactive approach to detecting and identifying victims of trafficking (11 countries, 26 per cent). In contrast, this ranked third on the NGO list (16, 39 per cent), behind an insufficient focus on THB for purposes other than sexual exploitation (51 per cent) and groups that are able to refer victims of trafficking to support measures are effectively/regularly trained (44 per cent).

Figure 20:
NGO perspectives on the identification of trafficked persons

Some victims don't come forward because they do not wish to co-operate with law enforcement authorities

Some victims don't come forward because they perceive services as unsuitable

Country has a functioning hotline with staff trained to provide assistance to VOT

Some victims don't come forward because they do not wish to return to their own country

Country has clear victim identification criteria

Hotline provides assistance in a language understood by the majority of foreign victims

Front-line law enforcement officials have the knowledge and skills to identify victims

Those likely to come into contact with victims are familiar with identification criteria

Country regularly seeks to identify victims in places they are likely be found

Victims of trafficking are aware that they have the right to assistance

Victims are aware of realistic options/procedures for accessing assistance

Non-law enforcement front-line respondents have the knowledge and skills to identify victims

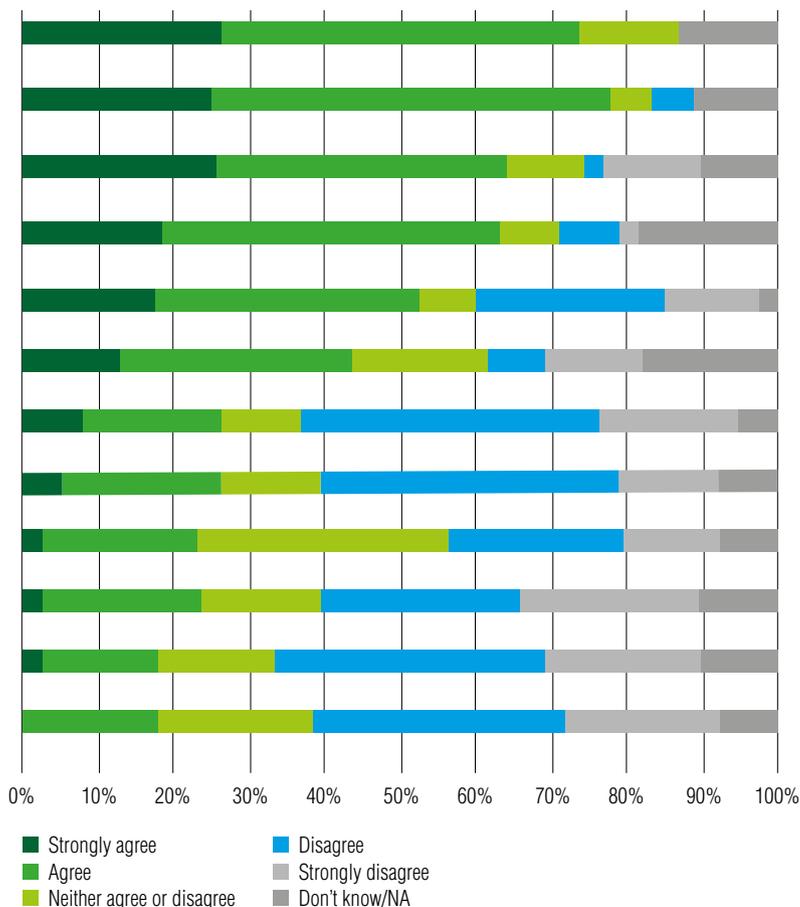
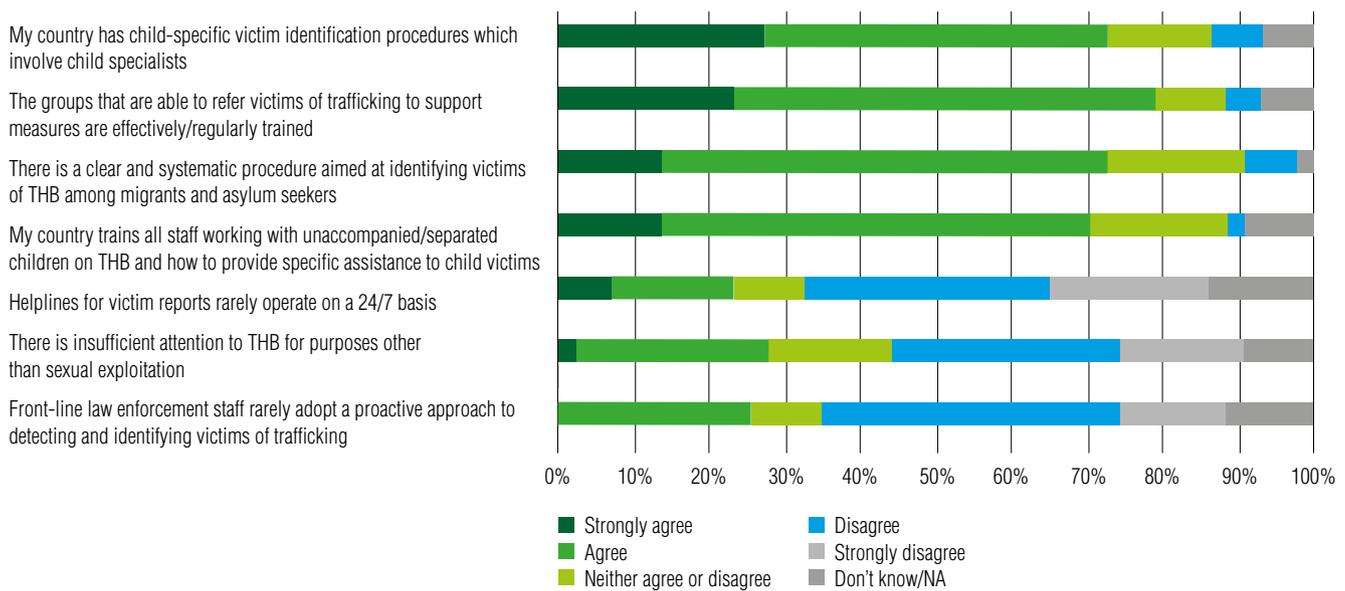


Figure 21:
Additional State perspectives on the identification of trafficked persons



Thirty-nine participating States provided additional information on gaps or weaknesses in victim identification processes. Of these States, eight considered that they had no such gaps. Responses from the remaining 31 countries emphasized a range of different barriers to victims coming forward — a more expansive assessment than in the 2016 Survey Report, where the focus was mainly on capacity of actors to identify victims.

Fifteen countries flagged issues regarding a lack of trust in authorities, both in general and in relation to specific aspects of the victim support process, including the possibility of long legal proceedings, repeated testimony and mandatory return home. Responses also highlighted that some foreign victims come from regimes where there is little reason to trust authorities. In recognition of these concerns, Luxembourg has amended its victim identification procedures so that formal identification — formerly only carried out by judicial police service — can also be made based upon a declaration made by a victim support agency. This means that the victim no longer needs to be in contact with the police in order to receive assistance, and a reflection period if they are a third-country national.

Fourteen countries highlighted fear of retribution from traffickers, with one noting that traffickers may also take advantage of this by sometimes releasing victims if they agree not to come forward. Other common issues included victims (1) not knowing their rights, not seeing themselves as victims or not knowing where to seek help; (2) shame; (3) language and cultural barriers; and (4) the need to earn money, even in an exploitative context.

Similar concerns were also expressed by the 22 NGOs that provided information on gaps or weaknesses in victim identification processes. Several highlighted problems with victim identification being the sole responsibility of law enforcement, including fear of authorities and lack of law enforcement capacity. NGOs also flagged a lack of motivation among some authorities to increase their workload by identifying more cases. In line with the responses highlighted in Figure 20, NGOs also noted unsuitability of services, including lack of compensation, lack of social programmes and fear of mandatory return to country of origin. A specific example given by one NGO concerned the rules in THB shelters in their country, where victims are not allowed to have phones or go outside alone during the initial period of their stay, and had no prospect of earning money, which, as has been noted elsewhere, was often the motivating factor for decisions exposing them to traffickers in the first place.

Where capacity issues were raised, governments highlighted gaps in understanding of labour exploitation and trafficking involving gender-based violence, as well as difficulties if victims had been exploited in other countries. Luxembourg, for example, reported an increase in cases of presumed victims who are detected in Luxembourg but who claim to have been exploited in another country. Although national legislation normally requires a link to a national criminal proceeding, thus enabling only victims exploited in Luxembourg to receive assistance, all of these presumed victims were taken care of by local assistance providers on a case-by-case basis.

Also on the topic of capacity, Hungary made the observation that identification can be difficult for agencies used to dealing with different levels of proof. Initial victim identification is based on indicators within a process combining visual inspection, document review and clarifying questions. The information submitted by Hungary notes:

This is completely different from the accountability of perpetrators, which is based on evidence in the framework of the judiciary. In other words, victim identification is always the result of a presumption and not a full-fledged evidentiary process. In practice, however, bodies tend to seek objective certainty, and thus hesitate to initiate the identification procedure.

This observation strongly reinforces the importance of engaging a broad range of actors in the victim identification process, rather than making this the exclusive domain of law enforcement bodies. Moreover, it shows the importance of focusing on the goal of expeditiously connecting presumed victims with assistance and support, rather than meeting high burdens of proof at the outset of victim engagement. The 2013 Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings: One Decade Later recommends participating States to enlarge multi-disciplinary partnership to “advance the protection of the rights of potential, presumed and actual victims of THB”, thus expanding protection frameworks beyond actual victims.

Ireland’s response noted that it is currently carrying out a fundamental re-evaluation of its victim identification process to extend the capability of identification to beyond that of its national law enforcement body, the Garda Síochána. Ireland’s Department of Health and the NGO sector are involved in high-level discussions to examine whether multiple sources of identification may be more effective in identifying hidden victims and providing them with appropriate support. This re-evaluation will take account of international best practices and recent international developments.

In terms of the specific number of victims accessing different services, responses highlighted that this information was often not available. Twenty-one countries provided detailed responses to this question, although often noting that the data was partially or not fully consistent. The data from these responses is analysed in Section III.2 below.

Discussion and recommendations

The prompt and accurate identification of trafficked persons lies at the heart of the THB response. The implications of strengthening victim identification processes and practices are manifold, since they (1) enable trafficked persons to access services, (2) provide the basis for the investigation and pros-

ecution of perpetrators and trafficking networks more generally, and (3) offer the necessary data for preventative activities and policy development.

The section below provides a summary of progress made on implementing recommendations from the 2016 Survey Report in the area of victim identification. Each recommendation is listed followed by a brief discussion on progress and an updated recommendation based on the survey findings.

Overall, responses suggest that legislative and policy foundations are largely in place for the prompt and accurate identification of trafficked persons. Most participating States have specific criteria in place to support identification, have provisions for the status of presumed victim, or otherwise provide support to victims without the need for a formal determination. Eleven countries, more than 20 per cent of survey respondents, reported new legislative policy measures in this area since the previous survey.

Despite some promising country examples that demonstrate steps toward closing identification gaps, progress in implementing these measures is less evident. The available information suggests that the number of victims being identified is neither close to the number of actual victims, nor increasing to any significant extent. Further, there continues to be a reluctance on behalf of some governments to take on board the views expressed by NGOs, supported by available research, that some of their own measures are creating disincentives to victims coming forward.

Recommendation 1 (2015/2016)

Consider more systematic collection of data on the means by which trafficked persons are being identified to assist in better targeting of identification efforts. This might also include working with identified victims to ascertain whether there were other points in their trafficking experience at which they might have been identified but were not.

Progress since 2016

There appears to have been progress on this recommendation, with 43 participating States reporting that they keep records on trafficking services, including identification, and 29 submitting data as part of their survey response. While this data was somewhat fragmentary, it provided some insights into the ways in which cases were and were not being identified, which could be subject to further analysis.

For example, the limited number of cases being identified through various means could reflect a lack of cases or a lack of capacity. No information was gathered on the second part of this recommendation, but information on missed opportunities for identification could shed further light on this question. This recommendation remains valid. The need to consider

feedback from THB victims/survivors is further emphasized. In addition, a new recommendation has been added on increasing dialogue with NGOs and CSOs to help identify identification gaps.

Recommendation 1 remains valid.

New recommendation 1b

Governments are encouraged to strengthen their collaboration and dialogue with CSOs, including NGOs, to better understand identification gaps, with a view to creating or increasing incentives for victims to come forward.

Recommendation 2 (2015/2016)

Consider strengthening measures, where necessary, to allow specialized NGO and CSO access to relevant detention facilities (including those for irregular migrants) for the express purpose of identifying trafficked persons.

Progress since 2016

Although 35 participating States reported allowing such access and provided a number of positive examples of co-operation with NGOs/CSOs, there has been no discernible progress on this recommendation overall since the 2016 Survey Report. One NGO specifically noted that such access had been revoked for all NGOs in its country, while additional concerns had arisen from multiple reports of people in State care or in immigration transit facilities being trafficked (see Box 12). This recommendation has been updated to take this into account.

Updated recommendation 2

Governments are encouraged to maintain and strengthen measures, where necessary, to allow specialized NGO and CSO access to relevant migrant reception, border, transit and detention facilities for the express purpose of identifying (1) trafficked persons, and (2) those who may be vulnerable to subsequent trafficking.

Recommendation 3 (2015/2016)

Consider strengthening targeted training for all key actors, with a particular focus on labour inspectors.

Recommendation 5 (2015/2016)

Provide labour inspectors with a mandate and tools to enable them to identify trafficked persons proactively, including among migrant workers.

Progress since 2016

The issue of training is discussed in more detail in Section VI, below. Nevertheless, its relevance to this part of the survey pertains to the conspicuously low levels of reported victims being identified through labour (health and safety) inspection processes. Further, identification regulations appear to

undervalue the role of those likely to identify cases of labour trafficking. Labour inspectors have the authority to formally identify THB persons in just two countries. Labour attachés do not have this authority in any country and, along with trade unions, were among the lowest categories of those reported as being able to identify presumed victims and refer them to services.

This information may suggest that limitations in identifying THB cases by labour officials and others likely to come into contact with victims of THB for labour exploitation may not be simply a matter of capacity. As such, it might be useful to consider training within the broader concept of capacity, including in relation to the mandates and tools mentioned in Recommendation 5. Recommendations 3 and 5 have been merged to take this into account. In addition, a separate recommendation has been added on the potential role of trade unions, since survey responses suggest they may be an under-used actor in identifying trafficked persons. Also of interest in this regard is the major evaluation being carried out by Ireland on its victim identification process. This might provide some interesting lessons for other participating States.

Updated recommendation 3

Governments are encouraged to ensure that labour inspectors and, as appropriate, labour attachés have the mandate, tools and authority to identify presumed victims of trafficking as well as to strengthen training for these actors in particular with a specific focus on victim identification.

New recommendation 3b

Governments are encouraged to strengthen co-operation with trade unions in the identification of THB cases and related forms of exploitation, as well as the prevention of such practices.

Recommendation 4 (2015/2016)

Ensure that the determination of victim status is not linked to the initiation of criminal investigations or court proceedings to allow access to assistance for all victims of trafficking.

Progress since 2016

The linking of victim rights to their participating in criminal investigations remains a major barrier to prompt and accurate identification of victims and therefore to the entire counter-THB response. This issue is discussed in detail in Section III.3, below, with an accompanying recommendation.

A related barrier is the requirement in many countries that identification must be done by law enforcement. As well as issues related to fear of authorities, and in some cases, well-founded fears of mandatory return to country of origin, law enforcement officials are, as Hungary pointed out, trained to

think in terms of burdens of proof that are appropriate for criminal justice outcomes. These are less suited to the identification of presumed THB victims. A new recommendation has been included with this in mind, while the existing recommendation remains.

Recommendation 4 remains valid.

New recommendation 5

Governments are further encouraged to expand the range of actors who can formally identify victims of trafficking for assistance purposes beyond law enforcement officials where they have not already done so.

Finally, post-identification, seven countries flagged that victim status could be revoked if victims “voluntarily” reconnected with their traffickers. As noted, however, one reason that some victims return to traffickers is their high level of trauma. The risk of a victim’s reconnection with their trafficker is sometimes used as a rationale for shelter restrictions on movement and communications.

New recommendation 6

Governments are encouraged to better integrate into their anti-trafficking responses an understanding of the connection/linkage between the impact of trauma on the victim and “voluntary” reconnection with their trafficker.

III.2 Victim support services

The OSCE Action Plan and its 2013 Addendum recommend that actions related to support for trafficked persons shall include: (1) ensuring access to shelters for all victims; (2) providing security, counselling, medical assistance and training opportunities; (3) considering social and economic benefits to support reintegration; (4) establishing national referral mechanisms; (5) providing victims of trafficking an opportunity for reflection and recovery; and (6) ensuring that assistance is not made conditional on the victim’s willingness to participate in legal proceedings.⁷²

As noted in the previous section, systems for effective support for trafficked persons are important not just to ensure the recovery and sustainable reintegration of survivors, but also to encourage victims to come forward and seek assistance.

Initial questions in this area focused on government perspectives on the adequacy of services provided to trafficked persons in their country in terms of meeting victim needs (Figure 22). Thirty-six countries responded to this question.⁷³ Combining the categories “fully satisfactory” and “very satisfactory”, governments perceived the most satisfactory services were specialized accommodation (25 countries, 69 per cent); mental and psychological assistance (22 countries, 61 per cent); and return assistance (21 countries, 58 per cent). Combining “slightly satisfactory” with “not satisfactory”, governments perceived the least satisfactory services as job placement (11 countries, 32 per cent); legal assistance to obtain compensation (8 countries, 22 per cent); and vocational and business training (7 countries). These responses were similar to the previous survey in both order and magnitude.

Responding NGOs had somewhat different perspectives on the quality of support services. As with governments, they ranked return assistance and medical/psychological assistance in their top three categories, but were much less likely to rate these as “fully satisfactory” or “very satisfactory”, with these responses provided by only 12 NGOs (32 per cent of the 38 respondents) and 11 NGOs (29 per cent), respectively. In comparative terms, NGOs rated accommodation – both specialized and non-specialized – much lower than governments, with only two NGOs rating non-specialized accommodation as “very satisfactory”, compared to 18 (47 per cent) who rated these services as “slightly satisfactory” or “not satisfactory”. Both NGOs and governments provided low ratings

⁷² Action Plan V.3.1, V.4.1, V.4.2, V.4.4, V.7.3; Addendum III.1.1, III.1.3.

⁷³ This excludes a number of other governments who responded to the question by saying that they did not think it appropriate to assess their own programmes, or that they lacked an objective means for doing so.

for training and job placement, as well as legal assistance for compensation. The responses on compensation align with a topic identified throughout the survey regarding difficulties faced by victims in accessing compensation.

Assessing the quality of services in relation to different categories of victims who were nationals of their countries, 20 respondents (63 per cent of those answering the question) considered services for adult females trafficked for the purpose of sexual exploitation to be fully or very satisfactory, followed by 19 respondents (58 per cent) for adult females trafficked

for labour exploitation (Figure 24 and Figure 25). At the other end of the scale, 12 countries (38 per cent) rated services for adult male victims of sexual exploitation as fully or very satisfactory, and 13 countries (41 per cent) assessed services for adult male victims of labour exploitation as fully or very satisfactory. Interestingly, the number of countries that responded “Don’t know” to the latter category fell from 12 in 2015/16 to 2, which may suggest increased attention to this form of trafficking. There were no other notable changes observed in government responses across the two surveys.

Figure 22:
State perspectives on quality of victim support services

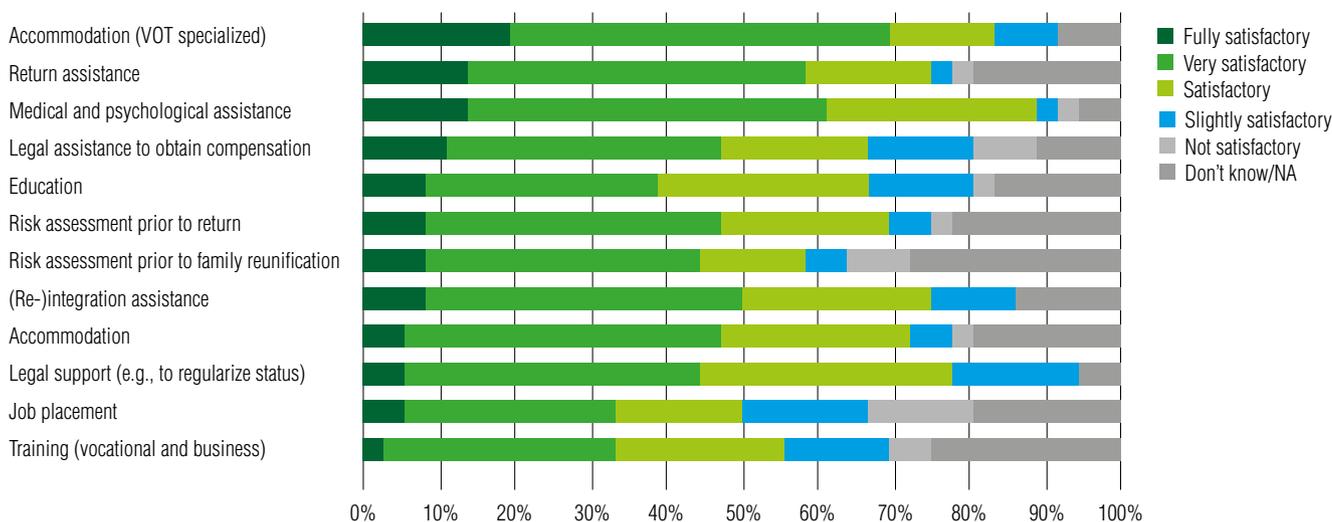
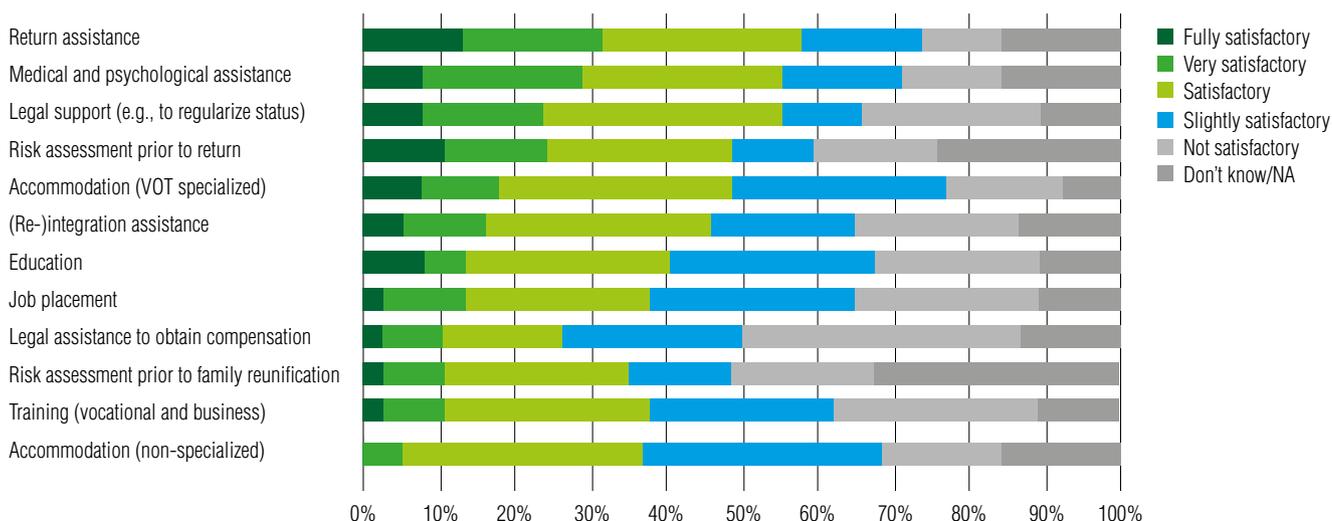


Figure 23:
NGO perspectives on quality of victim support services



There were also no major differences in the assessment of service quality between national and foreign victims. This was despite a number of governments (and NGOs) flagging gaps in service provision for foreign nationals in their qualitative responses.

Figure 24:
State perspectives on quality of victim support services by category – sexual exploitation

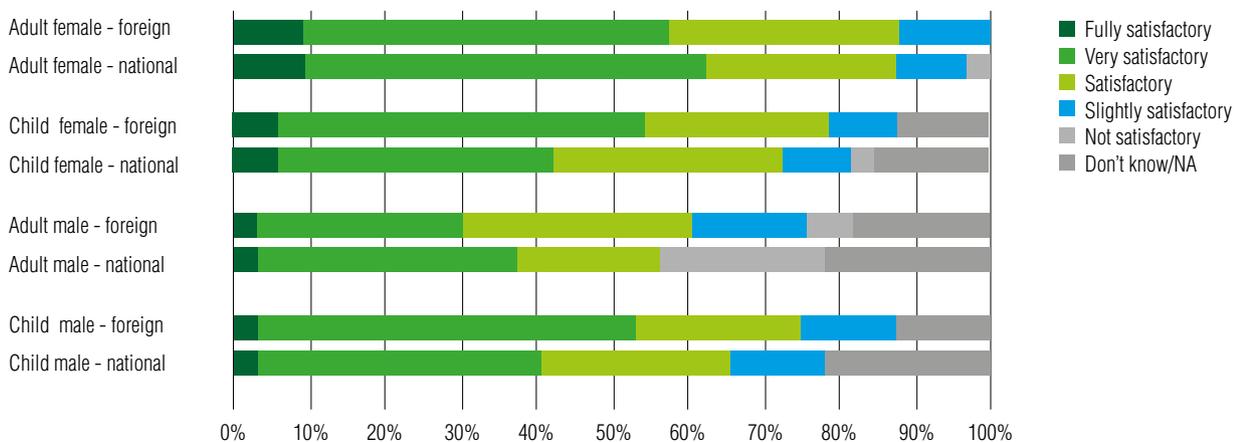
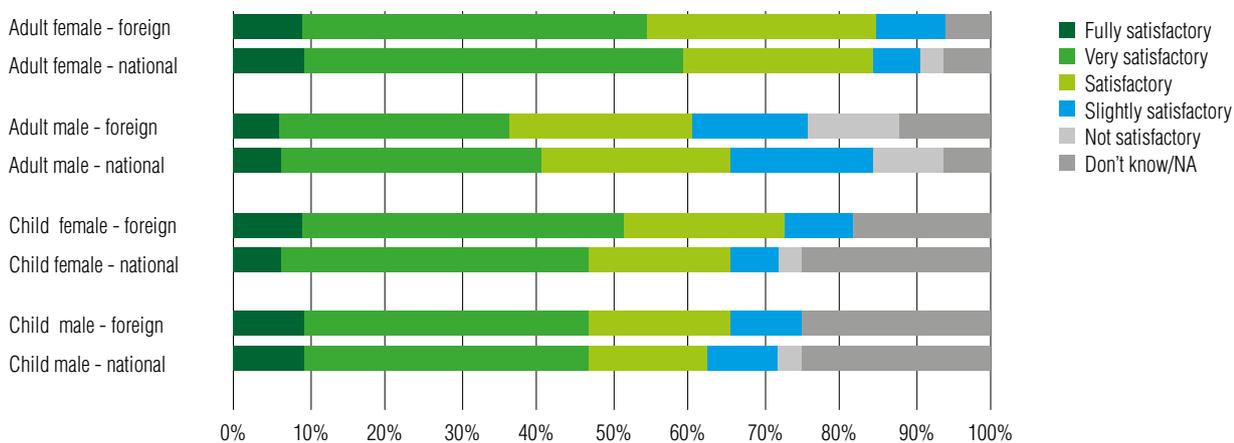


Figure 25:
State perspectives on quality of victim support services by category – labour exploitation



The comparison between government and NGO responses on the quality of victim support services is reflected in Figure 26 (victims of labour exploitation) and Figure 27 (victims of sexual exploitation). As can be seen, the proportion of NGOs considering services to be fully or very satisfactory is significantly lower than governments in all categories.

Figure 26:
Quality of victim support services as fully/very satisfactory (labour exploitation) – governments and NGOs

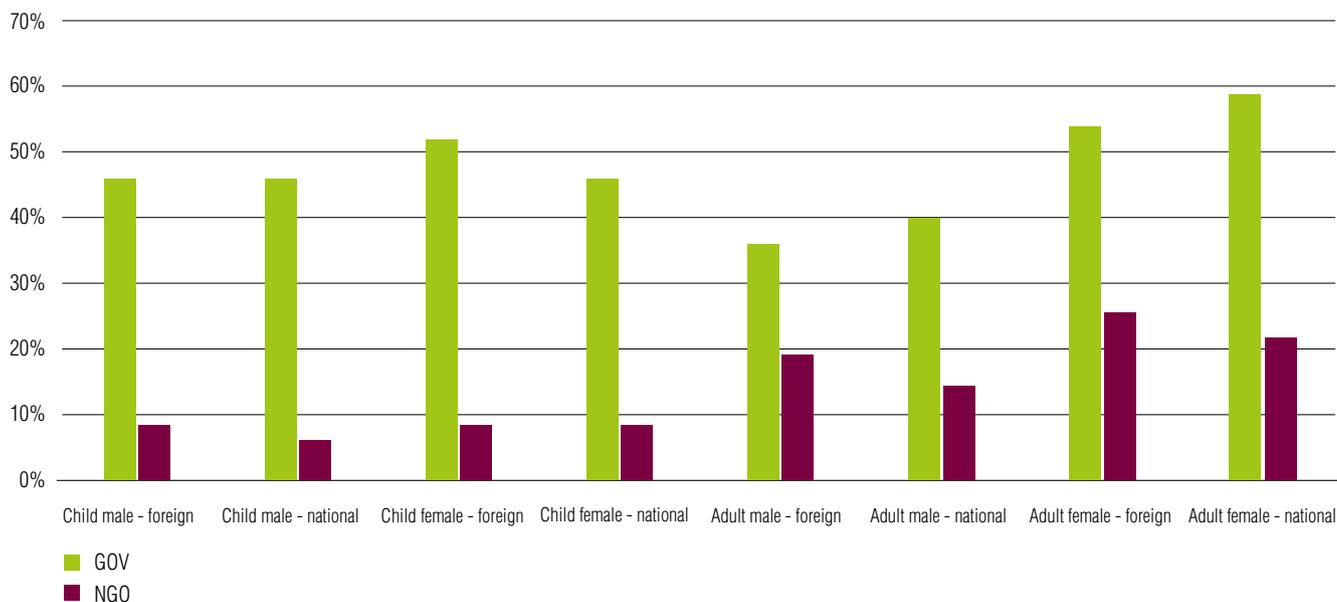
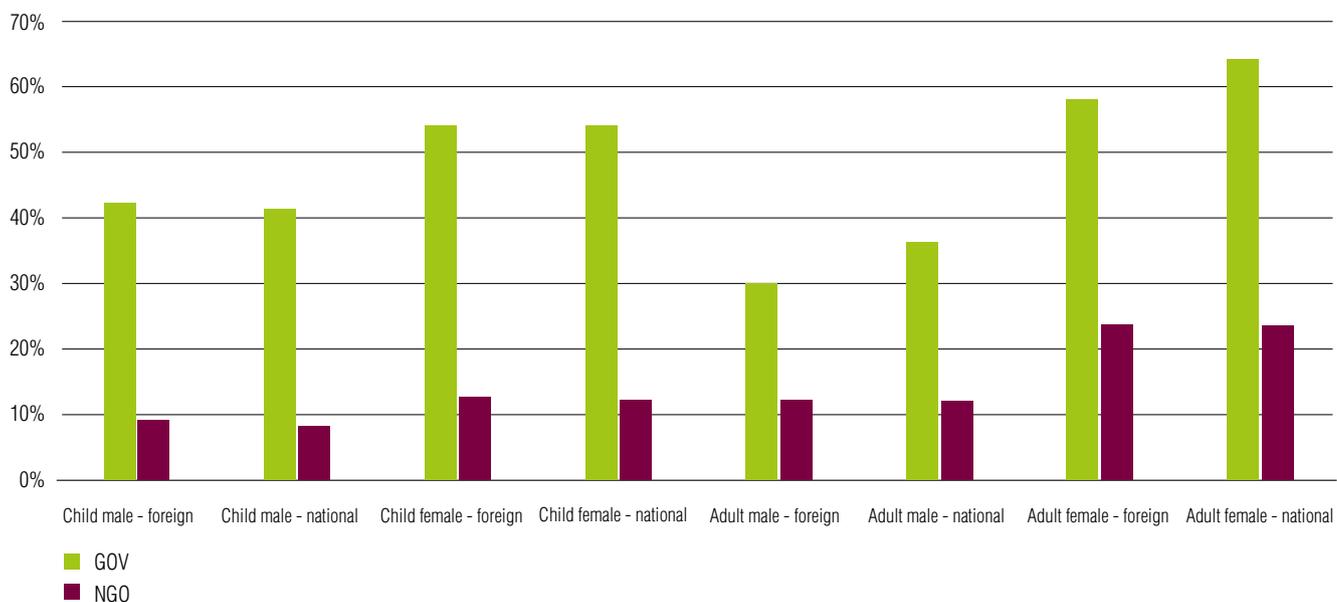


Figure 27:
Quality of victim support services as fully/very satisfactory (sexual exploitation) – governments and NGOs



Thirty countries provided additional information on gaps with regard to support services for people who had experienced trafficking in their country. One country said there were no gaps. As with 2015/16, the major concern expressed by respondents was in relation to accommodation for trafficked persons. This included lack of specialized shelters, lack of shelters for men, limited shelter capacity, and a lack of long-term accommodation options for people needing ongoing assistance. One NGO, invited to comment as part of their government's response, noted that:

Safe accommodation is an important aspect of protection. For the most part, trafficked persons are put up in women's shelters/safe houses. Realistically, however, as there is an insufficient number of accommodation options, both for men and for women and children, new solutions must often be sought out and organized on a case by case basis. Other possibilities are often used instead, e.g. hotels/B&Bs, shared accommodation for women, homeless shelters, etc. We actually see this diverse range of accommodation as an advantage. In any event, funding for the various accommodation possibilities must be secured to make sure professionals can fall back on appropriate, safe accommodation, thus guaranteeing those affected with the required security.

Another issue commonly raised was support for people with specialized needs, including those with long-term health/psychological issues, people with disabilities, and boys who were victims of sexual exploitation. Countries also noted instances of victims unable to access the full range of services due to being foreign nationals or unwillingness to co-operate with judicial proceedings. This concern about support for foreign nationals was echoed by NGOs. One noted for example that although there are specialized counselling centres in the country, these “cannot offer more than advice to trafficked persons from non-EU countries because all other services – funding for accommodation, maintenance, healthcare etc. – are contingent upon their residency status.”

Responses also highlighted both general issues in the capacities of THB-victim service providers, as well as variations in the quality of services in different parts of the country, in particular limited availability of services outside of the main centres. In this regard, one country made the salient point that with laws and policies being regularly updated to keep pace with the evolving nature of THB, and “path-breaking administrative changes in victim support and identification,” there needs to be an adjustment period and training for the competent authorities who are mandated to implement them.

Governments also provided information on initiatives to address gaps. Georgia, for example, has modified its state compensation package for victims, which was previously only

available if (1) after three months of investigation, it was impossible to identify or detain the alleged trafficker, or (2) it was impossible to enforce the reimbursement of damages from the trafficker within six months of conviction. Georgia's THB Council has drafted amendments to the Anti-Trafficking Law to ensure that state compensation will be available immediately after the official status of the victim has been determined, albeit currently at a level of just GEL1000. Further, this will not be dependent on whether the (statutory) victim applies to the court for reimbursement of damages from the trafficker.

In relation to concerns about inconsistency in services in different parts of the country, Sweden reported that specialized social workers have been established who act as regional coordinators in each of the country's seven regions. Their main task is to work in the THB field with a strong victim perspective and to address potential gaps arising from different levels of knowledge and awareness about THB in the different municipalities.

Poland reported that to ensure comprehensive assistance to victims in accordance with their needs, the government outsources the operation of its National Consulting and Intervention Centre for the Victims of Trafficking (KCIK) on the basis of an open annual tender. KCIK employees provide advice to THB victims and their relatives, as well as to people at risk of being trafficked. The Centre's tasks include identification of victims of THB, intervention, preventive counselling, running a specialized shelter for victims, and consultations for institutions and organizations. At the shelter, a person can count on full support: accommodation, medical and psychological care, and legal consultations. The Centre also runs a 24-hour telephone helpline.

Iceland reported that its Ministry of Social Affairs has assigned a one year pilot project to the Family Justice Center for survivors of violence (Bjarkarhlíð). The project involves leading a specific operational team that convenes whenever there is a case involving trafficking victims or presumed victims. The objective is to share information, discuss the case process and quickly co-ordinate required action, mainly concerning financial aid, safe housing and health care. The team includes representatives of the police, the immigration, labour, welfare and health departments, as well as the Human Rights Center and the labour movement. Stakeholders view this as one of the first steps in the development of a proposed national referral mechanism.

Twenty-four NGOs (from 16 different countries) provided input on gaps in victim services. This was significantly down from the 2015/16 survey, when 63 NGOs (29 countries) provided such information. Responses largely echoed both

2015/16 NGO input and government responses across the two surveys. Shelter and accommodation issues featured prominently, both generally and as relating to male victims. One US-based NGO, for example, noted that “only one in 20 beds available for rescued victims of trafficking is designated for a boy, yet boys make up half the victim population.”

Other common issues related to lack of State funding, which often contributes to an over-reliance on NGOs and CSOs. While, as noted above, there are examples of governments outsourcing victim support to such organizations, NGO survey responses expressed concerns with regard to sustainability of non-government programmes, including in relation to staff turnover. Further, a lack of co-ordination was commonly noted between different actors, notably between criminal justice agencies and those providing support to victims, particularly NGOs.

Assessing the individual needs of victims

Twenty-nine countries reported having a procedure to identify/assess the individual needs of a victim of THB prior to offering non-emergency assistance. In addition, Belgium noted that while their specialized victim centres hold intake conversations to establish what is best suited for the victim, there is no specific procedure on assessment of needs.

Eighteen countries reported mechanisms in place to collect feedback from victims of trafficking on the services provided to them, while 22 countries reported that they did not yet have such systems in place. However, 6 of these 18 countries subsequently described mechanisms for collecting feedback from service providers rather than victims. Based on this feedback there does not appear to have been any significant change to either (1) how victim feedback is understood by some participating States, or (2) the number of States where victim feedback processes are in place.

Where details were provided, respondents noted questionnaires, surveys, exit interviews and feedback books and boxes as mechanisms in place to collect feedback from victims about the support services provided to them. Canada also noted plans to establish a survivor-led advisory committee of up to 15 victims and survivors to provide feedback on the implementation of Canada’s National Strategy and assess the effectiveness of its initiatives.

In Bulgaria, there is a process for all victims accommodated in shelters under its National Commission for Combating Trafficking in Human Beings (NCCTHB) to provide feedback to shelter staff about the services provided and/or to schedule a

meeting with the service manager to discuss concerns. Additionally, experts from the administration of the NCCTHB conduct annual monitoring visits of shelters in which they hold conversations with residents about their level of satisfaction with the quality of the services and staff. This feedback must be included in responses to pre-prepared questionnaires, which serve as a basis for identifying problem areas and offering recommendations for their elimination, as well as for improving the quality of care and support provided to victims.

In 2019, Estonia established an online tool to collect feedback about victim support services.⁷⁴ This includes services offered to victims during criminal investigation procedures as well as through dedicated victim support services. This enables authorities to analyse information about possible problem areas and to get a general overview of the victims’ satisfaction with the systems and services. France reported that for the last four years, the L’Observatoire national de la délinquance et des réponses pénales (ONDRP) and the Mission interministérielle pour la protection des violences faites aux femmes et la lutte contre la traite des êtres humains (MIPROF) have carried out surveys of victims of THB in France.

Fifteen NGOs stated that they collected feedback from the trafficked persons they assist, of which 12 provided further details. Of these, 7 described more general processes for monitoring victim reintegration and recovery, and for maintaining contact with victims. Other responses highlighted the use of direct questionnaires regarding satisfaction at the end of assistance, and dedicated procedures regarding complaints from beneficiaries. One NGO noted that the US National Human Trafficking Hotline has a formal grievance process used to address grievances related to the service referrals the hotline provides to victims of trafficking. Where possible, this feedback is addressed confidentially and directly with the service organization in question. If the feedback is severe, the hotline ceases referrals to that service organization until the feedback has been addressed.

Discussion and recommendations

The section below provides a summary of progress made on implementing recommendations from the 2016 Survey Report in the area of victim support. Each recommendation is listed followed by a brief discussion on progress and an updated recommendation based on the survey findings.

Recommendation 1 (2015/2016)

Take further steps to secure sufficient funding for long-term reintegration measures and programmes.

74 See: <https://kannatanute-tagasiside.just.ee/en>

Progress since 2016

While limited data is available on this point, the availability of funding continues to be highlighted as a constraint in provision of services for victims, particularly by non-government respondents. This constraint may be even more pressing if barriers to victim identification are addressed, leading to more victims.

Recommendation 1 remains valid.

Recommendation 2 (2015/2016)

Develop uniform standards for victim support to ensure the victims' psychological, physical and social recovery and reintegration.

Recommendation 3 (2015/2016)

Ensure that victims have access to the same quality and standards of services throughout the entire country.

Progress since 2016

Although these recommendations were not addressed directly by survey questions in relation to victim services, respondents did provide examples of measures taken to develop more uniform approaches across both agencies and geographical locations. Moreover, in their responses to questions on identification and support for child victims (Section II, above), participating States detailed clear advances in NRMs, standard operating procedures and associated actions. A large proportion of these initiatives are also relevant to adult victims. Taking these responses into account, there appears to be clear progress on these recommendations, with the caveat that more still needs to be done. The updated and merged recommendation encourages States to build further on this progress.

Updated recommendation 2/3

Governments are encouraged to take further steps to (1) develop uniform standards for victim support to ensure the victims' psychological, physical and social recovery and (re-)integration; and (2) to ensure that such standards are systematically implemented throughout the entire country, and for all victims, regardless of age, gender, nationality, type of trafficking or any other relevant factor.

Recommendation 4 (2015/2016)

Put in place a system for assessing, on a regular basis, the quality of services provided to trafficked persons. In particular, strengthen measures for seeking and considering feedback from victims on the services provided to them.

Progress since 2016

Little progress appears to have been made on this issue, and in fact responses continued to raise questions as to whether the

concept of victim feedback is well understood, with only one third of the 18 governments that responded claiming to have such mechanisms, instead providing details of feedback from service providers. Further, no government or NGO (1) cited feedback from victims in their responses on gaps in services, or (2) noted the lack of victim input as a gap in itself. It is thus not entirely clear that service provider views on gaps align with victim perspectives on such gaps. The lack of clear understanding of what the target group for THB support services thinks of these services may be a significant impediment to ensuring such services are fully aligned with client needs. At the same time, governments and NGOs provided a number of good examples that could potentially be adapted for wider use.

Updated recommendation 4

Governments are encouraged to consider, as a priority, (1) establishing or strengthening measures for seeking and considering feedback from victims on the services provided to them; (2) documenting and reporting on the outcomes of these measures; and (3) requiring or encouraging non-government service providers to also enact these measures.

Recommendation 5 (2015/2016)

Ensure that victims are provided, on a voluntary basis, with appropriate and secure accommodation during their assistance. States should open separate shelters for male victims of trafficking and child victims of trafficking.

Progress since 2016

While some individual examples of progress were noted by participating States, the lack of secure accommodation continues to feature prominently in both government and NGO feedback on gaps. Thus, although only partial data is available, there are indications that on the whole, progress on this recommendation is somewhat limited. In light of this, it may be worth encouraging greater efforts to share solutions and good examples in relation to accommodation for victims of THB, ideally including the views of victims themselves as to what types of accommodation they consider best fits their needs.

Updated recommendation 5

Government are encouraged to redouble efforts on ensuring adequate, specialized and needs-based housing, including by sharing successful examples internally and with other States.

Recommendation 6 (2015/2016)

Ensure that all victims have access to the formal labour market and, as needed and appropriate, income generation support, such as job placement and training and/or assistance with developing a small business.

Progress since 2016

Both government and NGO respondents continue to rank job placement and training as among the less satisfactory services for victims. This appears to be a particular concern given that it is often a lack of decent livelihoods that make many victims vulnerable to traffickers in the first place. There may be room for more co-operation with the private sector in this area.

Updated recommendation 6

Governments are encouraged to increase efforts to ensure that all victims have the opportunity to gain a secure livelihood, including through access to the formal labour market and, as needed and appropriate, income generation support, such as job placement and training and/or assistance with developing a small business. This might include increased engagement and co-operation with private sector entities.

Recommendation 7 (2015/2016)

Strengthen co-operation between government authorities and NGOs in the identification and assistance of trafficked persons through regular co-ordination meetings and memorandums of understanding.

Progress since 2016

As noted in relation to the discussion under recommendations 2 and 3, and notwithstanding concerns raised by some NGOs, there appears to have been general progress in relation to strengthening systems for identification and assistance of trafficked persons.

Recommendation 7 remains valid.

III.3 Support for victims throughout the criminal justice process

The OSCE Action Plan and its 2013 Addendum recommend a detailed set of actions aimed at enhancing the criminal justice response to THB while ensuring victims are treated in a manner that respects their human rights and fundamental freedoms. These recommendations include: (1) ensuring that victims are not penalized for their involvement in unlawful activities to the extent that they have been compelled to do so (non-punishment); (2) providing for a reflection delay; (3) granting temporary or, where applicable, permanent residence permits to victims of THB; (4) facilitating access to legal counselling and legal assistance, including in relation to seeking compensation; (5) facilitating access to a State compensation fund or other relevant mechanism; and (6) permitting NGOs to support victims in court hearings. In addition, the Action Plan and 2013 Addendum include a series of recommendations with regard to the security of victims, family members and witnesses.⁷⁶

The rights of victims of trafficking within the criminal justice system

Non-punishment

The OSR/CTHB has always placed strong emphasis on non-punishment provisions for trafficked persons.⁷⁷ A non-punishment provision prohibits imposing penalties on victims for their involvement in unlawful activities (such as illegally crossing state borders, working without a work permit, or involvement in prostitution) where they have been compelled to do so. At the time of the 2016 Survey Report, OSR/CTHB expressed specific concern about the implications of the emerging trend of trafficking for forced criminality. Given that an increasing number of victims are initially brought to the attention of authorities in consequence of crimes they have been forced to commit, there is a heightened risk that victims face being charged with crimes that carry significant penalties. For minors this can even lead to a return to the grasp of traffickers.⁷⁸

Taking into account 2015/16 responses of States not responding in 2020/21, 45 countries (82 per cent) reported non-punishment provisions in their relevant legislation, while 9 countries (16 per cent) reported not having such provisions and one did not respond to the question in either survey (Figure 28).⁷⁹

Not all of the 45 countries have legislation specific to THB.⁸⁰ In Germany, for example there is no non-punishment provision specifically addressed to the victims of THB. However, a coerced act may be not punishable under the substantive law rules of duress. Further, under the German Code of Crimi-

75 Action Plan III.1.7, III.4.5, III.4.6, V.3, V.8.1, V.8.2; Addendum II.1.2, III.2.6, IV.2.1, IV.2.2, IV.2.3.

76 Action Plan III.4.1, III.4.3, III.4.4, V.4.3; Addendum III.2.4.

77 This includes the 2013 publication, Policy and Legislative Recommendations Towards the Effective Implementation of the Non-Punishment Provision with Regard to Victims of Trafficking. Available at: <https://www.osce.org/secretariat/101002>

78 M. Jarbussynova, Remarks to the OSCE Conference on Combating Trafficking in Human Beings for the Purpose of Forced Criminality, Vienna, 11–12 April 2016.

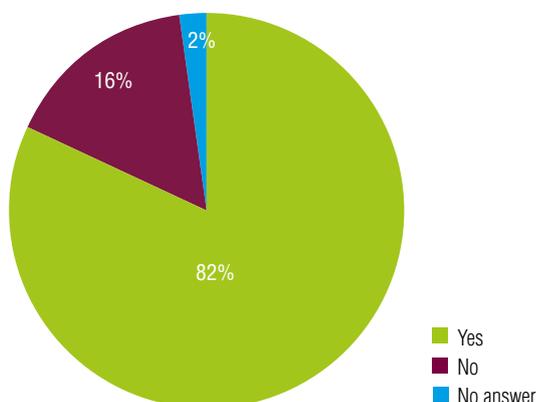
79 The corresponding figures in the previous survey were 41, nine and two.

80 Any future survey will seek clarification of whether the legal non-punishment provisions are specific to victims of trafficking as different respondents appear to have interpreted this question differently. By way of comparison, of the 47 State Parties to the GRETA Convention, only 19 (40 per cent) had specific legal provisions concerning non-punishment of victims of trafficking. See: <https://www.ohchr.org/Documents/Issues/Trafficking/submissions-HRC47/Regional-Orgs-UN-Agencies/GRETA.pdf>

nal Procedure, a person may not be deemed to have acted unlawfully if acting to avert “a present danger to life, limb, liberty, honour, property or another legal interest which cannot otherwise be averted” or “an imminent danger to his/her life, physical integrity or freedom that cannot otherwise be averted.” These exemptions only apply to the extent that the act committed is an adequate means to avert the danger. Other State respondents cited similar legal provisions that are potentially applicable to THB victims, such as “extreme necessity” and “undue influence by coercion or threat”.

Non-punishment was also referred to by participating States in relation to questions on child trafficking (Section II, above). Hungary’s response noted a recent legal change with Act V of 2020 amending the law in relation to THB to provide an explicit exemption from criminal liability for minors engaged in providing sexual services.

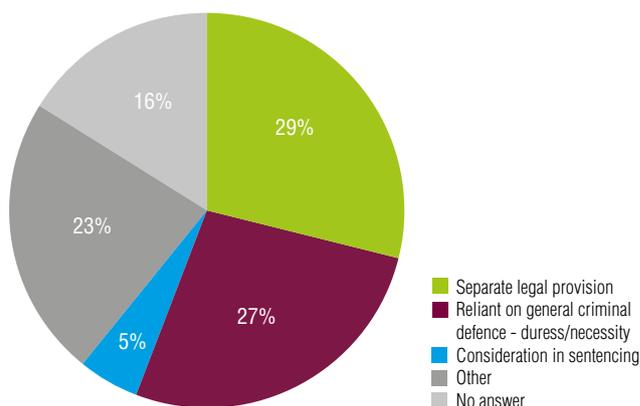
Figure 28:
Presence of non-punishment provision for THB victims in relevant legislation



Sixteen countries reported that they implement a non-punishment principle via separate provisions contained in criminal legislation; 15 countries indicated that provisions exist under general criminal defences and a further 3 reported that the principle is applied during the sentencing process (Figure 29). Thirteen countries indicated that the non-punishment provision is implemented through other means, primarily prosecutorial discretion.

While there were no major changes in responses on non-punishment compared to the 2015/16 survey, one specific development was noted by Ireland. The country moved to strengthen protection for foreign workers after a specific case in which a foreign national was under the impression that they had a work permit and was drastically underpaid. The amendment contained in the Criminal Law (Human Trafficking Amendment) Act allows the foreign national a defence in such a situation and the right to seek redress through the courts.

Figure 29:
Application of non-punishment provision



Access to redress

The survey asked participating States about legal provisions relating to redress. Forty-three countries reported legal provisions for victim compensation through civil proceedings and 41 for compensation through criminal proceedings. Only 32 countries reported the existence of provisions for victim compensation from a State’s specialized fund or budget.

Moreover, just 29 countries reported providing full support services to victims regardless of their involvement in criminal proceedings. This compares to 36 in 2015/16, although it is noted that 10 participating States did not respond in the most recent survey. At the same time, 32 countries reported that full support services are available in practice to all victims regardless of their involvement in criminal proceedings (Table 6). This suggests that services are routinely provided in some countries despite not being required by legislation. At the same time, 5 countries reported that they have no intention of making full support services to victims independently of their involvement in criminal proceedings.

As indicated below (Table 7), there remain gaps in the availability in practice of legal provisions for all victims. In no category did every country consider a provision in legislation to be available to all or most victims.⁸¹ In the six instances where the difference between provision and practice is greatest, four relate to compensation, while the remaining two concern residence and work permits for all victims (see Table 8).⁸² Overall, the responses were similar to those for 2016.

81 More detail provided by Latvia highlighted that this gap could sometimes be explained by the fact that not all victims receiving services have been formally identified and therefore services related to criminal proceedings may not be relevant.

82 The two other major areas of difference related to assistance to foreign victims, which may reflect some ambiguity since such provisions are by definition not available to national victims. This question will be clarified in future surveys.

Table 7:
Availability of protection provisions
by legislation and in practice

Protection provisions for trafficked persons	Legal provisions ⁸³	Available to all victims	Available to most victims	Available to some victims	Available to few victims	Not available to victims	Don't know/NA
Compensation for victims through civil proceedings	43	37	2	2	1	0	4
Compensation through criminal proceedings	41	32	4	2	0	2	6
Issuance of residence permits for foreign victims	38	30	4	6	0	1	5
Non-punishment	38	33	2	5	0	2	4
Free legal counselling when deciding whether to testify	37	35	2	3	0	1	5
Free legal aid in seeking criminal compensation	36	32	2	6	0	0	6
Free legal aid for victims in seeking civil compensation	35	28	4	7	0	1	6
Permitting NGOs to support victims in court hearings	34	32	0	3	1	1	9
Reflection period to give time to decide whether to act as witness	34	30	2	3	2	4	5
Issuance of work permits to foreign victims	33	24	6	3	1	2	10
Compensation for victims – from the State	32	23	2	8	1	6	6
Full costs of support services to be met by the State	31	28	3	4	0	1	10
Full support services regardless of co-operation in criminal proceedings	29	32	5	0	1	2	6

Additional information supplied by responding States provided more details about situations in which provisions were not available to victims. These responses raise concerns about the ability of foreign victims to access justice and remedy, particularly where they have no legal right of residence. One country specifically noted that the law required victims to be legally on their territory in order to access protection provisions.

NGO responses revealed similar themes. Of the 22 NGOs providing more information about protection not being available to all victims, 6 expressed concerns for foreign victims, and 4 noted difficulties in compensation, with one stating that “compensation in criminal procedure is possible according to the law, but NEVER implemented in practice” (emphasis in original). Lack of support for male victims and general resource constraints were also highlighted by multiple NGOs.

NGO ranking of gaps in the availability of protections to all victims was very similar to that of governments. Table 8 shows protection provisions ranked according to the difference between the number of countries stating the provision is present in law and the number stating it is available to all victims. The final column shows similar information for NGO responses. As can be seen, the order of the two sets of responses is closely matched.

83 2020/21 responses only.

Table 8:
Availability of protection provisions by legislation
and in practice – NGO comparison

Protection provisions for trafficked persons	Biggest differences between law and practice	
	Government rank	NGO rank
Issuance of work permits to foreign victims	1	1
Compensation for victims – from the State	1	2
Compensation through criminal proceedings	1	3
Issuance of residence permits for foreign victims	4	4
Free legal aid for victims in seeking civil compensation	5	7
Compensation for victims through civil proceedings	6	5
Non-punishment	7	7
Free legal aid in seeking criminal compensation	8	10
Reflection period to give time to decide whether to act as witness	8	13
Full costs of support services to be met by the State	10	5
Permitting NGOs to support victims in court hearings	11	10
Free legal counselling when deciding whether to testify	11	12
Full support services regardless of co-operation in criminal proceedings	13	7

Canada provided more details about compensation, reporting that under its Bill of Rights, all victims have the right to have a court consider a restitution order. The decision whether to grant such an order rests with the court. The sentencing court is required to ask the prosecutor if reasonable steps have been taken to determine if the victim is seeking restitution. If not, the court can adjourn the proceedings to allow for such steps to be taken. In addition, victims who have been granted restitution by the court in criminal proceedings can also file that order in a civil court in order to have it enforced as a civil judgment. In two provinces, Ontario and Alberta, a VOT may bring an action against any person who has engaged in THB.

Further, Germany noted that it amended its Victims of Crime Act in November 2019. Once this amendment enters into force in January 2024, the law will expand protections to include psychological violence as well as physical violence. This is expected to lead to more restitution awards to trafficked persons, who are often victims of psychological violence.

North Macedonia reported that it is drafting a new law on compensation for victims of violent crimes that is to include a specific provision for a fund for compensation of THB victims.

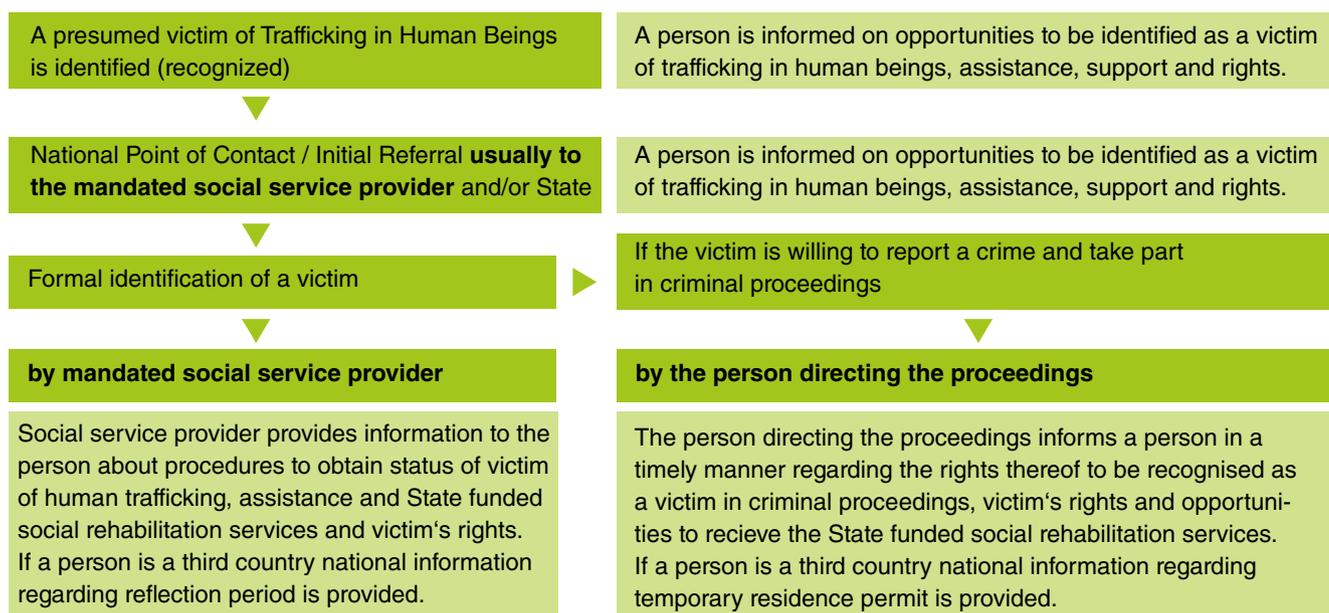
Forty-five countries provided additional information on how victims are informed of their options. Most commonly, responses highlighted the role of law enforcement and criminal justice actors, primarily police but also border officials, prosecutors and lawyers. France also noted that there is a victim assistance officer at each court whose role is to receive victims and answer all questions related to their case.

Canada highlighted the role of the Canadian Victims Bill of Rights (CVBR) in granting victims the right to request both general and specific information on the status and outcome of their investigation; the time and location of proceedings regarding the offence; and the progress and outcome of such proceedings. Other countries also highlighted legal obligations to inform victims of their rights. Bulgaria for example, outlined the extensive detail contained under its Law on Assistance and Financial Compensation of Crime Victims, where a specific chapter is dedicated to informing crime victims of their rights. This includes rights to and directives on how to obtain support for: (1) medical and psychological care; (2) legal aid; (3) reporting crimes; and (4) reporting an infringement of their rights to the competent authority acting in criminal proceedings; as well as (5) information on victims' rights in the criminal justice process; (6) State compensation; and (7) protection options for victims and their relatives.

Participating States also described the role of social welfare agencies and NGOs in informing victims of their rights. In Andorra, for example, as soon as the police become aware of indications that a person is a victim of THB, they must inform either the Area of Child and Adolescent Care (for children) or the Equality Policy Area. At this point, a reference person is immediately assigned to accompany the victim throughout the identification process and ensure that they are granted a reflection period and corresponding social benefits. Latvia outlined its system in the form of a flowchart (Figure 30).

The majority of respondents also reported providing a leaflet for victims detailing their rights. In the previous survey, four countries mentioned this was available in multiple languages. Greece led in this regard: it has an information sheet in 14 different languages that is provided by the police to trafficked persons. A further 7 countries mentioned multi-lingual materials in the recent survey, with Croatia noting that its victim rights form is now available in 22 languages. Other reported channels for informing victims include mass media and websites.

Figure 30:
Victim referral and information flow - Latvia



Access to redress for victims of trafficking for labour exploitation

In terms of legal provisions allowing national victims of trafficking for labour exploitation to seek civil redress, 16 countries did not respond to this question in 2020/21. This gap likely reflects complications arising from the COVID-19 pandemic. In order to better assess the existing situation, legal provisions reported in 2015/16 were assumed to have remained valid for countries that did not respond to this question in 2020/21. As can be seen from Figure 31, and partly as a consequence of an overlap in data, there were no significant differences in responses across the two surveys. While the majority of countries (at least 39) have provisions for victims to seek civil redress, only around half have labour tribunals that may provide access to remedy. Further, foreign victims who have already left the country are notably less likely to be able to access remedy through civil means, either on paper or in practice. This is particularly relevant where victims may be obliged to leave the country due to their immigration status.

Thirteen countries responded to the request for information on compensation for trafficking for labour exploitation. Five of these countries said such information was either not available or not disaggregated by crime type, while one noted there were no cases to date.

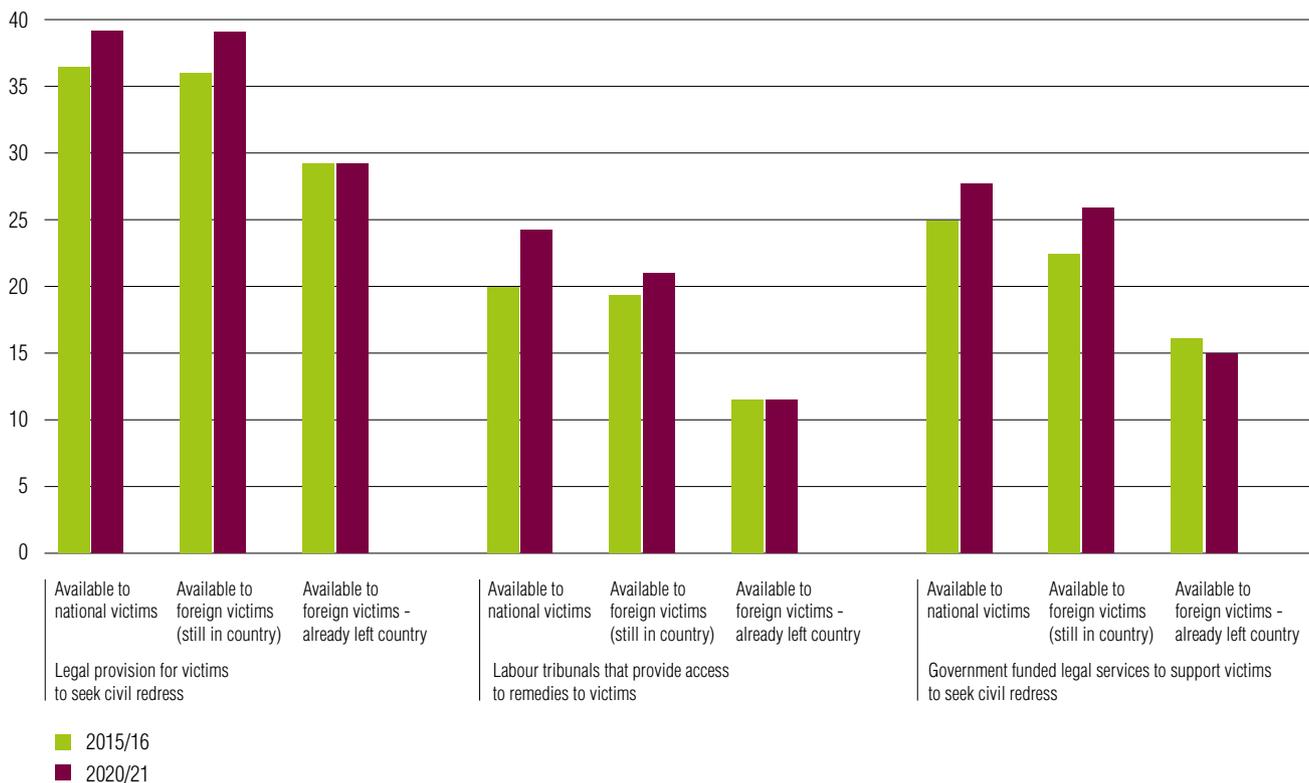
In addition, Croatia included a response from the Centre for Women War Victims – ROSA, where the Centre noted that it was currently preparing compensation claims for criminal proceedings. It detailed past experience related to THB for sexual exploitation and other forms of gender-based violence as indicative of potential problems, specifically:

In all criminal proceedings in which we represent victims, we file a claim for compensation. So far we have submitted over 20 claims for compensation in various cases of trafficking in persons – it was not decided for some of them at this moment, and all others were denied. When denying their compensation claim, the criminal courts instruct the victims to seek compensation through civil proceedings even though we had previously explained all the reasons why it is unlikely that the victims of such crimes would initiate civil proceedings.

Not a single victim has initiated civil proceedings for compensation through civil proceedings because such proceedings mean re-traumatization of the victim and put them in a position of claimant with respect to their perpetrator, which is something the victims cannot handle. Not a single victim has requested nor received compensation from the State.⁸⁴

84 The Centre also noted it was invoking Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, but did not elaborate further.

Figure 31:
Provisions for civil redress for victims of trafficking for labour exploitation



Box 10:
Compensation cases involving THB victims of labour exploitation

Belgium

Following a violent robbery in the defendant’s shop, investigators noticed that the sales assistant had no identity papers and was living in the back of the shop, with no bed, heating, bathroom or kitchen facilities. The worker worked there alone, 6 days a week, 15 hours a day, for €600–€700 a month. The court accepted the various social criminal law charges and the charge of THB, noting that the work was performed in conditions contrary to human dignity, and the employer had knowingly exploited the victim’s irregular migration status. In January 2019, the Liège Court of Appeal upheld the sentence handed down in September 2017, confirming an award of €500 to the civil party for non-material damages and material damages of €9,285.

Netherlands

At the end of 2014, an initial inspection of a temporary employment agency in The Hague, based on anonymous tip-off, found false payment receipts for Eastern European temporary workers. This triggered a criminal investigation, which identified deliberate and systematic fraud, in which employees were required to sign a blank receipt every four weeks (more than 500 in total). These receipts were immediately completed and processed by the accountant. The victims did not speak Dutch, were not aware of minimum wage rules in the Netherlands and were fearful of losing their jobs. One had been physically abused. In 2019, the owner of the employment agency (and the accountant) received prison sentences, but paid only €1,280 in damages. Information provided by the Netherlands does not mention compensation, but notes that the temporary workers were subsequently able to obtain their legal entitlements through direct hire or re-assignment to an employment agency operating within the law.

Greece

The applicants were irregular migrants in Greece, hired to harvest strawberries in Manolada, Peloponnese, where they were subject to extremely harsh slave-like conditions. During a confrontation with their employers over non-payment of wages, some workers were wounded when the employers’ guards opened fire on them. The ensuing criminal proceedings against four individuals for THB and grievous bodily harm resulted in their acquittal on THB charges. However, the Greek Supreme Court awarded the applicants between €12,000 and €16,000 each, pursuant to an ECHR judgement.

Only three countries provided detailed information about particular cases. These are described in Box 10. Among these, Belgium's was the only example in which victims were directly compensated for the exploitation itself. In addition, the United Kingdom reported on a 2016 case in which the High Court decided in favour of the claimants on several key aspects of their employment claims, including that they were not paid in accordance with minimum wage requirements for agricultural workers. A future hearing will determine damages. Other aspects of the claim, such as personal injury claims are also yet to be determined.

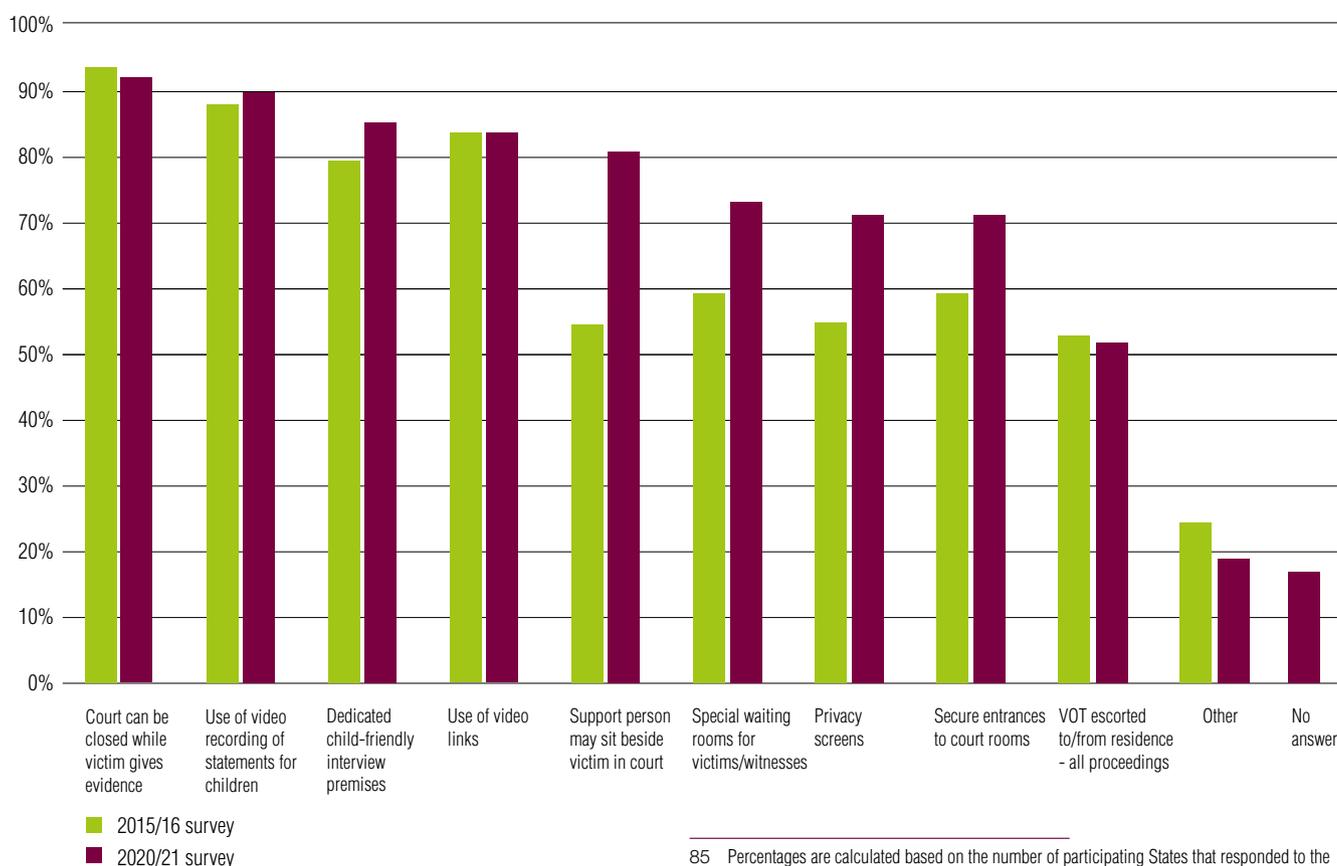
Security of victims of trafficking and related persons

Forty-two countries responded to the question on procedures to protect witnesses and victims in relation to court proceedings. Of these countries, 39 (93 per cent of respondents) allow the court to be closed while a victim gives evidence; 38 (90 per cent) permit the use of video recording of statements for children; and 36 (86 per cent) provide dedicated child-friendly interview premises. The least commonly reported measure was escorting victims to and from proceedings (26 countries,

62 per cent). As shown in Figure 32, 2020/21 responses suggest a percentage increase from 2015/16 in relation to four provisions: allowing a support person to sit beside the victim in court; use of privacy screens; special waiting rooms for victims/witnesses; and secure entrances to court rooms. Significantly, the number of participating States reporting that they allow a support person to sit beside a victim in court rose from 27 (55 per cent of responses) to 34 (81 per cent), despite there being 7 fewer responses to this question in 2020/21.

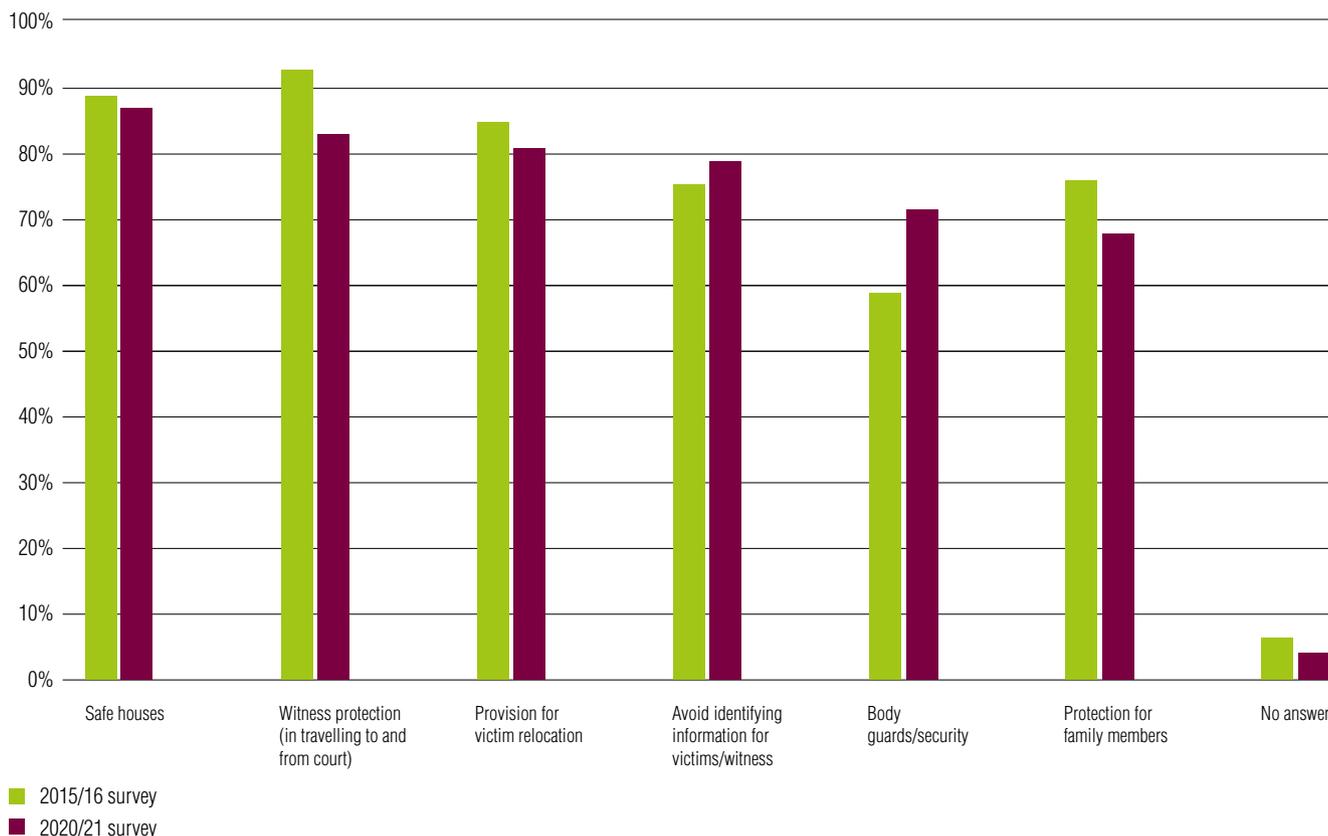
Forty-seven countries responded to the question on procedures to protect witnesses and victims from intimidation and threats outside of court. Most commonly, countries reported providing safe houses (41 countries, 87 per cent), protection to witnesses travelling to and from court (40 countries, 85 per cent), and provisions for victim relocation (38 countries, 81 per cent). Least commonly, States reported providing protection for family members (32 countries, 68 per cent), while 34 (72 per cent) reported providing victims with bodyguards or other forms of personal security. Just 37 countries reported procedures to avoid the use of identifying information for victims/witnesses (79 per cent). As shown in Figure 33, responses were largely similar to those for 2015/16.

Figure 32: Procedures to protect witnesses and victims when they go to court⁸⁵



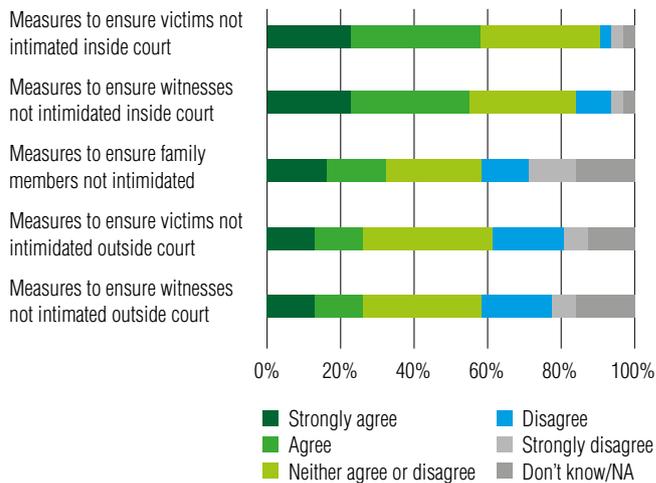
85 Percentages are calculated based on the number of participating States that responded to the question: 49 in 2015/16 and 42 in 2020/21.

Figure 33:
Procedures to protect witnesses and victims from intimidation/threats outside court



Thirty-one countries provided a response regarding their satisfaction with the functioning of protection mechanisms. Responses were clustered into three groups: mechanisms inside the court; mechanisms outside the court; and mechanisms for family members. Eighteen countries (58 per cent) considered mechanisms to ensure victims are not intimidated inside the court to be fully or very satisfactory, with 17 countries reporting the same high level of satisfaction for witnesses (55 per cent). Only eight countries (26 per cent) considered the measures outside the court to be fully satisfactory for victims, with the same number for witnesses. Nine countries considered measures to ensure family members are not intimidated to be slightly satisfactory or not satisfactory, accounting for the largest proportion of responses in this category. While these responses were broadly in line with those from the 2015/16 survey, there was a significant difference in response rate (from 46 down to 31 countries), which makes comparison difficult.

Figure 34:
Government perspectives on protection



Thirty-five NGOs provided input on this question, however after discounting “don’t know” responses, the number of answers in each category ranged from 25 to 27. As with governments, NGOs reported measures inside the court to be more satisfactory than outside court, the latter of which around 80 per cent considered to be “slightly satisfactory” or not satisfactory. No NGO considered services to be “fully satisfactory” in any category.

Discussion and recommendations

The section below provides a summary of progress made on implementing recommendations from the 2016 Survey Report in the area of support for victims in the criminal justice process. Each recommendation is listed, followed by a brief discussion on progress and an updated recommendation based on the survey findings.

It is worth noting that this part of the survey was particularly affected by non-responses (see discussion on limitations in this report's introduction). In addition to lower response rates overall, significantly fewer countries provided qualitative responses. Only three countries, for example, gave detailed qualitative data regarding victim support in the criminal justice system, with the notable absence of the United States, which contributed significantly to this section in the 2015/16 report.

Further, the provided case information highlights the long timeframes involved in proceedings. This is potentially a strong disincentive to victims coming forward or, alternatively, to them seeking redress through mediation or labour processes that provide little or no criminal consequences for their exploiters. Overall, responses in this section provided very little indication of progress.

Recommendation 1 (2015/2016)

Ensure that the commitment not to punish victims of trafficking for their involvement in unlawful activities is effectively implemented in national criminal justice systems and practices. This includes providing victims of trafficking with access to adequate assistance as well as legal counselling and suspending any deportation order while the process of verification of a person's status as a victim of trafficking is underway.

Progress since 2016

Survey responses do not appear to indicate progress in this extremely important area. At least 11 participating States do not have non-punishment provisions in their relevant legislations. Additional details provided by some States appears to suggest that others are relying on general provisions in their law that are not specific to THB or THB victims and typically have a higher burden of proof than a THB-specific non-punishment provision. Moreover, in at least 5 States where non-punishment provisions exist, responses indicated they are not available to all victims.

As in Section III.2 of this report on victim services, responses indicated that services were limited for foreign victims without the right of remain. Such victims remain vulnerable to deportation before being able to access justice, with

responses further highlighting the potential for remedy after leaving the country to be quite low. In view of both the existing gaps identified and the lack of evidence of progress since 2016, this recommendation should be seen as a high priority. It is preceded by a new recommendation addressing gaps in the legislative framework with respect to non-punishment.

Updated recommendation 1

Governments are encouraged to review and, if necessary, revise their legal framework and procedures concerning non-punishment of trafficked persons specifically (as opposed to general duress provisions) for their involvement in unlawful activities to the extent that they have been compelled to do so. This includes ensuring that both laws and procedures prevent deportation of trafficked persons.

Updated recommendation 1b

Governments are encouraged to ensure, as a priority, that the commitment not to punish victims of trafficking for their involvement in unlawful activities is effectively implemented in national criminal justice practices. This includes providing victims of trafficking with access to adequate assistance as well as legal counselling, and suspending any voluntary return or forced return procedures while the process of verification of a person's status as a victim of trafficking is underway.

Recommendation 2 (2015/2016)

Develop guidance for police officers, prosecutors, and judges on the implementation of the non-punishment provision.

Progress since 2016

The survey did not generate data from which to assess progress on this recommendation. As noted above, however, responses indicate that for a considerable number of participating States, addressing systemic issues in relation to non-punishment, including in relation to deportation, appears to be a prerequisite for developing such guidance. This recommendation has been expanded slightly to cover the full range of relevant actors and should be read in conjunction with the two previous recommendations.

Updated recommendation 2

Governments are encouraged to develop guidance for all relevant actors – including police officers, prosecutors and judges – on the systematic implementation of non-punishment laws and procedures.

Recommendation 3

For States that restrict services for victims who do not cooperate with the criminal justice system, consider lifting these restrictions.

Progress since 2016

There are no indications of progress in this area. The number of States reporting no such restrictions fell from 36 to 29. Although this should be seen in the context of a high proportion of non-responses, it is notable that 5 participating States expressly stated they had no intention to lift these restrictions.

Updated recommendation 3

Governments are encouraged to provide assistance to all victims independent of their willingness to co-operate with criminal justice systems, and to lift restrictions where these exist in either policy or practice.

Recommendation 4 (2015/2016)

Regularly monitor and evaluate national compensation systems with a view to assessing effective access for trafficked persons.

Progress since 2016

There were noteworthy legal developments on compensation reported by Germany (law passed, operative from 2024) and North Macedonia (law pending). Beyond this, however, governments and NGOs both highlighted gaps between victim protection provisions and their implementation as being greatest in relation to matters of compensation. Further, few countries were able to provide examples of successful cases. Responses suggest that considerably more work needs to be done on compensation in general. This recommendation has been broadened accordingly.

Updated recommendation 4

Governments are encouraged to undertake and act on a systemic review of the avenues available for THB victims to access compensation, the effectiveness of such avenues based on actual compensation received by victims, and barriers to accessing each of these mechanisms.

Recommendation 5 (2015/2016)

Ensure that statistics gathered on trafficking criminal cases include information on whether a compensation claim was made, whether it was granted, the amount of the award, whether it was paid, any steps to seize traffickers' assets, and the length of time taken to carry out these steps.

Progress since 2016

While some States were able to provide this type of information, a number specifically noted that they are unable to do so within their systems, or that although such information is available, it is not disaggregated by crime type. There is limited data on which to assess progress on this issue, which may in some cases require reforms to overall criminal justice data systems.

Recommendation 5 remains valid.

Recommendation 6 (2015/2016)

Ensure that compensation from the State is available to all victims of trafficking irrespective of their residency status and ensure that all types of damages (moral and material) are available through the State compensation scheme.

Progress since 2016

Some progress has been noted on availability of State compensation (see also Section III.2, above) but this remains limited. As detailed in the preceding paragraphs, residency status continues to be a major barrier, in some cases legally endorsed, to compensation, whether from traffickers or the State. This recommendation has been rephrased slightly to separate the existence of a State compensation scheme from the wider issues identified in relation to residency status.

Updated recommendation 6

Governments are encouraged to ensure that compensation from the State is available to all victims of trafficking and ensure that all types of damages (moral and material) are available through the State compensation scheme. This includes ensuring that access to such compensation is provided irrespective of victim residency status and further is not dependent on the victim still being in the country.

Section 4

Investigation, Law Enforcement and Prosecution

This section addresses investigation and prosecution of THB cases. In addition to the 2015/16 survey questions, which focused on financial investigations and the targeting of trafficker assets, respondents were asked to provide more background information on THB cases.

IV.1 Investigation, law enforcement and prosecution

 The importance of effective investigation and prosecution of all forms of THB is highlighted through-out key OSCE documents. The 2013 Addendum, for example, recommends that participating States take necessary measures for the criminalization of all forms of trafficking, and for the full implementation of relevant national legislation. This involves enhancing criminal justice responses to prosecute traffickers, while ensuring that victims are treated in a manner that respects their human rights and provides them access to justice and effective remedies.

As well as securing justice for victims and ensuring traffickers are apprehended and appropriately punished, an effective criminal justice response to trafficking ultimately aims to make THB an unprofitable criminal business in which the risks exceed the rewards. This means going beyond the arrest and prosecution of individual traffickers to targeting entire criminal networks, particularly high value targets within these networks.

In order to better understand the full extent of criminal justice responses to THB, the 2020/21 Survey questions in this section sought information on (1) the overall number of people being prosecuted under THB and other legislation, which is crucial for eliminating the impunity of traffickers, and (2) the extent to which States are targeting their investigations and prosecutions to achieve greatest disruption of THB networks.

Forty-five countries confirmed that they collected data on THB prosecutions and convictions, with the remaining 4 countries not responding to this question. Of these 45, 27 also collected data on THB crimes that were prosecuted under non-THB specific legislation (such as money laundering, tax violations, pimping/procurement and other provisions of the criminal code relating to violent crime), although countries also noted that this was not always done correctly. Capturing this data is useful, since it allows countries to more accurately assess and report on the full extent of their criminal justice response to THB, despite it not always being possible to secure convictions for THB offences.

This is well illustrated in Box 11, which provides an update of the Operation Wasp Nest case study presented as ongoing in the 2016 Survey Report. The update highlights the value of charging suspects with multiple offences, where possible. Two of the defendants were able to avoid conviction for THB but were found guilty of other offences.

Twenty-five respondents provided additional information on this topic. Cyprus, for example, noted that its Office of Combating THB (OoCTHB) opens all THB cases under the Anti-

THB Law. If, however, insufficient evidence is found during the investigation to prove THB, other laws may be used, and the OoCTHB includes these cases in its statistics. In Albania, cases are recorded based on the most serious offence. For example, if the same case is prosecuted for THB and exploitation of prostitution, it is registered as a THB case.

Box 11: Update on Operation Wasp Nest

This box provides an update to Operation Wasp Nest, which was described in the 2016 Survey Report (p. 35) and was still in process at the time the report was published. The case involved co-operation between Danish and Romanian authorities on Denmark's first known case of trafficking for identity fraud. Using the identity of the victims, the traffickers were able to commit a range of crimes, including tax fraud; purchases on credit which remain unpaid; insurance fraud; claiming of social security; and on-selling of identification for further fraud (for example, a package containing an ID, a private account, a company and a company account sold for €6,700).

Operation Wasp Nest began in February 2015 with the raiding of 84 locations, arrest of 106 people and seizure of US\$300,000 across the two countries. Further investigation revealed three linked cases, divided into "cells". These were processed in three different courts. The first case, "Cell 3", saw final judgment issued by the Supreme Court, with three defendants found guilty and sentenced to 36–42 months in prison, and subsequently expelled from Denmark, given they were not Danish citizens. The Supreme Court noted that participation of the exploited person in the execution of the offences did not preclude this from being a THB case.

In the second case, "Cell 1", 13 of the 14 people charged were convicted by the District Court of trafficking 19 victims (3 of those charged unsuccessfully appealed their convictions to the High Court). The defendants were found guilty of having recruited, transported, housed and exploited the victims in order to make them commit a criminal act. Further, all 14 defendants were convicted of gross fraud, gross data fraud and gross tax fraud by using the identity of 116 persons for total amounts of between DKK 3.6 million and DKK 10.4 million (approximately €500,000–€1.4 million). The defendants were sentenced to between three and eight years in prison.

In the last case, "Cell 2/5", a total of five defendants were charged. Four defendants were convicted of trafficking 18 people (one of those charged unsuccessfully appealing). All five defendants were convicted of fraud by exploiting a total of 48 persons' identities for between DKK 4.8 million and DKK 16.4 million (approximately €650,000–€2.2 million). They were sentenced to between three and seven years in prison.

As reported by participating States, other crimes are often charged in conjunction with THB, the most common being procuring, pimping and other forms of sexual exploitation. Other commonly reported charges included money laundering, violation of labour laws, irregular migration and child begging. Canada was able to provide specific figures on this issue, noting that in 1,708 police-reported incidents between 2009 to 2018 where THB was the most serious violation, 44

per cent involved at least one other violation (two-thirds of which were in relation to sexual services).

Countries also reported tracking data on THB crimes prosecuted under other or related charges. Austria also provided specific details, noting that at least 3,563 THB cases had been prosecuted in the period 2018–2020 under other crimes, of which 89 per cent were prosecuted for money laundering. Spain noted that its Center of Intelligence against Terrorism and Organized Crime collects detailed information on sexual exploitation and labour exploitation cases not charged as trafficking. This information covers the number of reports, the number of victims and the number of arrests. Switzerland reported 47 convictions in the period 2017–2019 under Criminal Code Article 195 (Encouraging Prostitution), with 321 victims receiving State support and 55 receiving compensation in the same period.

Thirty-five participating States provided information on investigations and prosecutions of THB cases in the period 2018–2020. Table 9 below contains data on total number of cases under investigation as reported by countries in the years 2018–2019 (the 2020 data set is incomplete). Eleven participating States reported that the number of investigations had gone up; these are marked in green. It is possible that this number may be higher, since several countries flagged delays in data processing that would be likely to affect 2019 figures.

By far the highest number of investigations was recorded by Romania (3,609 over the two years in question) and Türkiye (1,918 over the two years). Romania also highlighted that in a number of crimes initially investigated as THB, the perpetrators were eventually prosecuted for the offences of setting up an organized criminal group and pimping, the latter accounting for more than 20 per cent of cases initially investigated as THB. Only two other countries reported more than 500 cases in 2018–2019: Belgium (658) and Bulgaria (583).

It should be noted that there are clear differences in how participating States record and collect data.⁸⁶ In some instances, countries might record THB and smuggling of migrants investigations together making it challenging to specify the exact number of THB investigations undertaken. Further, the reported figures are frequently inconsistent with information available in other reports, such as the US Trafficking in Persons Report and the UNODC Global Report on Trafficking in Persons.⁸⁷ The figures should be treated as indicative and may include data for associated crimes, such as smuggling of migrants.

Table 9: THB investigations as reported by participating States 2018-2019

Participating State	THB investigations 2018	THB investigations 2019
Albania	71	81
Armenia	10	16
Austria	79	67
Azerbaijan	28	25
Belgium	341	317
BIH	41	38
Bulgaria	295	288
Croatia	13	8
Cyprus	22	14
Czech Republic	13	20
Denmark	1	14
Estonia	4	5
France	116	176
Georgia	21	21
Greece	28	26
Iceland	19	13
Kazakhstan	276	182
Latvia	4	3
Lithuania	54	46
Luxembourg	11	8
Moldova	110	92
Mongolia	11	10
Netherlands	215	206
North Macedonia	3	7
Norway	45	36
Portugal	57	81
Romania	1810	1799
Serbia	27	21
Slovakia	27	20
Slovenia	71	13
Sweden	193	188
Switzerland	85	99
Tajikistan	32	15
Türkiye	699	1219
Ukraine	168	233

Eighteen countries reported collecting data on the extent to which investigations and prosecution of THB target criminal networks or their major players, rather than low-level individuals, compared to 22 who do not (9 did not respond). Latvia, for example, noted that its Anti-Trafficking Unit uses the

86 See, for example, European Commission (2020), Data collection on trafficking in human beings in the EU, Luxembourg. Available at: https://ec.europa.eu/anti-trafficking/sites/antitraf-ficking/files/study_on_data_collection_on_trafficking_in_human_beings_in_the_eu.pdf

87 See: <https://www.state.gov/trafficking-in-persons-report/> and <https://www.unodc.org/unodc/data-and-analysis/glotip.html>

IBM I2 specialized software to analyse information obtained during investigations in order to identify and clarify the division of the roles of the participants within organized criminal groups (OCGs). North Macedonia reported that it has procedures in place to prioritize open investigations based on threat level as part of what it termed a proactive and offensive approach to organized crime.

In the United Kingdom, information is captured by Organised Crime Group Mapping (OCGM), which assigns a scoring matrix on the level of risk posed by each OCG. This may be supplemented by an arrest matrix, which assigns a value to the arrest of an individual based on the importance of the OCG and that individual within it.

Beyond this, details provided by countries on the roles of those being prosecuted for THB-related offences were somewhat limited. It appears many are able to provide information on the involvement of OCGs in THB cases, but not necessarily on the role of individuals within those groups. One caveat is that many countries did not respond to this question. Thus it may be that some respondents did not have access to or information about this somewhat technical aspect of the criminal justice response.⁸⁸ Respondents also noted that information was sometimes collected internally but not shared publicly.

Notwithstanding this caveat, the lack of detail in the responses suggests that some gaps may remain in this area. Two countries noted they even considered this information irrelevant, since investigations targeted all those involved. Yet without such information, it is difficult to assess whether high prosecution numbers reflect strong law enforcement practices, or the targeting of “low-hanging fruit” in the form of multiple small players. Taken together with the differences between investigations, data reported in the survey, and that reported in other publications, this suggests the need for more consistent and detailed data collection and reporting.

Barriers and challenges to effective investigation and prosecution

Twenty-five countries presented information on barriers and challenges to effective investigation and prosecution of THB cases. These responses highlighted a range of important issues. These issues most commonly related to (1) victim engagement with the criminal justice system, (2) international co-operation, and (3) various implications pertaining to the complexities of THB as a crime.

An underlying theme to the responses was that THB is both difficult and costly to investigate and prosecute effectively. Further, even when these efforts are successful, those eventually convicted may not receive punishments reflecting the severity of their crime. As a consequence, many stakeholders consider THB investigations to have a comparatively low return on investment compared to other crimes, which may be competing for limited criminal justice resources. The effect of court closure during COVID-19 pandemic restrictions was also noted. This has created backlogs in criminal justice systems overall, with consequent delays in THB cases.

Victim engagement with the criminal justice system

Eleven countries raised issues relating to the engagement of victims with the criminal justice system, noting continued reliance on victim testimony on the one hand, and reluctance of victims to co-operate on the other. The reasons for this reluctance include mistrust of authorities, the need in some jurisdictions to testify on multiple occasions, fear of retaliation against the victim and/or family members, and lack of protection from such retaliation. Even when victims initially agree to co-operate, these issues can lead to them withdrawing from the process or changing their testimony. Two countries also highlighted particular issues that arise when victims have family relations with the traffickers, including not just a reluctance to provide evidence, but in some cases legal restrictions on testimony.

Further, as highlighted in Section III.1 above, there are a range of other reasons why victims may not wish to come forward. Survey responses indicated that many victims and potential witnesses may have questionable immigration status, meaning that engagement with authorities commonly involves a mandatory return to their country of origin, either by assisted return or deportation.⁸⁹ Responses also highlighted that some victims continue to be prosecuted for criminal acts undertaken as a consequence of being trafficked, with the nature of the relationship with their traffickers not well understood.

One recent change that does reflect a better understanding of this relationship is a new Canadian evidentiary presumption, enacted in 2019, that allows prosecutors to prove an element of the main Criminal Code THB offences by showing that the accused was living with, or habitually in the presence of, an exploited person. This provision aims to assist prosecutors in holding offenders to account, particularly in the absence of victim testimony.

⁸⁸ As noted in the discussion about limitations to this survey in the Introduction, the context of the COVID-19 pandemic meant that not all respondents were able to consult large numbers of government agencies.

⁸⁹ Assisted return is sometimes referred to as assisted voluntary return, but this does not necessarily mean the victim had the choice to remain. It only means the victim is returned to their origin country through other means.

Respondents commonly cited proactive investigation techniques as crucial to complementing, or ideally avoiding, the need for victim evidence, but also often mentioned challenges in this regard. Four countries also noted a lack of parallel financial investigations (discussed in the next section). One respondent also highlighted procedural obstacles to acquiring key information for proactive investigation, in this case passenger data, due to data protection regulations.

International co-operation in THB cases

Twelve countries highlighted issues relating to international co-operation, commonly citing ineffective interaction between foreign law enforcement agencies, with slow and incomplete execution of inquiries and requests, particularly where bilateral agreements and processes do not exist. Responses also highlighted (1) slow pre-trial processes, (2) complications in locating and seeking evidence from witnesses and victims located in other countries, and (3) difficulties encountered in relation to differences in legal systems. Other issues identified with an international dimension included (4) problems of translation from less common languages, (5) difficulties involved in the extradition of suspects, and (6) the difficulty of proving THB intent in the place of exploitation when the victim was recruited in another country.

Complexities of THB as a crime

Survey responses highlighted a large number of issues that derive from the complexity of THB as a crime type. Five countries highlighted resource constraints, including a widening “digital divide” between OCGs and the police, and a comparatively low return for the investigative investment required on major THB cases compared to other crime types. The constantly evolving nature of trafficking further has implications in terms of the need for (1) legislation to keep up to date with both new forms and technological advances, and (2) counter-THB actors to understand new typologies in order to be able to promptly identify cases and patterns. Section V of this report discusses issues related to technology and THB in more detail.

Another consequence of the complexity of combating THB is the number of different actors involved and the need for co-operation between them. This is summarized in the following quote from the United Kingdom:

The THB threat is incredibly complex, requiring a sophisticated multi agency 4P response, to target offenders and safeguard victims. The sheer number of agencies involved brings with it its own difficulties. All will be motivated to tackle the (...) threat, but will do so from slightly different viewpoints, so ensuring a coherent and co-ordinated response is one of the biggest challenges.

Participating States also highlighted the need for greater engagement of labour inspectors, and front-line professionals, while also flagging differences in how different law enforcement bodies approach THB, even within the same country. In this regard, it is interesting to consider responses on capacity-building under Section VI. Many flagged efforts to develop more standardized training resources and programmes, as well as to make these available to a wider range of stakeholders.

Responses further suggested that some of the identified challenges can be at least partly addressed through legal frameworks. Sweden, for example, noted that it had strengthened THB provisions in 2018 with a clearer description of the offence, better protective provisions for children, and an increase in the severity of the range of punishments. Iceland has also begun work on updating the THB Article of its Penal Code in light of the ever-changing environment and opportunities for perpetrators, including in relation to technology (discussed in Section V).

Beyond this, the complexity of the THB issue and the related need for co-operation within and across agencies, as well as within and across borders, appears to reinforce the value of a specialist response. In the United Kingdom, for example, a recent review highlighted the inconsistency in THB response across various police forces, and found that those forces with dedicated modern slavery units outperformed those without.

Good examples in investigation and prosecuting THB

Despite the detailed list of challenges highlighted, 19 participating States provided examples of successful THB investigations. Encouragingly, in light of the above comments on international co-operation, the vast majority of these examples involved international co-operation, often involving multiple States both within and outside the OSCE.

Box 12 features a cross-section of examples that relate specifically to the targeting of criminal networks. Other successful examples cited in response to this question have been included throughout this paper according to the specifics of the individual case. Within the context of these examples, two particular points are worth noting. The first case involving Nigerian THB networks provides an example in which opportunities to intervene earlier in the THB process were not taken, when the victims came into contact with authorities in transit.

Second, the Latvia–United Kingdom case highlights the value of using other investigation techniques to complement victim testimony. The use of such techniques offers the opportunity to reduce, and ideally even eliminate, reliance on victim testimony.

Although not providing details on individual cases, Italy highlighted the collaboration between the National Anti-Mafia Directorate and the European Mission EUNAVFOR MED – Operation SOPHIA within the framework of an MoU signed in 2017 to improve knowledge about THB and migrant smuggling – which are often closely linked in the Mediterranean – for the benefit of investigative activity and identifying offenders. Collection and analysis of this data provided information such as main routes; common profiles of offenders and victims (age, nationality, etc.); key departure points for smugglers and traffickers; methods used for payment; and other crimes committed *en route* (such as homicide, torture and THB). This information has assisted in the preparation of precise proactive investigative strategies involving origin, transit and destination.

Box 12: Targeting of human trafficking networks

France – Belgium – UK – Nigeria

Authorities in France were able to take action against criminal groups in Nigeria operating across Europe. One group, “Authentic Sisters”, was organized by “mamas” who recruited victims from poor rural families and subjected them to juju witchcraft rituals before clandestine entry into Europe. The costs of these journeys added to their “debt”. This group is linked through husbands and companions to other groups, including “Eye”, believed to be a major criminal group in Nigeria. Thanks to protection and monitoring measures in France for more than 50 victims, 19 were prepared to provide evidence against their traffickers and 7 became a party to civil proceedings. This led to multiple convictions with penalties from 2 to 10 years, and fines between €10,000 and €50,000.

Belgium flagged several cases involving Nigerian victims with similar stories. A feature of these cases was that many of the victims had come into contact with authorities following arrival by sea, only to be taken from camps by THB network members. Law enforcement was able to use travel records as well as financial information and data extracted from phones, including in one case, images of child sexual abuse, to put together effective cases leading to conviction and some compensation.

The United Kingdom also mentioned a similar case. Acting on intelligence from German authorities and working closely with Nigeria counterparts, it uncovered a THB network that resulted in the first conviction of a British national under the Modern Slavery Act for offences committed overseas, with an original sentence of 14 years, and increased to 18 years on appeal.

Greece

In March 2019, the Organized Crime and Human Trafficking Sub-Directorate of the Attica Security Directorate successfully dismantled a criminal organization that systematically trafficked Greek and foreign women for economic and sexual exploitation through an “office” where erotic appointments were made. The case file included 26 people, of whom 15 were arrested, including the head of the criminal organization. The detainees were charged with offences including – on a case-by-case basis – establishing a criminal organization, THB, producing child sexual abuse material, pimping, perjury, violations of gun laws, and dealing in addictive substances. Greece also reported successful action against a multi-member criminal organization whose members trafficked women for the purpose of removing their ovicells, mediating the adoption of children and recruiting surrogate mothers, as well as another network exploiting child beggars.

Use of Joint Investigation Teams (JIT)

Cyprus – Bulgaria

In 2017, Cyprus and Bulgaria formed a JIT following a series of operational meetings relating to a case of THB for sexual exploitation. Simultaneous operations took place in Cyprus and Bulgaria, leading to the arrest of the head of an organized group and the identification of nine victims, one in Cyprus and eight in Bulgaria. On 26 March 2019, two traffickers were convicted.

Latvia – United Kingdom

Operation Doubrava was a complex investigation that commenced in 2012 after an eyewitness saw a bleeding man on the street in Derbyshire and called the police. It was established that the person was a possible victim of labour trafficking. The operation gained momentum in 2017, when operational information was received on recruitment and exploitation of Latvians in flower factories and dairy plants in Derbyshire.

The involvement of JITs, supported by central funding support, facilitated (1) the extradition of four organized crime group members; (2) increased intelligence and evidence capture, including evidential recovery from Latvia-based victims; and (3) witness/victim safeguarding and engagement whilst also (4) assisting in the trial preparation process; and (5) contributing to shared professional development and ongoing relationship development. Latvian police officers were also able to participate in victim interviews in the United Kingdom, providing both language assistance and reassurance to victims.

When the case went to trial in September 2018, this co-operation meant that victims were able to provide clear and credible testimony supported by other evidence, including CCTV footage of the defendants withdrawing money from ATMs that matched identical transactions on the victims’ accounts. The compelling nature of this evidence led to nine defendants pleading guilty to THB while the trial was still in progress.

Romania – Spain – Italy

These three countries worked together to dismantle an OCG that exploited Romanian victims through the “lover boy” method – deceiving victims with false romantic relationships and manipulating them through emotional blackmail and coercion until they were convinced that they could not live without their captor. The victims were taken to various destinations, including Austria, France, Germany, Italy, The Netherlands, Slovenia, Spain, Switzerland and the United Kingdom for the sole purpose of prostitution in clubs and private flats. Based on Spain’s report, 12 exploited women were identified and 16 suspects were arrested and charged with THB for the purpose of sexual exploitation, money laundering and membership in a criminal organization.

Romania added that in order to recover the assets produced in the present case, which were estimated at five million euro, confiscation measures were instituted on six villa-type buildings belonging to the members of the group, as well as on the bank accounts and luxury vehicles of criminal group members.⁹⁰

⁹⁰ Romania reported separately on two more JIT operations with the UK that targeted similar THB networks. Operations included parallel house searches in both countries, leading to a total of 34 arrests.

Discussion and recommendations

Participating States were extremely forthcoming on the challenges of investigating and effectively prosecuting THB cases. Three common themes were identified. The first, victim engagement with the criminal justice system, relates to both issues in identifying victims and their willingness to engage with the criminal justice process. The second concerns constraints on international co-operation, including slow processes for exchanging time-sensitive intelligence. The third theme concerns the complexities of THB as a crime and the implications in terms of the number of different actors involved. The increasing agility of many criminal groups with regard to using technology was also raised in this context.

At the same time, survey responses provided numerous examples of identified challenges being overcome, particularly in relation to international co-operation within and outside the OSCE region. These examples also highlighted the ability of OSCE participating States to target entire organized criminal networks. However, not all States were able to report on the value of individual prosecutions, that is, whether those being prosecuted had a significant role in their criminal network. This lessens the value somewhat of raw prosecution and conviction numbers. It is possible, for example, to bolster such numbers simply by redirecting efforts from major players in criminal networks to lower-level criminals who are more numerous, often easier to convict and easily replaceable within networks. More broadly, the fact that there are differences between the THB investigation and prosecution data reported in this survey and that reported in other publications points to the need for more consistent and detailed data collection and reporting. In particular, data on THB needs to be differentiated from data on the smuggling of migrants, an often related yet distinct crime.

In order to fulfil OSCE participating State commitments to fully implement relevant national legislation, there appear a number of imperatives arising from State responses. These are summarized in Table 10 as new recommendations on investigation and prosecution of THB cases.⁹¹

Table 10:
Recommendations on investigating and prosecuting THB cases and networks

Recommendations for participating States

Encourage victims to seek support and engage with the criminal justice system

Governments are encouraged to:

1. Ensure that their criminal justice systems apply victim-centred and trauma-informed approaches in the detection, investigation, prosecution and adjudication of THB cases, including application of non-punishment provision, victim-friendly court procedures and unconditional access to assistance and residence permits.
2. Reduce dependence on victim testimony through proactive and robust investigations and increased use of advanced investigation techniques, including those capitalizing on financial data analysis and availability of new technologies.⁹²

Increasing internal and international co-operation on investigating and prosecuting THB

Governments are encouraged to:

3. Develop and strengthen multi-agency co-operation frameworks to support co-ordinated action in the investigation and prosecution of THB cases and networks.
4. Explore opportunities for increased co-operation, particularly in regard to sharing operational intelligence, including through greater use of multilateral instruments, bilateral co-operation agreements, joint investigation teams and joint training programmes.

Addressing the complexities of THB as a crime type

Governments are encouraged to:

5. Strengthen data collection and analysis systems to ensure consistent and detailed information on action taken against traffickers, including on the extent to which this targets entire THB networks and high value individuals.
6. Increase specialization in the response to THB among criminal justice stakeholders, including through specialist law enforcement and prosecutorial units as appropriate.
7. Strengthen counter-THB training programmes throughout all levels of criminal justice systems, including the judiciary, through (1) standardizing training resources and programmes, (2) expanding their scope geographically and by sector by building them into institutional curricula and greater use of online approaches, and (3) ensuring that training is provided on a mandatory and regular basis.

Survey responses indicated that many States are already, at least to some extent, taking measures along these lines. They

⁹¹ Additional recommendations relating to THB victim engagement with criminal justice systems are included in the OSR/CTHB's report on the highlights of the 20th Conference of the Alliance against Trafficking in Persons. OSCE, 2020, Ending Impunity: Delivering Justice through Prosecuting Trafficking in Human Beings. Available at: https://www.osce.org/files/f/documents/0/6/470955_0.pdf

⁹² See also the recommendations in Section IV.

also highlight that constraints on further expansion is overwhelmingly one of resources – both in absolute terms, and when considering the “return on investment” in relation to other crime types, where convictions may be easier to secure and, in some cases, where there may be greater public prominence. The examples presented above highlight the need for States to (1) robustly invest in combating THB, and (2) find the appropriate balance between a rate of prosecutions that counters widespread impunity and the targeting of high-value/flagship cases to provide a genuine deterrent to organized criminal networks.

Against this reality, the value of targeting the often plentiful assets of trafficking networks takes on added significance as a contribution to balancing the cost-benefit equation for investigating THB and related crimes. This is the focus of the next section.

IV.2 Financial investigations and the targeting of trafficker assets⁹³

Trafficking in human beings is primarily a financially-motivated crime, generating an estimated US\$150 billion in profit every year.⁹⁴ Despite this, the 2016 Survey Report noted that most global efforts to stem THB were focused on the crime itself, not on the proceeds derived from and invested in THB. At the same time, the 2016 Report pointed to an increased focus on the use of financial investigation techniques and approaches, and cited examples where participating States had (1) identified THB through use of financial indicators, and (2) confiscated the assets of traffickers.

Further research by the OSR/CTHB confirmed that this increased focus was yielding positive outcomes, such as a rise in information sharing and enhanced reporting of suspicious financial activity. It also highlighted that the use of financial instruments, as well as engagement between the financial services industry, financial intelligence units and law enforcement, remained fragmented and was not yet realizing its full potential. In response, the OSR/CTHB produced the publication *Following the Money: Compendium of Resources and Step-by-Step Guide to Financial Investigations Related to Trafficking in Human Beings* in October 2019.⁹⁵ The compendium reviews and has synthesized 23 leading publications related to financial investigations and THB into a single standalone document, including a consolidated set of indicators. The accompanying step-by-step guide supports countries in building co-ordinated financial investigations on THB through 11 key steps divided into 3 categories – foundational, operational and communal.

In this document, the OSR/CTHB highlights the role that financial investigations can play across all areas of the THB response. For example:

1. Financial evidence can support prosecution by assisting in identifying THB, and corroborating victim testimony.
2. Financial seizures from human traffickers can be directed to victim compensation, as well as to support and recovery services, thereby contributing to victim protection and empowerment.

⁹³ Parts H and I in the survey questionnaire have been combined into this section of the report, given the strong linkages between financial investigations and targeting trafficking assets.

⁹⁴ See: http://www.ilo.org/rome/risorse-informative/comunicati-stampa/WCMS_243201/lang-en/index.htm

⁹⁵ See: <https://www.osce.org/secretariat/438323>

3. In turn, these actions can contribute to prevention by changing the risk–reward equation for traffickers, that is, increasing the risks and reducing the rewards.
4. Working together on financial investigations can also strengthen partnerships, both within and across organizations – notably in connecting THB investigators with financial investigators, financial intelligence units and the private financial sector.⁹⁶

In addition, financial investigations offer the opportunity to link together different parts of criminal networks by revealing the financial threads between different criminal activities (see Box 13), and between different groups or cells that might otherwise be operating independently.

Finally, emphasis on the financial benefits of the trafficking crime may help draw greater attention to higher-level members of THB networks, who generally stand to derive the most benefit from this crime.

This section discusses progress made by participating States in using such financial approaches, including tools available within the financial sphere to identify possible cases of trafficking and/or to hinder the operations of trafficking networks. The following section addresses the targeting of criminal groups assets. Taken together, these approaches and techniques complement the targeting of goods and services produced by trafficked persons to reduce the profits that represent the core motivation of traffickers worldwide.

The use of financial investigations in combating THB

OSCE recommended actions for participating States related to financial investigations include: (1) encouraging co-operation between law enforcement authorities, other relevant State structures and the private sector to combat THB-related money-laundering activities; (2) strengthening the capacity of anti-money-laundering authorities and other relevant structures to identify financial activities linked to THB; and (3) encouraging the private sector – including the banking sector, credit card companies, ICT companies and internet service providers – to contribute to the prevention of all forms of THB and the disruption of trafficking networks.⁹⁷

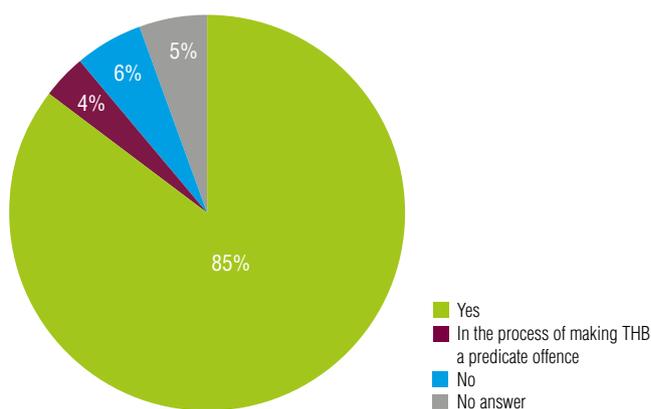
Box 13: Joining the dots through financial investigation

In the United Kingdom’s Operation Airbrush, financial information and online clues were used to identify a Chinese national linked to 446 different addresses used by OCGs involved in prostitution, cannabis farming and migrant smuggling. Many of these locations had been raided by police forces across the country and it was the financial information, revealing the payment of over £4 million in rent that enabled authorities to connect all of these activities. This neatly illustrates the point flagged above on the role of financial investigations in putting together criminal activities that might otherwise not appear linked.

When the perpetrator was arrested, the National Crime Agency (NCA) found a stash of 31 different false or fraudulent Chinese or Portuguese passports, along with numerous ID documents and £94,000 cash. In jailing the perpetrator for seven years and four months, the NCA caused significant disruption to a number of different organised crime groups by removing a key enabler.

On money laundering, at least 47 participating States (85 per cent) have THB as a predicate offence for money laundering, with two States stating that they are in the process of introducing THB as a predicate offence and just 3 stating that it is not (Figure 35). The responses are similar to those in the 2016 Survey Report and suggest that there is broad adoption of the commitment to target the proceeds of THB among participating States.

Figure 35: THB as a predicate offence for money laundering



A key part of targeting such proceeds is identifying suspicious transactions in financial systems. Red flag indicators are used by financial institutions to help identify suspicious

⁹⁶ Ibid.

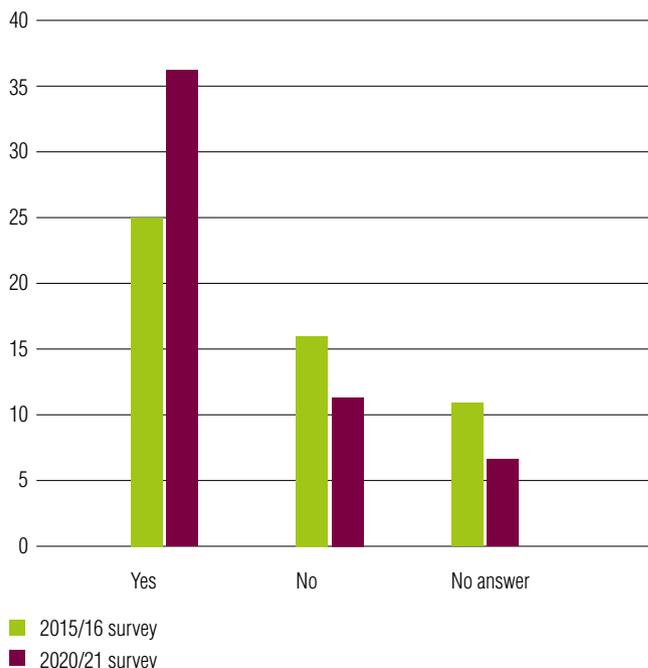
⁹⁷ Action Plan III.2.5, Addendum II.2.1, II.4.1, V.4, V.6.

transactions, which are then submitted to the appropriate authorities in the form of suspicious transaction reports (STRs). The OSR/CTHB's *Following the Money* publication contains a detailed list of possible financial indicators of THB activity, divided into three categories: behavioural, transactional, and know your customer.⁹⁸

As presented on Figure 36, 36 countries (65 per cent) reported that red flag indicators that can trigger suspicious transaction reports include indicators relating to THB/forced labour.⁹⁹ This represents a notable increase from 25 countries (48 per cent) in 2015/16. Further, the number of countries with no such indicators and no plans to introduce them fell from 16 to 7. This suggests that there has been progress in this area.

Further, one additional country reported plans to introduce such indicators, while others are strengthening what they have already. In Malta, for example, the Financial Intelligence Analysis Unit is working on a guidance document that will give an overview of what constitutes modern slavery and THB (including forced labour) and will contain a list of red flags. In Canada, the Financial Transactions and Reports Analysis Centre of Canada (FINTRAC) develops Operational Alerts that contain up-to-date indicators of suspicious financial transactions and high-risk factors related to new, re-emerging or particularly topical methods of money laundering and terrorist activity financing. In August 2019, FINTRAC published a revised Operational Alert designed to increase awareness of financial transaction patterns related to money laundering and THB in the sex trade.¹⁰⁰

Figure 36:
Red flag indicators to trigger suspicious transaction reports include THB/forced labour



At least ten OSCE participating States have launched investigations on trafficking/forced labour in the past three years based on suspicious transaction reports. This number may well be higher, since several countries noted that records are not available that would allow them to answer this question. Indeed, only three countries – Finland (two cases investigated in the last three years, one ongoing), Iceland (one case investigated in last three years, currently in the judicial process) and Ukraine (four cases investigated in last three years, all ongoing) – were able to provide a specific breakdown of THB investigations launched from STRs.

A case study provided by the United Kingdom provides an excellent study into how a well-integrated system can allow prompt and effective action against THB (Box 14). It not only shows the importance of STRs, but also of a supporting system to allow collation, classification and real-time access to the data, as well as the benefits of fast communication channels between different criminal jurisdictions.

98 See: <https://www.osce.org/secretariat/438323>

99 This includes 2015/16 responses from participating States not responding to the question in 2020/21.

100 This has been subsequently updated in July 2021. See: <https://www.fintrac-canafe.gc.ca/intel/operation/oai-hts-2021-eng>

Box 14: How an integrated response can add value to use of suspicious transaction reports

In the United Kingdom, banks and financial institutions are among those with a legal obligation to submit suspicious activity reports (SARs), also known as suspicious transaction reports (STRs), to the Serious Organised Crime Agency. The United Kingdom Financial Intelligence Unit (UKFIU) receives close to half a million such reports each year and these are entered into a database known as Elmer. In this example, use of such information allowed authorities to locate and rescue a THB victim just hours before she was to be transferred to a new venue.

A foreign national became a THB victim after being duped via a romance scam to travel to London. She managed to use her controller's phone to call the police in her home country. She informed them that she believed she was being held in South London and provided details about the "boyfriend" of the romance scam. The authorities contacted their police attaché, who immediately called the Modern Slavery Unit within the UK Metropolitan Police Service (MPS). The detective searched the Elmer database and identified a potential match for the "boyfriend" within payment details of an SAR relating to a different male.

The second male had suspected links to modern slavery due to spending patterns matching red flag indicators previously shared with the UKFIU by potential SARs. The officer identified and contacted the financial institution of the "boyfriend", who was able to provide a potential new address. Within two hours of the victim notifying her national police, MPS officers were able to visit this new address and bring the victim to safety. It further transpired that the victim had been due to be moved to another address that evening and that only the "fast time" support provided by the systems allowed the MPS to reach the victim.

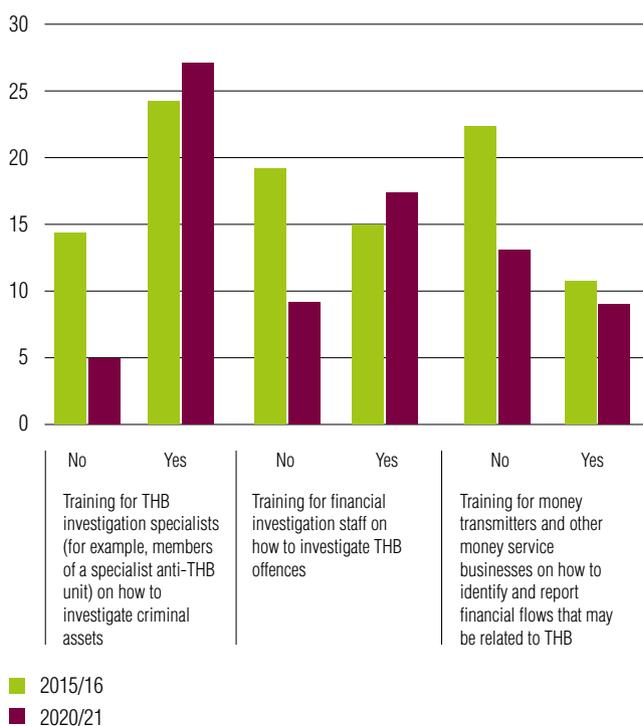
With respect to training, 28 countries reported training being provided for THB investigation specialists on how to investigate criminal assets, of which 25 had provided training since the beginning of 2019. This was an increase from 24 in 2015/16 and was matched by a drop in the number of countries that said they had never provided such training, from 14 to 5. Trends are, however, difficult to discern given the high number of non-responses to this question across both surveys (14 in 2015/16, 16 in 2020/21).

The situation is similar in relation to training for financial investigation staff on how to investigate THB offences (up from 15 to 18, with those reporting they had never received training down from 19 to 9). The question related to training for money remitters and other money service businesses on identifying and reporting financial flows related to THB had a particularly high non-response rate. This rose from an already high 20 in the 2016 Survey Report to 27, with drops in both the number of States reporting training and those reporting that no such training had taken place (Figure 37).

On training, Canada noted that the above-mentioned FINTRAC regularly offers presentations during THB Investigator courses at both the provincial and federal level. FINTRAC educates law enforcement officials about the value of financial

intelligence in identifying new information, unknown subjects and relationships, as well as corroborating information in THB investigations, thus furthering the understanding of the financial indicators often seen in such investigations.

Figure 37:
Types of financial investigation training – comparative figures



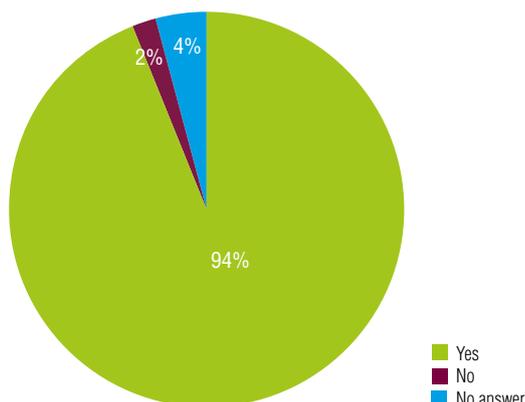
Targeting the assets of traffickers

Successful targeting of the assets of traffickers and trafficking networks has the dual benefit of (1) reducing the rewards available to criminal groups, and (2) providing funds that can potentially be used to compensate trafficked persons and support other anti-trafficking initiatives, including through the provision of strengthened resources for investigation and prosecution. As well as the use of confiscated assets to fund anti-THB activities, OSCE recommended actions for participating States related to the tracing and use of assets include considering legislative provisions and enhancing capacity for tracing, freezing and confiscating the proceeds of THB.

Almost all participating States (52, 94 per cent) have laws in place to provide for tracing, freezing and confiscating the proceeds of trafficking, with only one participating State responding that it did not (Figure 38). Additional information provided by respondents suggests that in some cases, such coverage is through general provisions rather than provisions specific to THB.¹⁰¹

¹⁰¹ Action Plan III.1.5 and V.6.2, Addendum II.2.1.

Figure 38:
Legal provisions for freezing and confiscating THB proceeds

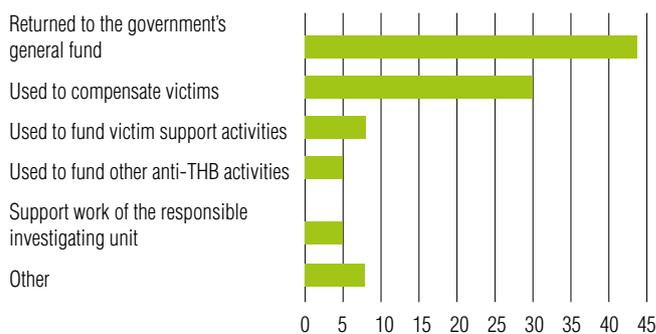


Of the 52 countries reporting laws in place, 44 stated that the laws specified how these confiscated assets were to be used. In all 44 cases, assets were to be returned in full or in part to the government's general fund, with 30 participating States also using funds to compensate victims.¹⁰² Much less common was the use of funds for victim support activities, to support the work of the responsible investigating unit, or to fund other counter-THB activities (Figure 39). While figures are somewhat higher than noted in the 2016 Survey Report, this appears to reflect an increase in available data, since there were only 35 responses to this question in 2015/16.

Just five countries reported allowing a proportion of the funds confiscated from traffickers to be used to support the work of investigating units. One of these, the United Kingdom, added that funds are distributed to law enforcement agencies. These may choose to reinvest in THB activities; most funds are invested in asset recovery capability. It is worth noting that this can be useful motivation for these units to devote resources to investigating the challenging crime of THB. This is highly relevant in light of the comments made by government respondents on resource constraints for targeting THB, particularly cases spanning more than one jurisdiction.

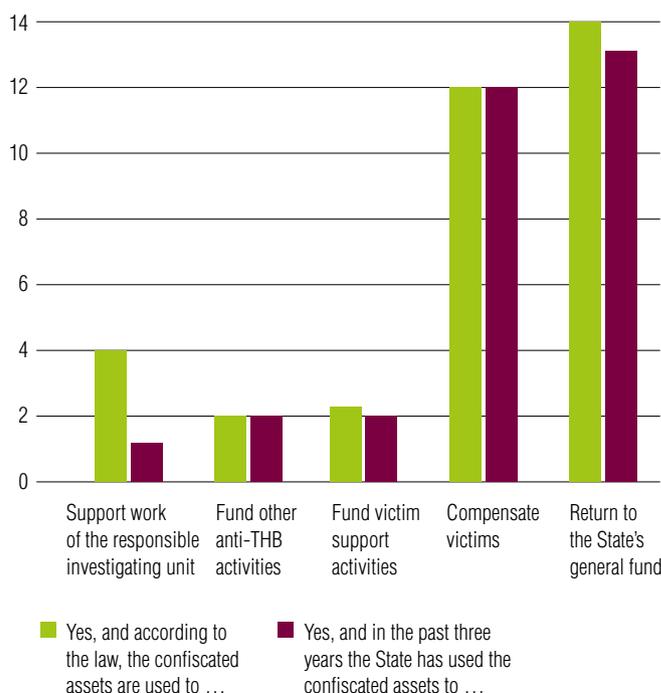
¹⁰² In addition, Cyprus noted plans to amend its Law on the Prevention and Suppression of Money Laundering to provide that any monetary sums or properties that are confiscated will be returned to the victims of the criminal offences related to the Confiscation Order (and not to the budget of the Ministry of Finance). The Netherlands also added a clarification that seized funds go first to the state treasury. The state treasury can be used for advanced compensation for victims, but appeals for compensation from perpetrators can also be made.

Figure 39:
Use of confiscated assets as specified by law



Just 19 countries reported cases in the past three years in which the State had confiscated the proceeds of THB and/or the assets of human traffickers (Figure 40). Of these, five were unable to provide additional details. Thirteen countries reported that confiscated proceeds were transferred to government funds, but in 11 cases some of these confiscated proceeds also went to victim compensation, some also to other areas, and in one case the funds went exclusively to compensate victims. This means that confiscated proceeds were shared beyond general government funds in 80 per cent of the countries. While this information should be treated carefully due to the small sample size, it appears to be a marked difference from 2015/16, when funds were shared beyond the State in only 61 per cent of cases.

Figure 40:
Use of confiscated assets in practice – last three years



Seven countries provided information about the confiscation of assets of traffickers, including Denmark (Box 11) and Albania, which detailed challenges in confiscating property assets when these are connected to property not subject to confiscation orders. Details from other responses are included in Box 15.

Box 15: Confiscating the assets of traffickers

Belgium

In a case tried by the French-speaking Criminal Court of Brussels in March 2018, an Albanian defendant was convicted of THB for the purpose of sexual exploitation of a young Albanian woman, as well as other offences. The court declared all the charges established. It sentenced the defendant to four years in prison and a EUR 6,000 fine. It pronounced the confiscation of assets equivalent to the sum of EUR 13,050 and granted the victim EUR 15,000 as compensation for both moral and material damages *ex aequo et bono*. This is a Latin term meaning “according to the right and good,” and refers to a court’s consideration of a dispute according to what is fair and just given the particular circumstances, rather than strictly according to the rule of law. The court also awarded the victim sums confiscated from the defendant, in application of Article 43bis of the Criminal Code.

Georgia

Georgia provided information on two cases in which confiscated assets were treated differently. In the first, two defendants were found guilty in 2018 of THB and 17,700 Georgian laris (about EUR 5,000) were seized from the flat of one defendant. This was equally distributed among three victims. In the second case in 2020, police were able to seize 303,000 Georgian laris (about EUR 85,000) worth of movable and immovable property from 21 people found guilty of THB. This money was transferred to the State.

Serbia

Serbia reported on a case in January 2020 in which a large number of assets were confiscated under the Law on Seizure and Confiscation of the Proceeds of Crime and based on the initiated parallel financial investigation for the criminal offence of THB. The assets included 12 apartments, a house and garage, surrounding land and three luxury vehicles.

Discussion and recommendations

It was noted in the 2016 Survey Report that the use of financial instruments is a comparatively new area of focus in the anti-trafficking field. This remains the case. Survey responses reinforce the findings of earlier OSR/CTHB work: on one hand, there is an increase in activity by participating States, with some strong examples of effective action, but on the other, that the use of financial instruments does not yet appear to be realizing its full potential. For example, although 85 per cent of responding States list THB as a predicate offence, only 18 countries were able to confirm that financial investigation staff received training on how to investigate THB offences.

The section below provides a summary of progress made on implementing recommendations from the 2016 Survey Report in the area of financial investigations related to THB and the targeting of trafficker assets. Each recommendation is listed and followed by a brief discussion on progress and an updated recommendation based on the survey findings. In light of the number of gaps in responses to this part of the survey, the recommendations include an increased focus on documentation of effective practices with a view to sharing these more widely.

Recommendation 1 (2015/2016):

For countries that have not already done so, consider making provision for the use of confiscated proceeds to fund compensation for trafficked persons, victim support and other anti-trafficking initiatives.

Progress since 2016:

The proportion of responding States that extend the use of confiscated proceeds of THB beyond returning these to a general government fund has remained fairly constant at around 70 per cent, with 14 of 44 responding States stating that all confiscated assets are referred to the general fund. While 12 of the 14 countries that provided details on asset confiscation in practice noted that some of these assets had been used to compensate victims, only one reported allocating funds to support the ongoing work of the investigative unit.

There appears room for greater use of confiscated THB assets in encouraging more effective responses to the crime. Specifically, greater allocation of confiscated assets could help to address two of the key themes emerging from this report: (1) limited access to compensation, resulting in limited incentives for victims to come forward and participate in justice processes, and (2) ongoing concerns regarding the investment of sizeable investigative resources in THB cases, including in relation to other crime types where successful outcomes might be more easily achieved.

Updated recommendation 1

Governments are encouraged to consider the greater use of proceeds and assets confiscated in THB and related cases to strengthen both victim support and action against perpetrators by (1) increasing compensation for victims or support to victim services, and (2) providing additional investigative resources.

Recommendation 2 (2015/2016)

Build on existing efforts to target the proceeds of trafficking and the assets of traffickers.

Progress since 2016

Survey responses suggest that there has been progress in implementing this somewhat broad recommendation, with ongoing efforts by participating States to target the proceeds of trafficking and the assets of traffickers. As noted, however, these efforts remain somewhat fragmentary. Rather than re-state the existing recommendation, which is largely covered by the other accompanying recommendations, a focus has been placed here on documenting success stories and key lessons in targeting the proceeds of THB and assets of traffickers and sharing these widely to encourage mutual learning among participating States.

Updated recommendation 2

Governments are encouraged to place increased emphasis on documenting and sharing success stories and key lessons in targeting the proceeds of THB and assets of traffickers to enhance adoption and implementation of such measures.

Recommendation 3 (2015/2016)

Increase training for relevant actors on the use of financial investigation techniques linked with THB related cases and, in particular, the exchange of positive examples within and across borders.

Progress since 2016

It is difficult to draw conclusions with regard to training due to the high number of non-responses. Available data show a small increase in training for (1) THB investigation specialists on how to investigate criminal assets, and (2) financial investigation staff on how to investigate THB offences. It also shows a small drop in training for money remitters and other financial service businesses on identifying and reporting financial flows that may be related to THB. Although this drop may be due to a low response rate (only 22 countries answered this question), there is certainly no suggestion of a significant increase in training. In light of this, the existing recommendation is re-emphasized. Further, a complementary recommendation has been added on the role of financial intelligence units (FIUs), which do not appear to be consistently engaged in the THB response.

Updated recommendation 3

Governments are encouraged to step up efforts to increase and document training for relevant actors on the use of financial investigation techniques linked to THB related cases and, in particular, the exchange of positive examples within and across borders.

New recommendation 3b

Governments are encouraged to ensure that the role of financial intelligence units is integrated into the national counter-THB response, including through recognition in national action plans, access to appropriate training, and close operational linkages with specialist THB staff.

Recommendation 4 (2015/2016)

Increase emphasis on co-operation with money transmitters and other money service businesses in order to identify and report financial flows that may be related to THB.

Progress since 2016

Survey responses did not shed any additional light on this point, beyond the above observation on training.

Updated recommendation 4

Governments are encouraged to establish partnerships between law enforcement and financial services industry such as banks and other financial services to strengthen assessment, identification and reporting of trafficking risks in financial systems, and improve the exchange of information between public and private entities.

Recommendation 5 (2015/2016)

Intensify measures to disrupt trafficking networks, including by means of financial investigations, investigations of money laundering connected to human trafficking, and the freezing or confiscation of the assets of human traffickers.

Progress since 2016

Overall, and as noted throughout this section, notable progress has been made in disrupting THB networks through financial investigations and targeting of assets, but this work remains fragmentary.

Recommendation 5 remains valid.

Section 5

Technology and Trafficking in Human Beings

Technology is playing an increasing role in both (1) facilitating trafficking in human beings (THB) and related forms of exploitation, and (2) providing additional tools for participating States and other counter-THB practitioners to combat these crimes. With this in mind, the OSR/CTHB added a new section to the 2020/21 survey to focus specifically on issues related to technology and THB.



The OSR/CTHB has been active in promoting understanding of the importance of technology in relation to THB. In 2019, the OSCE Alliance against Trafficking in Persons Conference organized by the OSR/CTHB was dedicated to the nexus between technology and trafficking. The goal of the conference was to improve understanding of how technology is being misused to facilitate trafficking so that better responses can be built, and to explore how technology can be developed, harmonized and deployed to help combat all forms of trafficking.¹⁰³ In 2020, the Office partnered with the private sector initiative Tech against Trafficking to publish a comprehensive analysis of the landscape of technology tools used to combat THB, including their source, purpose and audience, with a view to assisting participating States to engage strategically with such technology.¹⁰⁴ Finally, in 2022, the Office published a paper on policy responses to technology-facilitated trafficking that includes recommendations on what laws and policies governments should adopt to address this evolving challenge.¹⁰⁵

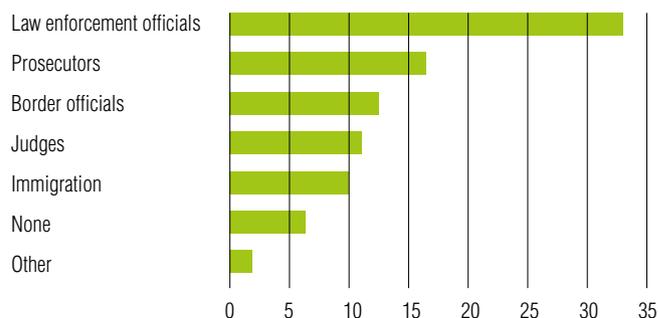
OSCE participating States have repeatedly expressed a strong commitment to using technology to combat THB.¹⁰⁶ OSCE Ministerial Council Decision 7/17 includes a number of specific measures related to technology. As well as calling for implementation of age verification technologies where not already in place, and promoting data sharing with INTERPOL's International Child Sexual Exploitation (ICSE) image database (see Section II), MC. Dec No. 7/17 encourages:

participating States to call on information and communication technologies and social media companies to prevent the distribution of and take down child sexual abuse content online, and to protect children by combating grooming by human traffickers online for all forms of child trafficking as well as other sexual exploitation of children, including through the development of new tools and technologies.

At least 31 countries reported providing some form of formalized training on the use of technology for THB, however this number may be higher, since 12 countries did not respond to the question. Just 6 countries stated they do not provide such training. As shown in Figure 41, training is most commonly

provided to law enforcement officials (28 countries), followed by prosecutors (16 countries). In addition to the listed categories, France noted that it provides training on the use of technology and THB to labour inspectors, and Finland reported providing such training to border guards.

Figure 41:
Provision of training on use of technology in relation to THB



In 27 cases, participating States reported police/law enforcement training curricula that address (1) technology used to facilitate or enable THB, and (2) the use of technology to combat THB. However, this training is not necessarily available to all law enforcement staff. Most commonly, it is available to anti-trafficking experts (20 countries); cybercrime experts (18); online child sexual exploitation experts (13); and organized crime experts (10). Only 5 participating States provide THB-related technology training for all of these groups.

Law enforcement authorities in 25 countries (71 per cent of question respondents, 51 per cent of survey respondents) have formal standard operating procedures (SOPs) or other guidance in place for proactively monitoring, detecting, investigating and disrupting THB that is facilitated by internet communication technology (ICT). These SOPs include:

- Conducting undercover operations online (16 countries);
- Using specific indicators of possible THB cases on online platforms (15);
- Analysis and management of reports received through hotlines for online child sexual abuse and exploitation (15);
- Mapping online platforms where the risk of THB is high (13);
- Use of specific technological tools to fight THB (12).

Examples of action taken by participating States in specific cases involving technology are provided in Box 16.

103 See: <https://www.osce.org/event/alliance19>

104 OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings and Tech against Trafficking, *Leveraging innovation to fight trafficking in human beings: A comprehensive analysis of technology tools* (Vienna, May 2020). Available at: www.osce.org/secretariat/455206 (accessed 8 Feb. 2021).

105 OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human, *Policy responses to technology-facilitated trafficking in human beings: Analysis of current approaches and considerations for moving forward* (Vienna, March 2022). Available at: <https://www.osce.org/cthb/514141> (accessed 13 Apr. 2022).

106 For example, the 2013 Addendum recommends "taking measures, where appropriate, to enhance capacities for monitoring, detecting, investigating and disrupting all forms of trafficking in human beings facilitated by ICTs, in particular by the internet, including trafficking for sexual exploitation".

Box 16: Targeting the misuse of technology for THB/CSE

Belarus

A criminal network encompassing Ukraine, Russia and Türkiye trafficked more than 100 young women from Belarus, Ukraine, Russia, and Kazakhstan to Türkiye for forced prostitution. Recruitment was carried out exclusively online with no face-to-face contact. Several websites were created for this purpose and instant messages were actively used. In Belarus, the primary trafficker received all her income through bank transfers. In 2017, she was convicted and criminal proceeds amounting to US\$ 360,000 were seized.

Moldova

Between 2016 and September 2017, an online offender recruited several female minors (12–15 years old) via social networks. After gaining their trust, he then contacted them through Chat applications (messaging and video) such as Viber, Skype, WhatsApp, etc., drawing them into obscene discussions and asking for intimate pictures. By threatening to disclose confidential information to family members, the offender induced the minors to take indecent photographs of themselves and to participate in online video sessions. The offender created fake users in social networks and if the children refused to continue participating in online video sessions, uploaded intimate photos obtained previously with the victim's phone number and an advertisement stating that the victim provided paid sexual services. When authorities apprehended the offender, they located the profiles of some 300 victims on digital devices, 8 of whom testified in court.¹⁰⁷

Serbia

Between February and August 2017, two Austrian and one Serbian citizen recruited children from the Roma population aged 11–16 and rented an apartment in a small town in the north of Serbia with an improvised photo studio. Using professional equipment, they photographed the underage girls and uploaded their photos and videos for pornographic purposes to the previously rented website www.jennyshome.tk, where the content was made available to users for a fee. The site falsely claimed that some of this fee would go to the victims to help them live a better life. The pornographic material was purchased by persons around the world, including Australia, Denmark, France, Spain, Switzerland, the United Kingdom and the United States. Serbian authorities were able to apprehend the perpetrators, who were convicted of THB and sentenced to imprisonment of between 5 and 12.5 years.

Georgia

Through its attaché at Europol, Georgia worked with Australia and the United States on two sexual abuse materials investigations, successfully prosecuting and convicting 23 people through these investigations. Notably, the traffickers offered money to parents in exchange for their children's participation in photo/video shooting and allowed them to be present at the scene during the filming.

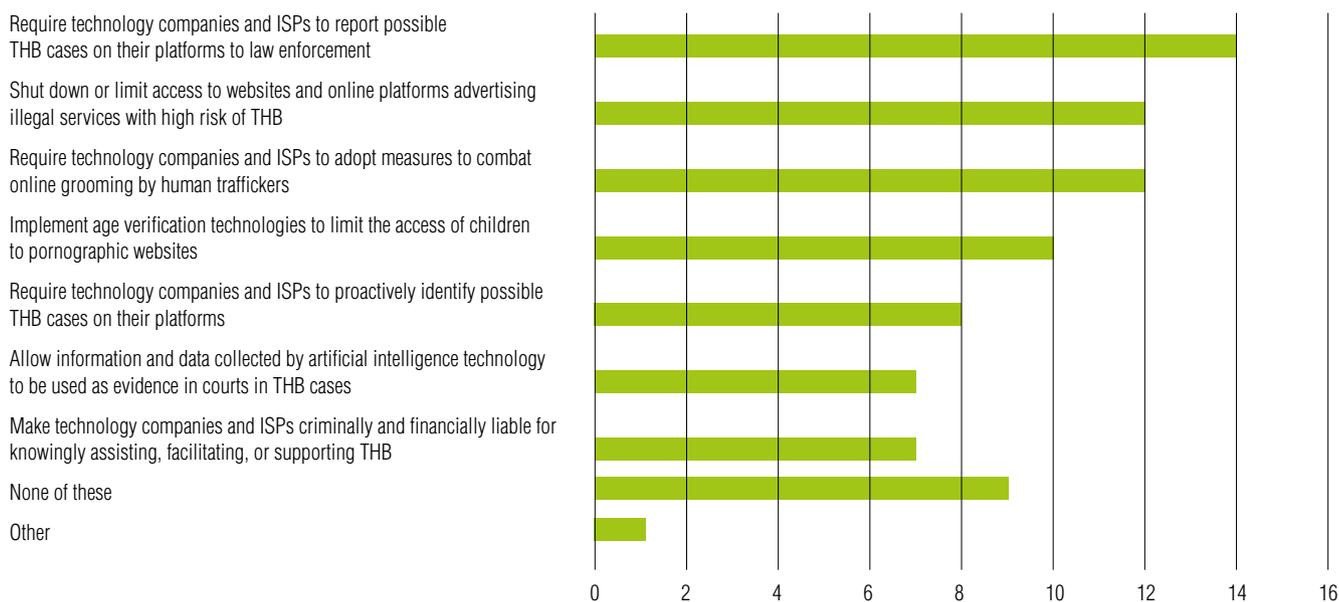
In terms of policies related to technology and THB (Figure 42), respondents commonly noted a requirement for technology companies and internet service providers (ISPs) to report THB cases taking place on their platforms (14 participating States). Twelve countries reported requiring these companies to adopt measures to combat grooming by human traffickers online. A similar number noted policies requiring websites and online platforms advertising illegal services associated with high risk of trafficking to be shut down or restricted (such as those advertising prostitution in countries where it is illegal, escort and massage services, etc.). Only seven countries (1) allow information and data collected by artificial intelligence technology to be used as evidence in courts in THB cases, or (2) make technology companies and ISPs criminally and financially liable for knowingly assisting, facilitating or supporting THB.

One of the countries reporting liability for ISPs was Switzerland, which specifically noted this has been done in connection with COVID-19 pandemic regulations. France enacted a new law in April 2016 that aims to increase detection of trafficking and procurement networks, including by compelling ISPs to report sites offering paid sex services. The United Kingdom is similarly working on new legislation that will hold technology companies and ISPs to account for a comprehensive set of online harms.¹⁰⁸ Authorities in the United Kingdom already use tools to collect and analyse data from adult service websites to assist in the identification of victims of THB. The United Kingdom has further developed lists of indicators to assist in this process, but has found that to ensure effectiveness, these need to be used in conjunction with network analysis and assessments of account authenticity. The United Kingdom has also developed guidance for investigators on how to utilize open source information effectively in conjunction with other more traditional investigative tools and forms of intelligence.

¹⁰⁷ No further details on the court case were available.

¹⁰⁸ This legislation is currently focused on terrorism and child sexual abuse, but some elements incorporate THB offences. More details are available at: <https://www.gov.uk/government/consultations/online-harms-white-paper>

Figure 42:
Adoption of policies on technology and THB



Survey responses to a series of other measures relating to THB and the use of technology can be found in Table 11. The majority of countries have national hotlines in place for reporting online child sexual abuse and exploitation. In addition, at least 23 countries have legislation that allows the use of specialized software to support the investigation of THB cases. This may be a conservative figure, since only 7 countries stated that they did not have such legislation and 19 countries did not provide a response. In fact, 24 countries responded that they used specialized software to collect and aggregate data and information from different online platforms associated with possible THB cases. Only 8 countries, however, reported a special task force or working group to address technology-facilitated/enabled THB. In at least 4 of these cases, the working group involved the participation of technology companies and/or ISPs. This includes the United Kingdom, which also noted that authorities have successfully engaged with various social media platforms, including Twitter, Snapchat and Facebook, on several THB cases.

Table 11:
Measures related to THB and use of technology

Measure	Yes	No	No response
National hotlines on online child sexual abuse and exploitation	39	3	7
Use of data scraping to aggregate information from different online platforms associated with possible THB cases	24	10	15
Legislation allows use of specialized software to support investigation of THB cases	23	7	19
Use of generic and specific indicators to flag possible THB cases facilitated by online platforms	19	15	15
Special task force or working group to address technology-facilitated/enabled human trafficking	8	26	15

Seventeen countries provided additional information on technology and THB, with six of these noting limitations such as (1) legal frameworks that are not fit for the purpose; (2) lack of up-to-date technology; and (3) limited capacity to use technology in THB and child sexual exploitation (CSE) investigations.

Seven countries referred to use of advanced technological skills to combat THB, including electronic surveillance, monitoring of online platforms, use of satellite data to track vulnerable populations and analysis of electronic devices seized from suspects. Cyprus, for example, reported that electronic devices confiscated from suspects were forensically examined to gain access to private communication data.

Belgium highlighted the importance of open-source investigation techniques, which involve the use of publicly available information, including information that is on the internet but not easily accessible. Germany, in conjunction with the NGO ECPAT has engaged IT forensics experts with the aim of upskilling law enforcement and public prosecutors in relation to new investigative techniques, including accessing the dark web to combat the online sexual exploitation of children.

France provided additional information on the establishment of an internet platform for reporting sexual and gender-based violence, as well as violence committed against children. This platform is accessible 24 hours a day, 7 days a week, and is monitored by police officers and gendarmes who have been specifically trained to listen and respond to victims of sexual and gender-based violence.

Similarly, Armenia noted that the police constantly monitor sites with the “.am” domain, as well as popular websites, social networks and blogs. Sites regarded as risky are constantly analysed to identify illegal content, including any related to the use of minors in pornographic images. In Malta, the police force has a cybercrime unit that serves as a “one-stop shop” to support investigators during criminal investigations in areas such as (1) preservation of online information, (2) technical enquiries with service providers, and (3) collection and analysis of digital devices. A dedicated team is being set up within this cybercrime unit to deal specifically with online child abuse and victim identification. Examples of how participating States have used technology in specific cases are provided in Box 17.

Box 17: Using technology to target THB

Use of satellite data in Greece

In partnership with the University of Nottingham, Greek authorities have implemented the “Satellite data and remote sensing methods” project, which aims to monitor the working conditions and mobility of agricultural migrant workers. Using satellite technology to identify migrant settlements, a decision model was developed to identify and prioritize areas at highest risk. Identifying these settlements from the ground would require driving through the entire region, which not only would be costly but also ineffective, since many settlements are not visible from the road.

Once areas of potential exploitation had been identified through satellite imagery, these settlements were investigated and verified. On the ground, the inspection teams collected data from each settlement using questionnaires to address all criteria required for the decision analysis model. The University considers this method successful for addressing labour exploitation in areas where strawberries are harvested. It has the potential for wider applicability.¹⁰⁹

Portugal's Acting against THB (ACT) app

Portugal's Observatory on THB, in co-operation with the NGO “Movimento Democrático de Mulheres” (MDM), developed the ACT smartphone App to support professionals in the identification and assistance to victims of THB within the framework of the National Referral System. The App can also be used as an information and reporting resource for the general public, students, and potential vulnerable groups. It is currently available in Portuguese, English and Spanish, with other languages planned for the second version.

Discussion and recommendations

Overall, responses in this section suggest that many participating States are still in the early stages of addressing the dual role that technology plays in (1) facilitating THB, and (2) taking action to prevent, detect and investigate THB. In particular, many of the questions generated a significant number of non-responses, while respondents generally also provided limited information in relation to requests for more detail.

Indeed, as noted by the OSR/CTHB, “while human traffickers are becoming more tech-savvy and are able to use technology successfully to their advantage, the same is not necessarily true of actors responsible for combating trafficking in human beings.”¹¹⁰ The OSCE further notes that to date, attention has tended to focus on investigating technology-enabled THB as a cybercrime. Less attention has been given to the potential ways technology can be used to combat THB.

¹⁰⁹ See: <https://www.nottingham.ac.uk/news/experts-tackle-modern-slavery-in-greek-strawberry-fields-using-satellite-technology-and-new-risk-model>

¹¹⁰ OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings and Tech against Trafficking, Leveraging innovation to fight trafficking in human beings: A comprehensive analysis of technology tools (Vienna, May 2020). Available at: www.osce.org/secretariat/455206 (accessed 8 Feb. 2021), p.7.

As suggested by the responses, the rapidly evolving technological environment presents particular challenges. These include ensuring that legislation is up to date in three areas. The first involves ensuring criminalization of and appropriate penalties for THB-related offences carried out through the use of technology, including where at least one of the three elements of the crime – act, means (for adult victims) and exploitative purpose – occurs virtually rather than face-to-face. The second involves the ability of law enforcement to use techniques enabled by new technology. This can range from something as straightforward as the admissibility of video evidence from a mobile phone camera, to the use of open source investigative techniques. The third refers to the role that technology companies have to play in ensuring that their platforms and resources are not being used to facilitate THB. Legislation can incentivize technology companies to undertake relevant measures, or can oblige companies to take specific steps vis-à-vis the use of their platforms for trafficking purposes.

Criminal networks can often be more agile in terms of obtaining and using new technology than government bodies, which might require not just the relevant equipment but the authorization to use it. Further, when recruitment and exploitation occurs online, this greatly expands the geographical reach of THB and child sexual exploitation, as well as the accessibility of potential victims. Thus greater international co-operation is required, which also involves added demands on time and financial resources.

In the absence of corresponding questions in the 2015/16 survey, there is no baseline against which responses on THB and technology can be compared. Based on the current responses, and supported by other work by the OSR/CTHB in this area, it does appear that attention is growing in the OSCE region to both the threats and the opportunities associated with technology in the field of THB and related forms of exploitation. At the same time, survey responses suggest that more work is required to bridge the gap between criminal networks and counter-THB actors in the acquisition and use of new technology, and further to ensure that, in particular, government structures and processes can remain flexible enough to respond promptly and effectively to new developments.

With these considerations in mind, there are seven recommendations to assist participating States in fulfilling commitments in relation to THB and technology, provided in Table 12.

Table 12:
Recommendations on responding to threats and opportunities provided by new technology in relation to THB and associated crimes

Recommendations for participating States

Legal and regulatory framework

Governments are encouraged to:

1. Adopt and implement policies and legislation that would curb the misuse of technology and incentivize the positive use of tech tools to combat human trafficking.¹¹¹
2. Ensure that the legal and regulatory framework supports fast effective action, including by technology companies, to (1) respond to new THB/CSE threats resulting from new technology, and (2) capitalize on opportunities in preventing, identifying and investigating THB/CSE, while upholding fundamental rights including privacy. This may include allowing information and data collected by artificial intelligence technology to be used as evidence in courts in human trafficking cases.

Capacity development

Governments are encouraged to:

3. Enhance capacity for monitoring, detecting, investigating and disrupting THB facilitated by technology, including by ensuring that responsible agencies have access to the latest available technology, equipment and training.
4. Strengthen interagency co-operation within and across borders including through:
 - a. sharing intelligence on technology-enabled THB/CSE;
 - b. sharing good examples of effective practice; and
 - c. where feasible, promoting exchange of promising technologies between States to ensure there are no safe havens for perpetrators.

Engagement with technology companies and tech-based solutions

Governments are encouraged to:

5. Ensure technology companies, internet service providers and social media companies take steps to combat all forms of online exploitation, including by:
 - a. proactively identifying possible THB cases on their platforms and resources and reporting any possible cases to law enforcement.
 - b. adopting measures to combat grooming by human traffickers online for all forms of child trafficking as well as other sexual exploitation of children.
 - c. implementing age verification technologies with a view to limiting the access of children to pornographic websites as well as the uploading of exploitative material featuring children.
6. Take stronger action against technology companies, internet service providers and social media companies that are unwilling or unable to co-operate with anti-THB/CSE action, including shutting down or limiting access to websites and online platforms advertising illegal services associated with high risk of trafficking (prostitution in countries where it is illegal, escort and massage services, etc.).
7. Support the effectiveness of technology-based solutions with accompanying evidence-informed policy, including through expanding their support for partnerships with tech companies on the greater use of existing technology-enabled solutions to THB and CSE in areas such as victim identification, as well as the development of new solutions where these do not already exist.

¹¹¹ OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human. Policy responses to technology-facilitated trafficking in human beings: Analysis of current approaches and considerations for moving forward (Vienna, March 2022). Available at: <https://www.osce.org/cthb/514141> (accessed 13 Apr. 2022).

Section 6

Training and Capacity-building

This section of the report incorporates new questions asked in the 2020/21 survey on training and capacity-building related to THB, as well as questions that were previously included under the victim identification section but cover a broader range of topics.

OSCE Ministerial Council Decisions highlight the importance of training and capacity-building measures in relation to all aspects of the THB response, including (1) the promotion of multi-agency, cross-sectorial and multinational capacity-building programmes that foster measures to prevent THB in all of its forms, with a particular focus on factors that make people vulnerable to trafficking; (2) training of first line responders for improved identification and referral of child victims of THB and sexual exploitation; and (3) specialized training on information and communications technologies for law enforcement and other relevant officials within and outside the criminal justice system.

OSCE recognizes that capacity-building has a number of dimensions, including individual (knowledge and skills), organizational (equipment, resources, standards, processes, etc.), systemic (laws and policies) and partnership (interagency collaboration and co-ordination). Survey questions in this section relating to capacity focused primarily on training at the individual level. The organizational and partnership aspects of capacity-building are discussed in relation to specific counter-THB activities throughout the paper.

Table 13:
Access to training on THB¹¹²

	Training through professional academies	Government-sponsored training		Training on trauma-informed approaches to support child victims
		More than once in past 12 months	Once in past 12 months	
Specialized CTHB police	22	23	15	16
Prosecutors	17	14	17	10
Judges	16	10	16	8
Non-specialized/front-line police	15	12	19	9
Investigators	15	14	19	10
Border control officers	13 (16)	15 (15)	15 (14)	4
Immigration officials	12 (15)	16 (10)	16 (10)	5
Customs officials	6 (5)	7 (3)	13 (4)	1
Labour inspectors	6 (6)	11 (8)	13 (15)	2
Public social service providers	5	5	19	4
Child protection authorities	5	9	12	6
Diplomatic/consular staff	5 (4)	9 (6)	12 (11)	1
Labour attachés	3 (2)	4 (1)	1 (2)	0
NGO staff	3 (8)	15 (11)	8 (9)	5
Medical practitioners	1 (2)	7 (3)	6 (5)	5
International organization staff	1 (3)	3 (2)	5 (6)	4
Tourism authorities	0 (0)	2 (2)	3 (2)	1
Trade Union staff	0	1	4	0
Flight attendants	0 (0)	0 (0)	4 (2)	1
Other staff of commercial carriers	0 (0)	0 (0)	1 (1)	0
Port authority staff	0 (0)	2 (1)	1 (0)	0
Hotel staff	0 (0)	1 (1)	2 (0)	1

¹¹² The numbers in parentheses are the comparative figures from the 2015/16 survey where these exist (not all categories were included in the previous survey).

As can be seen from Table 13, law enforcement officials appeared to have more access to training than other groups. However, this may reflect – at least in part – a lack of knowledge among responding departments about training for other groups. The figures are not directly comparable to the previous survey, particularly in the area of law enforcement, since the 2020/21 survey includes a number of new categories. Where it is possible to compare figures, the most notable change is in relation to customs officials, for whom 20 participating States reported at least one training event in the past 12 months. The table also includes a new category of training in trauma-informed approaches to support child victims. The figures for this type of training are lower than for more general THB training across all categories, suggesting that more attention might be needed for this specific and extremely important response area.

Although there does not appear to have been a significant increase in training opportunities for labour inspectors, Lithuania made special mention that its labour inspectors participate in professional training, usually organized by the Prosecutor General's Office. A newly established specialized expert group on the prevention of THB will contribute to capacity-building of the labour inspectors in the territorial divisions of the State Labour Inspectorate.

Broader training and capacity-building efforts

Responding countries outlined a number of steps taken to harmonize training activities, through a combination of multi-agency training and standardization of training resources.

Multi-agency training

A prominent theme from the respondent countries was the use of multi-agency training to ensure consistency of training and skills across and between groups, as well as to facilitate co-operation by promoting an understanding of each party's different role.

Twenty-five participating States reported various types of cross-disciplinary training, bringing together personnel from a broad spectrum of professional backgrounds, including law enforcement, judges, prosecutors, social workers, health workers and labour inspectors.

Both Ukraine and Montenegro reported receiving support from the OSCE on interagency training. Ukraine focused on co-operation between different components of the criminal justice system, and Montenegro included representatives of local government, health organizations, police, educators and NGOs. Ukraine further noted that a THB training and education plan for law enforcement is approved every year, in collaboration with the international partners OSCE and IOM.

Azerbaijan, Cyprus, Estonia, Hungary and Türkiye also reported on multi-agency training activities, with actors including, depending on the country, criminal justice officials, labour inspectors, asylum officials, child protection specialists, social workers, media representatives, NGO staff and religious leaders. Türkiye noted that training is split between individual sessions for each group and joint sessions that bring all participants together.

Six responding countries specifically reported engaging in collaborative cross-border training to learn good practices. Through identification of the countries named in the responses of these 6, it is apparent that at least 11 participating States participated in such cross-border trainings.

Standardization of training approaches and materials

As well as joint training, 14 responding states cited the use of standardized training programmes and resources to ensure consistency of approach across multiple disciplines and target groups. These included best practice manuals, toolkits for victim identification and online modules for persons likely to come into contact with trafficking victims.

Austria, for example, reported that its Federal Office for Immigration and Asylum and Ministry of Interior, in collaboration with IOM, had developed a common training programme around the identification and management of THB victims to ensure harmonization of training across disciplines. In Norway, the Co-ordinating Unit for Victims of Human Trafficking (KOM) has as one of its responsibilities the delivery of consistent and up to date training activities, and furthermore aims to harmonize knowledge and expertise about cross-cutting issues across sectors.

In Bulgaria, a standardized annual training program, carried out by the administration of the NCCTHB, spans multiple different agencies and vocations, including investigators, magistrates, social workers, employment agents, diplomats, consular officers and migration officials, to ensure the consistency of training and capacity-building. In Hungary, training recipients use the online platform EKAT for victim identification. This ensures consistency of approach and allows co-ordination between identification bodies and victim support services.

Belgium reported identifying inconsistencies in how different THB training courses were being run between different police units. Subsequently, a working group was set up to review and develop standardized training, while still allowing for some flexibility for training to be adapted to the specific missions and requirements of relevant units.

Innovations in training

Thirty-five participating States replied to the question on innovations in the area of training and capacity-building. More than half highlighted the use of online methods, often to overcome challenges related to the COVID-19 pandemic.

A number of benefits were noted with regard to online training. This includes the ability to standardize training content and approaches, such as through e-learning programmes. Austria, for example, noted that it is now looking at mixed-method approaches, with participants completing e-learning packages for basic knowledge before moving on to advanced training. Another advantage is cost effectiveness. This was highlighted by both Germany and Norway, with the latter noting that an e-learning approach was enabling it to expand THB training to all investigators throughout the country, not just those specializing in THB. Also in Norway, the annual KOM national THB seminar was run online for the first time, and in this way reached a broader audience than the traditional national seminars. Luxembourg was another to highlight the flexibility of online approaches.

Online training also makes it easier to bring together participants from different disciplines. This was highlighted by the United Kingdom, following the launch by the Home Office of an online training module for all first responders — defined as any entity authorized to refer a potential victim of modern slavery to the UK’s national referral mechanism. This was seen as a means for ensuring a consistent level of knowledge to enable more effective victim identification. Finland reported e-training videos and e-lectures being increasingly used as a training medium, not just for law enforcement officials, but also the general public. In 2020, in the context of the COVID-19 pandemic, e-lectures were made available to students in grades 7 to 12, for example. Estonia similarly reported using e-training videos on THB to reach school students.

Box 18: Innovations in THB training

Innovative products and services in training provided by the National Institute of Justice – Bulgaria

In 2018, Bulgaria’s National Institute of Justice (NIJ) developed an innovative educational technology based on electronic resources that can be integrated into all learning and extra-learning formats. The Institute’s training rules provide the necessary legal basis for deploying so-called “hybrid” educational formats that build upon skills and competences.

As an innovative methodological model, an electronic NIJ trainers’ community was established, involving 69 judicial trainers. The proposals made by participants in the e-community became the basis for both training curricula and electronic distance-held training of trainers, aimed at developing teaching skills and competences in an electronic environment.

Building on OSCE simulation-based training in France

In November 2016, the OSCE organized a first simulation-based training within the framework of the project “Combating Human Trafficking along Migration Routes” in Vicenza, Italy. During the five-day training, participants from law enforcement agencies, prosecution authorities, social service providers, labour inspections, civil society organizations and asylum agencies had the opportunity to practice a multi-disciplinary response to tackle complex cases of THB, a response that also ensured a victim-centred and human rights-based approach. Particular emphasis was given to the importance of a coherent and multi-agency response to THB, involving close co-ordination between relevant governmental and non-governmental organizations, to meet the multiple protection needs of victims and support law enforcement efforts.

France reported that it has subsequently developed its own version of this innovative inter-professional training. Participants are offered a scenario, drawing on real files, that includes identifying victims, sheltering them, the identification and then questioning of perpetrators. Each participant plays the same role they have in their professional life (magistrates, investigators, lawyers, social workers, etc.). In the interaction between the participants, the actions of one directly influence the decision-making of the other. North Macedonia also reported the use of simulation-based training on THB for the purposes of labour and sexual exploitation to enhance the capacity of specialized police units.¹¹³

113 See: <https://www.osce.org/cthb/431627>

Discussion and recommendations

The section below discusses progress made in the area of training and capacity-building since the 2015/16 survey. Although this is a new section of the survey, many of the issues raised relate to recommendations under part D of the previous survey. Progress against these recommendations is discussed here, followed by updated recommendations.

Recommendation 1 (2015/2016)

Consider the potential for increased use of e-learning tools for training key stakeholders in the identification of trafficked persons, including for those stakeholders that currently have limited access to training, such as (1) medical staff, and (2) tourism and transport staff.

Progress since 2016

Progress was noted in this area. Technology is playing an increasing role in the delivery of training, with the rise of e-training platforms and online training in general, driven in part at least by the COVID-19 pandemic. In the face of limitations placed by the pandemic on traditional training approaches, online forums have enabled training to continue, and given it a new degree of consistency and co-ordination.

Although initially a response to the pandemic, participating States have highlighted that e-training platforms and online training potentially offer major benefits in a number of ways. They enable standardized and quality-assured training at low cost. Online training can reach a far broader audience and number of trainees, and e-training platforms remove barriers to attendance associated with time, geography and cost. This is extremely relevant for actors for whom THB responses are not part of their core work, such as medical and tourism staff as highlighted in this recommendation.

While there clearly remain advantages to face-to-face training, especially for approaches such as simulation-based training, which was mentioned by several States, online approaches appear to offer a very efficient means for expanding the reach of training programmes. They also help standardize knowledge, which contributes to increased consistency in approaches between different actors and regions, as well as improved co-ordination. Recognizing this, the recommendation has been updated to include specific reference to public social service providers and child protection agencies. These crucial actors in supporting victim identification and protection processes often receive limited training.

Updated recommendation 1

Governments are encouraged to continue the expansion of online training approaches and use of e-learning tools for training key stakeholders in the response to trafficking in human beings to allow wider, more cost-effective coverage, including for those stakeholders who currently have limited access to training, such as (1) staff of public social service providers, (2) child protection agency personnel, (3) medical personnel, and (4) tourism and transport staff.

Recommendation 2 (2015/2016)

Continue conducting periodic training on the identification of trafficked persons for all relevant professionals throughout their careers. Training should be organized for, but not limited to, law enforcement officers, border guards, immigration officials, staff of refugee and detention centres for irregular migrants, prosecutors, judges, lawyers, labour inspectors, diplomatic and consular staff, social welfare officers, child protection officers and medical workers.

Progress since 2016

There appears to have been some progress in this area, with an ongoing commitment to improve consistency and standardization of training for victim identification across disciplines, including implementation of best practice manuals and toolkits. At the same time, as frequently noted throughout this report, gaps remain in the identification process. This suggests that there may be a need to take a broader perspective in terms of building identification capacity. This issue was discussed in more detail under Recommendation 3 in Section III.1 of this report. The above recommendation has been updated to reflect the importance of multi-agency engagement, and specifically refers to the role of educators.

Updated recommendation 2

Continue conducting periodic training on the identification and referral of trafficked persons for all relevant professionals throughout their careers. Training should target a multi-agency audience and be organized for, but not limited to, law enforcement officers, border guards, immigration officials, staff of refugee and detention centres for irregular migrants, prosecutors, judges, lawyers, labour inspectors, diplomatic and consular staff, social welfare officers, child protection officers, educators and medical workers.

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Appendix 1

Survey for participating States

Survey on the implementation of
the OSCE Action Plan to Combat
Trafficking in Human Beings (2003),
Addendum to the OSCE Action Plan
to Combat Trafficking in Human
Beings: One Decade Later (2013) and
Ministerial Council Decisions
(particularly 2016–2019)

Introduction

In line with MC.DEC/7/13, the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR/CTHB) is engaged in promoting the implementation of OSCE anti-trafficking commitments and in assisting participating States in their implementation upon request.

In 2015–2016, the OSR/CTHB conducted a survey to assess progress made in the OSCE region towards implementing the OSCE anti-trafficking commitments, as laid out in the OSCE Action Plan to Combat Trafficking in Human Beings (2003) and the Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings: One Decade Later (2013). The survey addressed gaps in knowledge regarding the status of human trafficking and national responses in the OSCE region in line with the OSR/CTHB's goal of promoting evidence-based policies and programmes.

This 2020 follow-up survey has been developed for the purpose of tracking progress made towards the implementation of CTHB commitments since 2015, with specific emphasis on recent MC Decisions (2016–2019). It has also been made to help OSCE develop recommendations with consideration to emerging opportunities, trends and challenges.

The results of the survey will be used to collate data on OSCE-wide progress on different aspects of the Action Plan and Addenda as well as MC Decisions, with a view to identifying both areas of strong progress and areas in which further attention may be required. The survey is designed to complement other data collection initiatives. With this in mind, unless an explicit objection is raised by a participating State when providing data to compile this survey, the data will be shared with other organizations to promote information exchange and collaboration, as well as to avoid duplication.¹¹⁴

For ease of reference, your government's response to the previous survey is attached, along with a document detailing changes that have occurred between the 2015 and 2020 surveys.

Thank you for taking the time to complete this important survey.

¹¹⁴ Specifically, this data exchange involves the Council of Europe (CoE) and the United Nations Office on Drugs and Crime (UNODC) and is covered by existing co-operation frameworks with OSCE. OSCE, CoE and UNODC will not use the information provided to assess the performance of individual participating States, nor to rank them. The person or agency providing data will not be identified.

Short Instructions

Please provide honest and complete answers so that your views and information can help provide a better understanding of the OSCE participating States' current responses to trafficking, their level of implementation, how they are operating, and how best to strengthen them.

If a question asks about an issue for which your country has no information, please select the "don't know" or "N/A" (Not applicable) option. If you have a comment or a question about the survey or would like to clarify or amend an answer in any way, we have included a space at the end of the survey where you can record additional thoughts or comments. Please add comments only where a text box is provided.

Please only submit responses in English or Russian.

You may provide attachments (in English or Russian) in order to supplement the information supplied, but these should not be used in place of answering the specific questions.

If possible, please provide your answers in MS Word format.

Please also ensure that data included in this survey contains neither references nor information that would infringe upon privacy or other legally protected rights.

If you have a comment or a question about the survey or would like to qualify an answer in any way, please contact the OSR/CTHB at info-cthb@osce.org.

Responses will be received until _____ TIME and _____ DATE.

Thank you for your participation!

Background Information

Please note: This background information is for OSCE follow-up only. The name of this person will not be disclosed to third-party organizations or appear in any reports produced on this survey.

1. Name of State body/agency responsible for co-ordinating and collecting responses to this survey.

2. Contact person for the State body/agency responsible for this questionnaire.

3. Name of government agencies contributing to the response to this questionnaire.

4. Name of civil society entities contributing to this questionnaire.

Section 1:

Prevention of Trafficking in Human Beings

This section addresses the prevention of trafficking in human beings. The section asks you about your country's efforts to respond to three forms of trafficking in human beings, specifically:

1. trafficking for the purpose of labour exploitation, including through labour recruitment practices, government procurement and supply chain regulation;
2. trafficking in children; and
3. general awareness and capacity building.

A. Identifying and addressing trafficking for labour exploitation

Labour recruitment for foreign nationals working in your country

A.1. Does your country have legislation, regulations¹¹⁵ or other policies that regulate the operation of labour recruitment and placement agencies?

Please select only one

- Yes
Please provide reference and date of introduction for these measures _____
- The country is in the process of introducing legislation, regulations or policies on labour recruitment and placement agencies.
- No

¹¹⁵ For example, in line with ILO C181, Private Employment Agencies Convention, 1997 or Article 19 of the DIRECTIVE 2014/36/EU OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 26 February 2014 on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers (Seasonal Workers Directive).

A.2. Which of the following requirements are included in your country's laws or policies that regulate labour recruitment and placement agencies?

Please select all that apply

- Require recruitment and placement agencies to:
 - register as a commercial business to operate in your country.
 - obtain a license from the relevant authority to operate in your country.
 - adhere to a code of conduct/practice.
 - be covered by a bilateral agreement between the sending country and your country.
 - have written agreements with workers to provide recruitment services
 - provide written contracts on working conditions to workers in a language that they understand.
- Prohibit recruitment and placement agencies from:
 - using sub-contracted brokers to recruit foreign workers.
 - withholding the travel documents of workers.
 - limiting the freedom of movement of migrant workers.
- Regulate recruitment fees through one or more of the following:
 - prohibiting recruitment and placement agencies from charging recruitment fees and related costs to workers (for the definition of recruitment fees and costs please refer to ILO "General principles and operational guidelines for fair recruitment and definition of recruitment fees and related costs"¹¹⁶).
 - limiting the level of fees that recruitment and placement agencies may charge workers.
Please state limit (e.g. up to one month's wages) _____
 - stipulating which recruitment fees and/or related costs (i.e. medical tests, transport, repatriation costs, etc.) should be borne by the employer alone.
Please list or attach specific fees or costs to be borne by employer _____

¹¹⁶ https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_536755.pdf.

- Allow foreign workers to change employers without requiring a new visa or work permit.

A.3. Does your country take measures to monitor or ensure compliance with legislation, regulations or other policies on labour recruitment and placement?

Please select only one

- Yes
If yes, which agency is responsible for monitoring/ensuring compliance with laws/regulations on labour recruitment and placement? _____
- No (Skip to A5)

A.4. Please describe the processes in place for monitoring or ensuring compliance with legislation, regulations or other policies on recruitment and placement agencies. Please include any penalties for violating these laws or regulations.

(max. 2000 characters)

Labour recruitment for your country's nationals working abroad

A.5. Does your country have legislation, regulations¹¹⁷ or other policies that regulate the operation of labour recruitment and placement agencies?

Please select only one

- Yes
Please provide reference and date of introduction for these measures _____
- The country is in the process of introducing legislation, regulations or policies on labour recruitment and placement agencies.
- No

A.6. Which of the following requirements are included in the laws or policies regulating labour recruitment and placement agencies?

Please select all that apply

- Require recruitment and placement agencies to:
 - register as a commercial business in order to operate in your country.
 - obtain a license from the relevant authority in order to operate in your country.
 - obtain approval from the relevant authority in your country to recruit nationals from your country.
 - adhere to a code of conduct/practice.
 - be covered by a bilateral agreement between the sending country and your country.
 - provide written contracts on working conditions to workers in a language that they understand.
 - provide written contracts on working conditions to workers prior to departure.
 - provide (or arrange) pre-departure orientation training for workers.
- Prohibit recruitment and placement agencies from:
 - using sub-contracted brokers to recruit foreign workers.
 - withholding the travel documents of workers.
 - limiting the freedom of movement of migrant workers.
- Regulate recruitment fees through one or more of the following:
 - prohibiting recruitment and placement agencies from charging recruitment fees and related costs to workers (for the definition of recruitment fees and costs please refer to ILO "General principles and operational guidelines for fair recruitment and definition of recruitment fees and related costs"¹¹⁸).
 - limiting the level of fees that recruitment and placement agencies may charge workers.
Please state limit (e.g. up to one month's wages) _____
 - stipulating which recruitment fees and/or related costs (i.e. medical tests, transport, repatriation costs, etc.) should be borne by the employer alone.
Please list or attach specific fees or costs to be borne by employer _____

¹¹⁷ For example, in line with ILO C181, Private Employment Agencies Convention, 1997 or Article 19 of the DIRECTIVE 2014/36/EU OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 26 February 2014 on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers (Seasonal Workers Directive).

¹¹⁸ https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_536755.pdf.

A.7. Does your country take measures to monitor or ensure compliance with legislation, regulations or other policies on labour recruitment and placement?

Please select only one

- Yes
If so, which agency is responsible for monitoring/ensuring compliance with laws/regulations on labour recruitment and placement? _____
- No (Skip to A9)

A.8. Please describe the processes in place for monitoring or ensuring compliance with legislation, regulations or other policies on recruitment and placement agencies. Please include a description of the penalties for violating these laws or regulations.

(max. 2000 characters)

Government procurement

A.9. Does your country have public procurement legislation, regulations or other policies to minimize the risk of purchasing products or services that there is reason to believe have been produced or provided by trafficked or exploited labour?

Please select only one

- Yes
Please provide reference and date of introduction for these measures _____
- The country is in the process of introducing legislation, regulations or policies on public procurement. (Skip to A11)
- No (Skip to A11)

A.10. Please identify which of the following processes are in place to monitor your country's public procurement policies.

Please select all that apply

My country requires ...	
a. Procurement processes include a review of blacklisted potential suppliers.	<input type="checkbox"/>
b. "Self-certification" by suppliers on labour conditions in their supply chain.	<input type="checkbox"/>
c. Suppliers have a code of conduct to uphold labour standards and address instances of exploitation.	<input type="checkbox"/>
d. Suppliers provide access to factory names and addresses in their supply chain.	<input type="checkbox"/>
e. Suppliers provide access to audits on working conditions conducted by contractors or subcontractors.	<input type="checkbox"/>
f. Other Please specify: _____	<input type="checkbox"/>

A.11. Which organization is responsible for monitoring adherence to these public procurement policies?

(max. 2000 characters)

A.12. Does your country produce a public report on the implementation of public procurement policies?

Please select only one

- Yes
Please provide a reference to the most recent copy of this report _____
- No

Supply chains/private sector

A.13. Has your country adopted legislation, regulations or policies that require businesses operating in its territory to report on measures they are undertaking to identify and eliminate trafficking in human beings or exploited labour from their supply chains?

Please select only one

- Yes
Please provide reference and date of introduction for these measures _____
- The country is in the process of introducing legislation, regulations or policies on supply chain measures.
- No

A.14. Do your country's legislation, regulations or other policies addressing trafficking in human beings or exploited labour in supply chains require companies to do any of the following?

Please select all that apply

- Report publicly on efforts to identify and address trafficking/forced labour in their supply chains.
- Take action in relation to any cases of trafficking/forced labour in their supply chain.
- Have policies and procedures in place to prevent all forms of human trafficking in its supply chain.
- Provide training to key staff, for example, staff responsible for procurement.
- Include clauses in their own procurement contracts specifically prohibiting the use of trafficked/forced labour.
- Verify that practices amounting to trafficking/forced labour are not present in their supply chains (for example, through independent audits).
- Other
Please specify: _____
- Don't know

A.15. Does your country take specific measures to monitor companies and ensure their compliance with legislation, regulations or other policies on addressing trafficking or exploited labour in supply chains?

Please select only one

- Yes
If so, which agency is responsible for monitoring companies and ensuring their compliance with laws or regulations on addressing trafficking or exploited labour in supply chains? _____
- No (Skip to B1)

A.16. Please describe any monitoring or enforcement of laws prohibiting the use of trafficked or exploited labour in supply chains that your country has in place. Please include any examples of cases where you have taken action against companies for violating these laws or regulations.

(max. 2000 characters)

A.17. Please describe any penalties that companies face for violating legislation, regulations or other policies prohibiting trafficking or exploited labour in their supply chains.

(max. 900 characters)

A.18. Please describe any other measures that your country takes to encourage the private sector to address human trafficking – such as through verification mechanisms, promoting codes of conduct or multi-stakeholder initiatives, capacity building and sharing good practices, or providing incentives for businesses to act with due diligence and transparency.

(max. 900 characters)

B. Measures to prevent and respond to trafficking in children¹¹⁹

B.1. Does your country have legislation, regulations or other policies in place for the prevention of child trafficking?

Please select only one

- Yes
Please provide reference and date of introduction for these measures _____
- The country is in the process of introducing new legislation, regulations or policies.
- No

B.2. Which of the following types of children at-risk are included in your country's child trafficking prevention legislation and policies?

Please select all that apply

- Unaccompanied or separated children
- Children seeking asylum
- Children in institutional care
- Children without citizenship
- Children without birth registration
- Children from minority groups
- Disabled children
- Street children
- Child beggars
- Missing children
- Runaway youth
- Other
Please specify: _____
- My country's child trafficking prevention legislation and policies do not mention any specific categories of specific children at-risk.
- Don't know

B.3. Are any of the following provisions specifically named in your country's legislation and policies that seek to prevent trafficking in children?

Please select all that apply

- Measures to ensure access to education and health care for vulnerable children, including minority groups.
- Measures to ensure access to education for children of migrant workers.
- Measures to prevent sexual exploitation of children associated with the tourism industry.
- Measures to ensure vulnerable children understand how to reduce the risk of being trafficked.
- Age-appropriate measures that take into account the respective gender-specific concerns of girls and boys to ensure vulnerable children understand how to seek help if they are at risk of being, or have been trafficked.
- Birth registration for all children born in my country (to help reduce vulnerability to trafficking).
- Other
Please specify: _____
- My country's laws and policies that seek to prevent child trafficking do not name any specific provisions.
- Don't know

¹¹⁹ "Child" shall mean any person under 18 years of age (UN Convention on the Rights of the Child, 1989). The word 'children' therefore refers to boys, girls, adolescents and young people under the age of 18.

B.4. Are any of the following provisions specifically named in your country's legislation and policies that seek to identify and respond to trafficking in children?

Please select all that apply

- Training for police who may come into contact with children trafficked and exploited in begging to ensure a prompt and appropriate response to their needs.
- Training for police who may come into contact with children trafficked and exploited for forced criminality to ensure a prompt and appropriate response to their needs.
- Appointment of a legal guardian for all unaccompanied children.
- Appointment of a legal guardian for children presumed to be victims of trafficking.
- Appointment of a legal guardian for children formally designated as victims of trafficking.
- Accommodation for child victims of trafficking that is child-friendly and separate from adult victims of trafficking.
- Support and services tailored to the child's age and level of maturity as well as consideration for the gender-specific concerns of girls and boys.
- Treatment in accordance with each child's best interests.
- Extra-territorial legislation for crimes involving child sexual exploitation.
- Register of convicted child sex offenders.
- Age verification technology to limit access of children to pornographic websites.
- Other
Please specify: _____
- My country's laws and policies that seek to identify and respond to child trafficking do not name any specific provisions.
- Don't know

B.5. Please outline the specific and practical measures that your country takes to prevent, identify, and respond to trafficking in children.

(max. 3500 characters)

B.6. Please outline the specific and practical measures that your country takes to ensure that all child victims of trafficking are treated in accordance with their best interests, taking into account gender specific concerns and fundamental freedoms of children.

(max. 2000 characters)

B.7. Does your country have access to global/regional databases on child sexual exploitation?

Please select only one

- Yes
Please provide details _____
- No

B.8. Does your country share data with the Interpol Child Sexual Exploitation image database or any other similar international/region database(s)?

Please select only one

- Yes
Please provide details _____
- No

B.9. Does your country have a national focal point to which enquiries can be directed by officials from other countries regarding child victims of trafficking, including those who have gone missing and/or whom they plan to repatriate to their country of origin?

Please select only one

- Yes
Please provide details on the national focal point

- No
- Does your country have plans to introduce it?

B.10. Please outline which of these measures your country takes to prevent and address child sexual exploitation.

Please select all that apply

- Requiring online platforms and tech companies to proactively identify and take down child sexual abuse content.
- Taking down or limiting access to website/online platforms which contain child sexual abuse material.
- Partnerships with civil society.
- Targeting nationals exploiting children abroad and collaborating with other jurisdictions.
- None of the above.

C. General awareness and capacity building

General awareness

C.1. Does your country have specific data on what makes people vulnerable to trafficking into and/or out of the countries?

Please select only one

- Yes
Please provide details of these factors and the methodology used to determine them _____
- No

C.2. Is data/feedback from victims used to inform prevention?

Please select only one

- Yes
Please provide details of these data/feedback _____
- No

C.3. Does your country have data on the level of awareness among the general population (or specific target populations) regarding:

Please select all that apply

- The nature of trafficking in human beings (THB).
- Risks of THB.
- How to protect oneself from THB.
- How to identify and report cases of THB.
- The possible presence of THB in products people buy:
If so, please provide details _____

C.4. Which of the following projects/activities are supported in your country?

Please select all that apply

- THB education in schools.
- Rights education in schools.
- Targeted prevention programmes for vulnerable populations/areas.
- Public awareness campaigns.

C.5. Does your country have examples of prevention programmes verified as successful in preventing THB?

Please select only one

- Yes
Please provide details of these programmes and the means of verification _____
- No

C.6. Does your country criminalize the use of services of victims of trafficking subject to sexual explanation?

Please select only one

- Yes
- No

C.7. Does your country have any legislative, educational or social measures which discourage the demand that fosters sexual exploitation that leads to trafficking?

Please select only one

- Yes
Please provide details _____
- No

C.8. Please rate the following

	Fully adequate	Very adequate	Enough adequate	A little adequate	Not at all adequate	Don't know/ NA
Availability of information on which to design effective prevention programmes	<input type="checkbox"/>					
Extent to which this information is used in prevention programme design	<input type="checkbox"/>					
Scope of awareness raising activities	<input type="checkbox"/>					
Effectiveness of awareness raising activities in increasing awareness	<input type="checkbox"/>					
Effectiveness of awareness raising activities in leading to effective action against THB	<input type="checkbox"/>					
Scope of other THB vulnerability reduction programmes (such as alternative livelihoods)	<input type="checkbox"/>					
Effectiveness of vulnerability reduction programmes in preventing THB	<input type="checkbox"/>					

If you wish to elaborate on any of your responses above, please do so here:

(max. 2000 characters)

Training and capacity building

C.9. Which of the following groups have access to the following training resources related to working with victims of human trafficking?

Please select all that apply

	Government-sponsored training		Training through professional academies	Training on trauma-informed approaches to support child victims	Don't know/ NA
	Once in past 12 months	More than once in past 12 months			
Specialized CTHB police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Non-specialized/front-line police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Investigators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Prosecutors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Judges	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Border control officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Immigration officials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Customs officials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public social service providers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Child protection authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour inspectors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour attachés	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Diplomatic/consular staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tourism authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Medical practitioners	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NGO staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
International organization staff (including humanitarian agencies)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trade union staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Flight attendants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other staff of commercial carriers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Port authority staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Hotel staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

C.10. Please outline any steps that your country has taken to harmonize training within and across the different target groups listed above.

(max. 2000 characters)

C.11. Please describe any innovations your country has implemented in the area of training and capacity building, such as the use of new technology.

(max. 2000 characters)

Section 2: Protection and Assistance for Victims of Trafficking

This section addresses protection and assistance for victims of trafficking (Section V of the Action Plan).

The section asks you about your country's efforts to support victims of trafficking through (1) prompt and accurate identification; (2) comprehensive victim support services; and (3) specific support for victims and related persons throughout the criminal justice process.

D. Prompt and accurate identification of victims

Victim identification processes

D.1. Does your country's legislation and/or policies contain specific criteria for identifying victims of trafficking?

Please select only one

- Yes
Please provide reference to the legislation or policy _____
- No

D.2. Does your country's legislation and/or policies contain provision for the category of presumed victim, allowing a victim to be provided with assistance without or prior to a formal determination?

Please select only one

- Yes
Please provide reference to the legislation or policy _____
- No

D.3. What are the grounds for victim status to be terminated?

Please select all that apply

- Victim status claimed improperly
- Victim's refusal to co-operate with the authorities
- Return to the country of origin
- Request of the victim
- Other
Please specify: _____
- My country does not specify grounds for victim status to be terminated
- Don't know

D.4. Do you have nationally recognized guidelines on victim identification and referral?

Please select only one

- Yes
Please provide reference and date of introduction for these measures _____
- The country is in the process of introducing guidelines on victim identification and referral.
- No

D.5. In your country, which groups are officially able to identify and refer victims of trafficking?

Please select all that apply

Referring agency/ personal	Identifies a person as a presumed victim of trafficking	Formally designates a person as a victim of trafficking	Refers victims to support services
Specialized CTHB police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Non-specialized/front-line police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Investigators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Prosecutors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Judges	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Border control officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Immigration officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Customs officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Social welfare agencies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour inspectors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour attachés	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Diplomatic/consular staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Medical practitioners	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
International organizations (including humanitarian agencies and staff)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Approved non-government organizations (e.g. NGOs who are part of the National Referral Mechanism)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other non-government or civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trade unions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other Please specify: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D.6. In your country, do non-governmental organizations (NGOs) or other civil society organizations (CSOs) have access to state facilities (including, for example, social service and immigration reception centres, prisons and detention facilities) and assist with the timely identification of victims of trafficking?

Please select only one

- Yes
- No (Skip to D8)

D.7. Please provide details on NGO/CSO access to State facilities to contribute to the identification of trafficked persons, including the names of the NGO/CSOs and the frequency of access allowed to these facilities.

(max. 2000 characters)

Victim identification practices

D.8. Does your country keep records on the number of cases of trafficking referred to services each year?

Please select only one

- Yes
- No (Skip to D13)

D.9. Which agency is responsible for collecting data on victims?

(max. 2000 characters)

D.10. Please provide the number of (1) presumed cases of human trafficking and (2) officially designated cases of human trafficking identified in the past three years.

Victims identified in last three years	2018		2019		2020 to date	
	National	Foreign	National	Foreign	National	Foreign
Presumed victims - total						
Presumed victims – adult female						
Presumed victims – adult male						
Presumed victims – child female (under 18)						
Presumed victims – child male (under 18)						
Not known						
Formally identified victims – total						
Formally identified victims – adult female						
Formally identified victims – adult male						
Formally identified victims – child female (under 18)						
Formally identified victims – child male (under 18)						
Not known						

D.11. Please provide the number of cases of trafficking identified by type of trafficking in the past three years

Victims identified in last three years	2018	2019	2020 to date
Total victims (presumed and formally identified) – total			
Trafficking for labour exploitation			
Trafficking for sexual exploitation			
Trafficking for domestic servitude			
Trafficking for forced criminality			
Trafficking for organ removal			
Trafficking for other purposes Please specify: _____			
Trafficking for more than one purpose			
Not available			

D.12. Please complete the following table on the number of the victims identified and referred through different means in your country over the past three years.

Means of Identification	Number of THB victims referred through this means (including presumed and formally identified)
Through hotline(s)	
Through screening in immigration detention centres	
During entry to country	
During exit from country	
By social services	
Through police intelligence, tip-offs	
By NGOs	
During health and safety inspections	
By medical professionals	
Walk-ins/self-identification	
Returned from another country	
Other Please add details _____	
Not known/not recorded	
Total	

D.13. Please rate how effective you find your country's processes for identifying cases of trafficking in the following groups of national victims (for EU countries, please include all EU nationals in this category).

Identification of ...	Fully effective	Very effective	Moderately effective	Slightly effective	Ineffective	Don't know/NA
Victims of trafficking for the purpose of sexual exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					
Victims of trafficking for the purpose of labour exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					

D.14. Please rate how effective you consider your country's processes for identifying cases of trafficking in the following groups of foreign victims.

Identification of ...	Fully effective	Very effective	Moderately effective	Slightly effective	Ineffective	Don't know/NA
Victims of trafficking for the purpose of sexual exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					
Victims of trafficking for the purpose of labour exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					

D.15. Please provide your view on the following statements concerning the identification of trafficked persons in your country.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know / NA
My country has clear criteria for the identification of trafficked persons	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Those people likely to come into contact with victims of trafficking are familiar with these criteria	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Front-line law enforcement officials (police, border and immigration officials) have the knowledge and skills necessary to identify possible victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other front-line respondents (e.g. social workers, medical practitioners) have the knowledge and skills necessary to identify possible victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My country regularly undertakes efforts to identify trafficked persons in places they are likely be found (e.g. immigration detention centres, sectors dominated by informal/migrant labour)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My country has a functioning hotline with staff trained to provide assistance to victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
This hotline is able to provide assistance in a language understood by the majority of foreign victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Victims of trafficking are aware that they have the right to assistance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Victims of trafficking are aware of realistic options/procedures for accessing assistance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Some victims choose not to come forward because they perceive that services are not suitable	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Some victims choose not to come forward because they do not wish to return to their own country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Some victims choose not to come forward because they do not wish to co-operate with law enforcement authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D.16. Please provide your view on the following statements concerning the identification of trafficked persons in your country.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know / NA
Helplines for victim reports rarely operate on a 24/7 basis	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The groups that are able to refer victims of trafficking to support measures are effectively/regularly trained	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Front-line law enforcement staff rarely adopt a proactive approach to detecting and identifying victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
There is a clear and systematic procedure aimed at identifying victims of trafficking among migrants and asylum seekers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My country trains all staff working with unaccompanied/separated children on human trafficking and how to provide specific assistance to child victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My country has child-specific victim identification procedures which involve child specialists	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
There is insufficient attention to trafficking for purposes other than sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D.17. Please elaborate on any specific gaps or weaknesses in victim identification processes in your country, including with regard to any areas not mentioned in D15 and D16. In particular, please highlight any possible barriers to victims coming forward (such as fear, stigma, reluctance to remain in a shelter or return home, etc.). If you do not consider that there are any gaps or weaknesses, please write “None”.

(max. 2500 characters)

D.18. What information do you have on the following emerging patterns, forms and flows of trafficking in human beings for which data is currently limited or not confirmed?

Please select all that apply

Trafficking for ...	No reports	Unconfirmed reports	Cases under investigation	Cases reaching the judicial process (including completed cases)	Don't know
Forced begging	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Forced criminality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Forced marriage for the purpose of labour/sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sham marriage (sham marriage involves a person being forced to marry a non-national in order for the latter to gain residency)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Child marriage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adoption for the purpose of labour/sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recruiting foreign fighters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recruiting children associated with armed forces and groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Claiming social benefits	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sexual exploitation in relation to sex tourism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pornography, use of live web cameras and live remote sexual abuse (including child abuse)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pregnant women being trafficked for the purpose of selling their new-borns	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trafficking for organ, human tissue or cell removal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People with developmental/physical disabilities targeted by traffickers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other emerging pattern(s) Please provide details _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D.19. What information does your country have on suspected or actual cases of trafficking in human beings for the purpose of organ removal?

Please select all that apply

- No information
- Unconfirmed reports number _____
- Cases currently under investigation number _____
- Cases in the judicial process number _____
- Completed cases ending in conviction number _____
- Completed cases – not ending in conviction number _____
- Don't know

D.20. What type of donor registration system exists in your country?

Please select only one

- My country has an opt-in donor registration system (that is, a person must actively give consent to donate their organs after death)
Which agency is responsible for maintaining this?

- My country has an opt-out donor registration system (a person is considered an organ donor unless (s)he specifically requests not to be a donor)
Which agency is responsible for maintaining this?

- My country does not have an organ donor system.
- Don't know

E. Victim support services

E.1. Of the total victims reported in question D10, how many have/had access to the following services?

Victim support services	Adult female		Adult male		Child female (under 18)		Child male (under 18)		Total victims	
	National	Foreign	National	Foreign	National	Foreign	National	Foreign	National	Foreign
Accommodation in specialized shelters for victims of trafficking (VOT)										
Accommodation in shelters not exclusively for VOT										
Medical assistance										
Psychological assistance										
Legal support (for example, to regularize status, obtain residence or work permit, or obtain documentation for stateless persons)										
Legal assistance to obtain compensation										
Education										
Training (vocational and business)										
Job placement										
(Re-)integration assistance										
Return assistance										
Individual risk and security assessment prior to return	■		■		■		■		■	
Individual risk and security assessment prior to possible family reunification	■	■	■	■						

E.2. How satisfactory do you find the quality of these services in addressing the needs of victims of THB?

	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/ NA
Accommodation in specialized shelters for VOT	<input type="checkbox"/>					
Accommodation in shelters not exclusively for VOT	<input type="checkbox"/>					
Medical and psychological assistance	<input type="checkbox"/>					
Legal support (for example, to regularize status, obtain residence or work permit, or obtain documentation for stateless persons)	<input type="checkbox"/>					
Legal assistance to obtain compensation	<input type="checkbox"/>					
Education	<input type="checkbox"/>					
Training (vocational and business)	<input type="checkbox"/>					
Job placement	<input type="checkbox"/>					
(Re-)integration assistance	<input type="checkbox"/>					
Return assistance	<input type="checkbox"/>					
Individual risk and security assessment prior to return	<input type="checkbox"/>					
Individual risk and security assessment prior to possible family reunification	<input type="checkbox"/>					

E.3. Please identify any key gaps in support services available to people who have experienced trafficking in your country (such as dissimilarities in the quality and standards of services in different areas of the country, lack of appropriate and secure accommodation for victims, weak co-operation between government authorities and NGOs in the assistance of victims, etc.).

(max. 2000 characters)

E.4. Please assess the quality of victim support services overall, in terms of addressing the needs of specific types of national victims of trafficking (for EU countries, please include all EU nationals in this answer).

	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/ NA
Victims of trafficking for the purpose of sexual exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					
Victims of trafficking for the purpose of labour exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					

E.5. Please assess the quality of victim support services overall, in terms of addressing the needs of specific types of foreign victims of THB.

	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/ NA
Victims of trafficking for the purpose of sexual exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					
Victims of trafficking for the purpose of labour exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					

E.6. Does your country have a procedure to identify/assess the individual needs of a victim of THB prior to offering non-emergency assistance?

Please select only one

- Yes
Please specify the agency responsible for the needs assessment _____
- No

E.7. Are there mechanisms in place in your country to collect feedback from victims of trafficking on the services provided to them?

Please select only one

- Yes
- No (Skip to F1)

E.8. Please list the mechanism in place to collect feedback from victims on the support services provided to them. Please describe how this feedback is used in developing future services, if applicable.

(max. 2000 characters)

F. Support for victims throughout the criminal justice process

Treatment of victims by criminal justice system

F.1. Does your country have a non-punishment provision in its relevant legislation? (A non-punishment provision prohibits imposing penalties on victims for their involvement in unlawful activities (such as migrating illegally, working without a work permit or involvement in prostitution) where they have been compelled to do so.

Please select only one

- Yes
- The country is in the process of introducing non-punishment provisions.
- No

F.2. Is the non-punishment principle:

Please select only one

- Implemented via a separate legal provision in the criminal legislation.
- Reliant on general criminal defences of duress and necessity.
- Taken into consideration in sentencing.
- Other
Please provide details _____

F.3. Which of the following protections are provided for by your country's legislation on cases of trafficking?

Please select all that apply

	Currently provided for by legislation	Planned to provide for in legislation	No plans to provide for in legislation
A reflection period to give the victim due time to decide whether or not to act as a witness How long is this reflection period? _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Issuance of residence permits for foreign victims during their stay in your country How long is the maximum permissible stay? _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Issuance of work permits to foreign victims during their stay in your country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provision of free legal counselling for victims when they are in the process of deciding whether or not to testify in court	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Appointment of victim/witness co-ordinator assigned to victim to ensure protection of their rights at all stages of the legal process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Permitting NGOs to support victims in court hearings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims through criminal proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims through civil proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims – from the State Does a specific State fund exist for this purpose? _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free legal aid for victims in seeking criminal compensation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free legal aid for victims in seeking civil compensation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Full costs of support services for victims to be met by the State	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Full range of support services provided to victims regardless of whether they choose to co-operate in criminal proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

F.4. Please assess the availability of the following provisions to victims of trafficking.

	Available to all victims	Available to most victims	Available to some victims	Available to few victims	Not available to victims	Don't know/NA
Non-punishment – not imposing penalties on victims for their involvement in unlawful activities, to the extent that they have been compelled to do so	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
A reflection period to give the victim due time to decide whether or not to act as a witness	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Issuance of residence permits for foreign victims during their stay in your country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Issuance of work permits to foreign victims during their stay in your country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provision of legal counselling for victims when they are in the process of deciding whether or not to testify in court	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Permitting NGOs to support victims in court hearings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims through criminal proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims through civil proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims – from the State	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free legal aid for victims in seeking criminal compensation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free legal aid for victims in seeking civil compensation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Full costs of support services for victims to be met by the State	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Full range of support services provided to victims regardless of whether they choose to co-operate in criminal proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

F.5. How are victims informed of the services and provisions listed in the preceding tables in F3 and F4?

(max. 1000 characters)

F.6. Where you have marked in question F3 and F4 that services and protections are not available to all victims, please identify any particular categories of victims that are being excluded (e.g. foreign victims, male victims, minors) and the reasons behind these exclusions (e.g., legislative gaps, resource limitations, access issues).

(max. 1500 characters)

Access to redress for victims of trafficking for labour exploitation

F.7. How can victims of trafficking for labour exploitation seek civil redress in your country?

Please select all that apply

Form of civil redress	Available to ...		
	National victims of trafficking for labour exploitation	Foreign victims of trafficking for labour exploitation (still in the country)	Foreign victims of trafficking for labour exploitation who have already left the country (including through deportation)
Legal provision for victims of trafficking for labour exploitation to seek civil redress	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour tribunals that provide access to remedies for victims of trafficking for labour exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Government-funded legal services to support victims of trafficking for labour exploitation to seek civil redress	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

F.8. Are there cases of trafficking for labour exploitation that have received compensation – either from employers or your country – for unpaid wages?

Please select only one

- Yes
 No (Skip to F11)

F.9. Please provide information on compensation payments to victims of trafficking for labour exploitation for unpaid wages in the past three years.

Number of cases where compensation was sought for wages lost by victims of trafficking for labour exploitation	
Number of these cases that have been concluded through trial	
Number of these cases that have been concluded through settlement	
Number of cases in which compensation was received	
Number of cases in which compensation was paid entirely by government	
Number of cases in which compensation was paid entirely by employers	
Number of cases in which compensation was paid by both government and employers	
Total number of workers who received compensation	
Total compensation received by workers/trafficked persons	

F.10. Please provide up to three examples where compensation was sought by victims of trafficking for labour exploitation. Please include information about any compensation that was awarded.

(max. 2000 characters)

Security of victims of trafficking and related persons

F.11. Which procedures does your country have in place to protect witnesses and victims when they go to court?

Please select all that apply

Use of video links	<input type="checkbox"/>
Privacy screens	<input type="checkbox"/>
Special waiting rooms for victims/witnesses who feel vulnerable when waiting to go into the court room	<input type="checkbox"/>
A support person is permitted to sit beside the victim in court while they give evidence	<input type="checkbox"/>
The victim is accompanied to and from their place of residence for all legal proceedings	<input type="checkbox"/>
Secure entrances to court rooms	<input type="checkbox"/>
The court room can be closed to the public while the victim gives evidence	<input type="checkbox"/>
Dedicated child-friendly interview premises	<input type="checkbox"/>
Use of video recording of statements for children	<input type="checkbox"/>
Other Please specify: _____	<input type="checkbox"/>

F.12. Which procedures does your country have in place to protect witnesses and victims from intimidation and threats outside of court?

Please select all that apply

Witness protection (e.g. in travelling to and from court)	<input type="checkbox"/>
Provision for victim relocation	<input type="checkbox"/>
Safe houses	<input type="checkbox"/>
Bodyguards/security	<input type="checkbox"/>
Protection for family members	<input type="checkbox"/>
Avoidance of identifying information for victims/witness on official documents (such as through use of initials, redaction from indictments)	<input type="checkbox"/>
Other Please specify: _____	<input type="checkbox"/>

F.13. How satisfactory do you think these protection mechanisms are?

Mechanisms to ensure ...	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/NA
Victims are not intimidated inside the court	<input type="checkbox"/>					
Witnesses are not intimidated inside the court	<input type="checkbox"/>					
Victims are not intimidated outside the court	<input type="checkbox"/>					
Witnesses are not intimidated outside the court	<input type="checkbox"/>					
Family members are not intimidated	<input type="checkbox"/>					

Section 3: Investigation, Law Enforcement and Prosecution

This section addresses investigation, law enforcement and prosecution of cases of human trafficking.

The section asks you about your country's use of financial instruments to combat human traffickers through (1) targeting the assets of traffickers; and (2) conducting financial investigations.

G. Investigation, law enforcement and prosecution

G.1. Does your country collect data on THB prosecutions and convictions?

Please select only one

- Yes
- No (Skip to G3)

G.2. Please complete the following table on human trafficking cases

THB Investigations	2020 to date	2019	2018
Total cases investigated			
Cases currently under investigation			
Cases in the judicial process			
Completed cases ending in initial conviction			
Convicted cases in which a prison term was involved			
Completed cases not ending in conviction			

G.3. Does your country collect data on human trafficking crimes that have been prosecuted under non-trafficking legislation (e.g. forced labour, pimping or promoting prostitution, money laundering)?

Please select only one

- Yes
Please provide details of how this data is collected and any available numbers for the last three years _____
- No

G.4 Does your country collect data on the extent to which investigations and prosecution of human trafficking are targeting criminal networks or their major players, rather than low-level individuals (e.g. through an arrest matrix that details the significance of the arrested person)?

Please select only one

- Yes
Please provide details _____
- No

G.5 Please elaborate on any specific barriers or challenges that your country faces to effective investigation and prosecution of human traffickers and human trafficking networks. If you do not consider that there are any, please write "None".

(max. 2000 characters)

G.6. Does your country have any examples of successful targeting of human trafficking (and/or child sexual exploitation) networks that you would like to highlight as a potential example for other countries?

Please select only one

- Yes
- No (Skip to section H)

G.7. Please provide details of up to three examples of successful targeting of human trafficking (and/or child sexual exploitation) networks that could serve as an example to other countries.

(This question is optional)

H. Targeting the assets of traffickers

H.1. In your country, is trafficking in human beings a predicate offence for money laundering?

Please select only one

- Yes
- The country is in the process of introducing a predicate offence for money laundering.
- No

H.2. Do your country's laws and bylaws provide for tracing, freezing and confiscation of proceeds of THB?

Please select only one

- Yes
Please provide reference and date of introduction for these measures _____
(Skip to H4)
- No

H.3. Does your country have plans to introduce/modify laws to provide for tracing, freezing and confiscation of proceeds of THB?

Please select only one

- My country is currently in the process of finalizing legal changes to provide for tracing, freezing and confiscation of proceeds of THB.
Please state expected date of completion _____
- My country is currently in the process of developing legal changes to provide for tracing, freezing and confiscation of proceeds of THB.
Please state expected date of completion _____
- My country has plans to develop legal changes to provide for tracing, freezing and confiscation of proceeds of THB but has not yet started to implement these plans.
- My country currently has no plans to develop legal changes to provide for tracing, freezing and confiscation of proceeds of THB. (Skip to section I)

H.4. Does your country's legislation covering tracing, freezing and confiscation of proceeds of THB specify how confiscated assets are to be used?

Please select only one

- Yes
- No (Skip to H6)

H.5. According to the law, how are confiscated assets to be used?

Please select all that apply

Returned to the government's general fund	<input type="checkbox"/>
Used to compensate victims	<input type="checkbox"/>
Used to fund victim support activities	<input type="checkbox"/>
Used to fund other anti-THB activities	<input type="checkbox"/>
Used to support the work of the investigating unit responsible for the case	<input type="checkbox"/>
Other Please specify: _____	<input type="checkbox"/>

H.6. Have there been any cases in the past three years where the State has confiscated the proceeds of human trafficking and/or the assets of human traffickers?

Please select only one

- Yes
- No (Skip to section I)

Please specify the number of cases in the past three years where the State has confiscated the profits or assets of human traffickers.

Number _____

H.7. Please specify, in local currency the total amount of assets confiscated.

Currency _____

Amount _____

H.8. For what purposes have the confiscated assets been used?

Please select all that apply

- Returned to government's general fund
Percentage, if available _____
- Used to compensate victims
Percentage, if available _____
- Used to fund victim support activities
Percentage, if available _____
- Used to fund other anti-THB activities
Percentage, if available _____
- Used to support the work of the investigating unit responsible for the case
Percentage, if available _____
- Other
Please specify: _____
Percentage, if available _____

H.9. In addition to the information provided under questions H6–H8, have there been any other cases in the past three years where the State has seized (but not yet confiscated) the proceeds of human trafficking and/or the assets of human traffickers?

Please select only one

- Yes
- No (Skip to section I)

Please specify the number of cases in the past three years where the State has seized (but not yet confiscated) the profits or assets of human traffickers.

Number _____

H.10. Please specify, in local currency the total amount of assets seized.

Currency _____
Amount _____

H.11. Please provide up to three THB case examples involving seizure or confiscation of assets (This question is optional).

(max. 2000 characters)

I. Financial investigations

I.1. Does the list of red flag indicators that can trigger suspicious transaction reports¹²⁰ in your country include indicators relating to trafficking/forced labour?

(Examples of such red flag indicators might include¹²¹:

- Where financial turnover of a company is incommensurate with its commercial turnover.
- Migrant workers transferring small sums to relatives and exchanging large sums in cash (indicating potential payments to traffickers).
- A common mobile number, a common address and/or common employment references are used to open multiple accounts in different names).

Please select only one

- Yes
- The country is in the process of introducing red flag indicators.
- No

I.2. Which of the following types of financial investigation training have been provided in your country?

Type of training	At least once since 1 January 2019	Prior to 1 January 2019 only	Never
Training for THB investigation specialists (for example, members of a specialist anti-THB unit) on how to investigate criminal assets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Training for financial investigation staff on how to investigate THB offences	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Training for money transmitters and other money service businesses (commonly used to transfer proceeds of THB) on how to identify and report financial flows that may be related to THB	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

¹²⁰ Suspicious transaction reports (STRs) are reports on suspicious financial transactions aimed at identifying the laundering of the proceeds of crime.

¹²¹ These examples are drawn from a more detailed list contained in Annex B of the report of the Financial Action Task Force, 2011. Money Laundering Risks Arising from Trafficking in Human Beings and Smuggling of Migrants, FATF Report (July 2011). Accessible at: <http://www.fatf-gafi.org/media/fatf/documents/reports/Trafficking%20in%20Human%20Beings%20and%20Smuggling%20of%20Migrants.pdf>.

I.3. In the past three years, has your country launched any investigations on trafficking/forced labour based on suspicious transaction reports?

Please select only one

- Yes
- No (Skip to section J)

I.4. Please complete the following table on suspicious transaction reports.¹²²

THB investigations based on suspicious transaction reports	Number
Total cases investigated in past three years	
Cases currently under investigation	
Cases in the judicial process	
Cases in which an initial conviction is currently under appeal	
Completed cases ending in conviction	
Completed cases not ending in conviction	

I.5. Please provide up to three case examples of THB investigations based on suspicious transaction reports.¹²³

(max. 3000 characters)

J. Technology and trafficking in human beings

J.1. Does the training curriculum of the police/law enforcement academies in your country include training on how to (1) address technology facilitated/enabled trafficking, and (2) use technology to combat trafficking (not training on cybercrime).

- Yes, the training is provided for:
 - Anti-trafficking experts
 - Cybercrime experts
 - Online child sexual exploitation experts
 - Organized crime experts
 - Other
 Please specify: _____
- No

J.2. Do law enforcement authorities in your county have formal standard operating procedures (SOPs) or other guidance on proactive monitoring, detecting, investigating and disrupting trafficking in human beings facilitated by internet communication technology (ICT)? (The question is not limited to online child sexual abuse and exploitation, but refers broadly to different technology-facilitated THB.)

- Yes, the SOPs include:
 - Mapping online platforms where the risk of THB is high.
 - Conducting undercover operations online.
 - Using specific indicators of possible human trafficking cases on online platforms.
 - Analysis and management of reports received through hotline for online child sexual abuse and exploitation.
 - Use of specific technological tools to fight THB.
 - Other
 Please specify: _____
- No

J.3. Please indicate which of the following policies have been adopted in your country regarding technology and human trafficking:

Please select all that apply

- Requirement for technology companies and internet service providers to:
 - Proactively identify possible human trafficking cases on their platforms and resources.
 - Report to law enforcement on possible human trafficking cases taking place on their platforms and resources.
 - Adopt measures to combat grooming by human traffickers online for all forms of child trafficking as well as other sexual exploitation of children.
- Make technology companies and internet services providers criminally and financially liable for knowingly assisting, facilitating, or supporting human trafficking.
- Implement age verification technologies with a view to limit the access of children to pornographic websites.
- Shut down or limit access to websites and online platforms advertising illegal services with high risk of trafficking (prostitution in countries where it is illegal, escort and massage services, etc.).
- Allow information and data collected by artificial intelligence technology to be used as evidence in courts in human trafficking cases.

¹²² If your government has this information but cannot release it (for example, because it is sensitive or relates to an ongoing investigation), please note this in the text box.

¹²³ If your government has this information but cannot release it (for example, because it is sensitive or relates to an ongoing investigation), please note this in the text box.

- Other
Please specify: _____
- None of the above

J.4. Please provide information on which of the following groups benefit from formalized and regular training on the use of technology for trafficking in human beings:

Please select all that apply

- Border officials
- Law enforcement officials
- Judges
- Prosecutors
- Immigration
- Other
Please specify: _____
- None

J.5. Does the legislation in your country:

J.5.a Require victims to interact in person with their trafficker for the case to qualify as human trafficking or can this interaction also be virtual (e.g., through online methods of recruitment and control)?

Please select only one

- Yes
- No

J.5.b Allow online forms of exploitation to be considered as instances of human trafficking (e.g. when the victim is sexually exploited via online streaming), or does it require the exploitation to be done in person?

Please select only one

- Yes
- No

J.5.c Allow the use of specialized software to support the investigation of human trafficking cases?

Please select only one

- Yes
- No

J.6. Which of following are in place in your country?

J.6.a A special task force or working group to address technology-facilitated/enabled human trafficking.

Please select only one

- Yes
- No

If yes, do technology companies and/or internet service providers participate in this process?

Please select only one

- Yes
- No

J.6.b Use of data scraping and/or aggregation software to automatically aggregate data and information from different online platforms associated with possible human trafficking cases.

Please select only one

- Yes
- No

J.6.c Use of generic and specific indicators to flag possible human trafficking cases facilitated by online platforms, such as escort services, massage services, broader “classifieds” advertising platforms, advertising aggregators, hobby boards, dating and social networking websites, or other forums as appropriate to the local market.

Please select only one

- Yes
- No

J.6.d A national hotline in your country which receives reports of online child sexual abuse and exploitation material.

Please select only one

- Yes
- No

If yes, please specify the name of the hotline _____

J.7. Please provide any additional comments or points of clarification on intersection of technology and trafficking in human beings.

(max. 2000 characters)

Section 4: Additional Comments

K.1 Please provide any additional comments or points of clarification on your responses as appropriate.

(max. 5000 characters)

Appendix 2

Survey for NGOs

Survey on the implementation of the OSCE Action Plan to Combat Trafficking in Human Beings (2003), Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings: One Decade Later (2013) and the Ministerial Council Decisions (particularly 2016–2019)

Introduction and Instructions

Thank you for helping with this important study, funded by the Organization for Security and Co-operation in Europe (OSCE). The Office of the Special Representative and Coordinator for Combating Trafficking in Human Beings (OSR/CTHB) has developed this survey as a follow-up to that undertaken in 2016.

It has been developed for the purpose of tracking progress made towards the implementation by OSCE countries of CTHB commitments since 2015, with specific emphasis on recent MC Decisions (2016–2019). It has also been made to help OSCE develop recommendations with consideration to emerging opportunities, trends and challenges.

As with the 2016 NGO survey, this survey is designed to complement a survey of OSCE countries' governments as well as other data collection initiatives. It emphasizes areas of work that the OSR/CTHB is specifically supporting, as well as emerging areas of the response to trafficking in human beings (THB) in which information is currently limited.

Your input will help to understand non-governmental perspectives on how States are responding to human trafficking and implementing the OSCE's counter-trafficking commitments. This survey asks questions about the measures each country is taking to identify, prevent and respond to trafficking, with a primary focus on efforts to identify and support victims of trafficking.

Privacy

Your responses to this survey will be kept private. Your identity and organizational affiliation will not be revealed in reports, presentations, or articles and will not be recognizable to anyone beyond the independent research team conducting this survey. In any reporting, we will not include the name of your organization. All responses will be reported as a group response only, for example, "Many stakeholders reported that ..."

Please give your most honest and complete answers so that your views and information can help provide a better understanding of the OSCE participating States' current responses to trafficking, their level of implementation, how they are operating, and how best to strengthen them.

If a question asks about an issue for which your organization has no information, please select the "don't know" or "N/A" option. If you have a comment or would like to clarify an an-

swer, we have included a space at the end of the survey where you can record your additional comments.

Please ensure that data included in this survey neither contain references or information that would infringe upon privacy or other legally protected rights.

If you have a comment or a question about the survey or would like to report a technical problem, please contact rcgglobalresearch@gmail.com.

Thank you for your participation!

General Instructions

Please mark all answers within the white boxes provided. Please read each question carefully.

There are different ways to answer the questions in this survey. It is important that you follow the instructions when answering each kind of question. Here are some examples.

Are you male or female?

Please mark (x) one

- Male
 Female

If you are male, you would mark (X) in the first box as shown.

Please rate how much you agree or disagree with the following statements:

Please mark (x) one for each question

My country has clear criteria for the identification of trafficked persons				
Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
If you strongly agree, you would mark (X) in the last box as shown.				

Background Information

This first section of questions asks you about the role of your organization, including participation in interagency mechanisms, involvement in training and sources of funding.

1. In which country is your organization based? If your organization is based in more than one country, please select the country of the office that is responding to this survey.

Drop-down

- | | |
|---|---|
| <input type="checkbox"/> Albania | <input type="checkbox"/> Lithuania |
| <input type="checkbox"/> Andorra | <input type="checkbox"/> Luxembourg |
| <input type="checkbox"/> Armenia | <input type="checkbox"/> Malta |
| <input type="checkbox"/> Austria | <input type="checkbox"/> Moldova |
| <input type="checkbox"/> Azerbaijan | <input type="checkbox"/> Monaco |
| <input type="checkbox"/> Belarus | <input type="checkbox"/> Mongolia |
| <input type="checkbox"/> Belgium | <input type="checkbox"/> Montenegro |
| <input type="checkbox"/> Bosnia and Herzegovina | <input type="checkbox"/> Netherlands |
| <input type="checkbox"/> Bulgaria | <input type="checkbox"/> North Macedonia |
| <input type="checkbox"/> Canada | <input type="checkbox"/> Norway |
| <input type="checkbox"/> Croatia | <input type="checkbox"/> Poland |
| <input type="checkbox"/> Cyprus | <input type="checkbox"/> Portugal |
| <input type="checkbox"/> Czech Republic | <input type="checkbox"/> Romania |
| <input type="checkbox"/> Denmark | <input type="checkbox"/> Russian Federation |
| <input type="checkbox"/> Estonia | <input type="checkbox"/> San Marino |
| <input type="checkbox"/> Finland | <input type="checkbox"/> Serbia |
| <input type="checkbox"/> France | <input type="checkbox"/> Slovakia |
| <input type="checkbox"/> Georgia | <input type="checkbox"/> Slovenia |
| <input type="checkbox"/> Germany | <input type="checkbox"/> Spain |
| <input type="checkbox"/> Greece | <input type="checkbox"/> Sweden |
| <input type="checkbox"/> Holy See | <input type="checkbox"/> Switzerland |
| <input type="checkbox"/> Hungary | <input type="checkbox"/> Tajikistan |
| <input type="checkbox"/> Iceland | <input type="checkbox"/> Türkiye |
| <input type="checkbox"/> Ireland | <input type="checkbox"/> Turkmenistan |
| <input type="checkbox"/> Italy | <input type="checkbox"/> Ukraine |
| <input type="checkbox"/> Kazakhstan | <input type="checkbox"/> United Kingdom |
| <input type="checkbox"/> Kyrgyzstan | <input type="checkbox"/> United States |
| <input type="checkbox"/> Latvia | <input type="checkbox"/> Uzbekistan |
| <input type="checkbox"/> Liechtenstein | |

2. What types of services does your organization provide for victims of trafficking?

Please select all that apply

- Shelter for victims of trafficking
- Recovery services for victims of trafficking, such as medical services, counselling
- Reintegration services for victims of trafficking such as job placement and training, income support, housing support
- Free legal support for victims of trafficking – criminal cases
- Free legal support for victims of trafficking – civil cases
- Other free legal support for victims of trafficking – such as accessing residency permits, work visas
- Assistance for foreign victims of trafficking returning home
- Other support services
Please specify _____
- My organization does not provide services for victims of trafficking (Skip to question number 5)
- Don't know

3. To what types of victims is your organization able to provide assistance?

Please select all that apply

- Adult female victims of trafficking for the purpose of sexual exploitation
- Adult male victims of trafficking for the purpose of sexual exploitation
- Child female (under 18) victims of trafficking for the purpose of sexual exploitation
- Child male (under 18) victims of trafficking for the purpose of sexual exploitation
- Adult female victims of trafficking for the purpose of labour exploitation
- Adult male victims of trafficking for the purpose of labour exploitations
- Child female (under 18) victims of trafficking for the purpose of labour exploitation
- Child male (under 18) victims of trafficking for the purpose of labour exploitation
- Other
Please specify _____
- Don't know

4. To what types of victims has your organization provided assistance in the past three years?

Please select all that apply

- Adult female victims of trafficking for the purpose of sexual exploitation
- Adult male victims of trafficking for the purpose of sexual exploitation
- Child female (under 18) victims of trafficking for the purpose of sexual exploitation
- Child male (under 18) victims of trafficking for the purpose of sexual exploitation
- Adult female victims of trafficking for the purpose of labour exploitation
- Adult male victims of trafficking for the purpose of labour exploitations
- Child female (under 18) victims of trafficking for the purpose of labour exploitation
- Child male (under 18) victims of trafficking for the purpose of labour exploitation
- Other
Please specify _____
- Don't know

5. Is your organization able to provide assistance to both foreign and national victims of trafficking?

Please select only one

- Both foreign and national victims of trafficking
- National victims of trafficking only
- Foreign victims of trafficking only
- Don't know

6. What other types of activities has your organization been involved with in the past three years?

Please select all that apply

- Hotline for reporting cases of trafficking in persons
- Hotline for seeking information to prevent trafficking (e.g., migrant information hotline)
- Services to victims of crimes other than trafficking in persons
- Communications programmes on safe migration
- Communications programmes on risks of trafficking
- Communications programmes targeting goods and services produced by trafficked persons
- Outreach to vulnerable populations in formal settings (e.g., detention centres, workplaces)
- Outreach to vulnerable populations in informal settings (e.g., entertainment venues, public places)
- Support for vulnerable populations (e.g., education support)
- Advocacy to government
- Participation in investigations of TIP cases
- Provision of assistance during counter-trafficking raids
- Other
Please specify _____
- My organization does not provide any other services
- Don't know

7. What sources of funding have you received in the past three years?

Please select all that apply

- Sub-contract from national or local government
- Other funding support from national or local government
- Funding support from international organization
- Funding support from foreign government
- Funding support from private donor
- Other
Please specify _____
- Don't know

8. Does your organization currently participate in any of the following co-ordination processes?

Mechanism	Formal member	Informal member/observer	No participation	Mechanism does not exist	Don't know
National Referral Mechanism	<input type="checkbox"/>				
Operation task force for victim support/referral	<input type="checkbox"/>				
NGO co-ordination group/task force	<input type="checkbox"/>				
National Plan monitoring group/committee	<input type="checkbox"/>				
National policy development forum	<input type="checkbox"/>				
National response co-ordination mechanism	<input type="checkbox"/>				

9. Is your NGO called upon to provide training to any of the following groups?

Please select all that apply

	Government-sponsored training		Non-government-sponsored training		Training through professional academies	Don't know/ not applicable
	Once in past 12 months	More than once in past 12 months	Once in past 12 months	More than once in past 12 months		
Specialized CTHB police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Non-specialized/front-line police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Investigators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Prosecutors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Judges	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Border control officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Immigration officials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Customs officials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public social service providers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Child protection authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour inspectors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour attachés	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Diplomatic/consular staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tourism authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Medical practitioners	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NGO staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
International organization staff (including humanitarian agencies)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trade union staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Flight attendants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other staff of commercial carriers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Port authority staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Hotel staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Section 1: Prevention of Trafficking in Human Beings

This section addresses the prevention of trafficking in human beings. The section asks you about your organization's efforts to support efforts to prevent and address two forms of trafficking in human beings: (1) trafficking for the purpose of labour exploitation, including through labour recruitment practices, government procurement and supply chain regulation; and (2) trafficking in children.

A. Identifying and addressing trafficking for labour exploitation

A.1. Please identify which, if any, of the following activities your organization is involved in with regard to the regulation of labour recruitment and placement practices

Please select all that apply

- Advocacy to government or consultations on increased regulation of labour and recruitment practices for foreign nationals working in your country.
- Monitoring of labour and recruitment practices for foreign nationals working in your country.
- Advocacy to government or consultations on increased regulation of labour and recruitment practices for your nationals working abroad.
- Monitoring of labour and recruitment practices for your nationals working abroad.
- Provision of pre-departure information to potential labour migrants.
- Other
Please specify _____
- My organization is not involved in any activities with regard to labour recruitment and placement practices.
- Don't know

A.2. Please identify which, if any, of the following activities your organization is involved in with regard to minimize the risk of purchasing products or services, of which there is reason to believe have been produced or provided by trafficked labour.

Please select all that apply

- Advocacy to government or consultations on strengthening of government procurement practiced to reduce the risks of purchasing products which – there is reason to believe – have been produced by trafficked labour.
- Advocacy to government or consultations on introducing laws or regulations that require business operating in its territory to report on measures they are undertaking to identify and eliminate trafficking or exploited labour from their supply chains.
- Monitoring of business reporting on measures they are undertaking to identify and eliminate trafficking or exploited labour from their supply chains.
- Providing advice to businesses on addressing the potential for trafficking or exploited labour in their supply chains.
- Organization of, or support for, consumer action against businesses associated with trafficking or exploited labour in their supply chains.
- Organization of, or support for, consumer action to support businesses taking action to address the potential for trafficking or exploited labour in their supply chains.
- Other
Please specify _____
- My organization is not involved in any activities with regard to reducing the risk of purchasing products which – there is reason to believe – have been produced by trafficked labour.
- Don't know

A.3. How can victims of trafficking for labour exploitation seek civil redress in your country?

Please select all that apply

Form of civil redress	Available to ...			Don't know
	National victims of trafficking for labour exploitation	Foreign victims of trafficking for labour exploitation (still in the country)	Foreign victims of trafficking for labour exploitation who have already left the country (including through deportation)	
Legal provision for victims of trafficking for labour exploitation to seek civil redress	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour tribunals that provide access to remedies for victims of trafficking for labour exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Government-funded legal services to support victims of trafficking for labour exploitation to seek civil redress	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

A.4. Has your NGO been involved in any cases where compensation was sought for victims of trafficking for labour exploitation for unpaid wages in the past three years?

- Yes
 No (Skip to B1)

A.5. Please provide up to three examples where compensation was sought by victims of trafficking for labour exploitation. Please include information about any compensation that was awarded.

(max. 2000 characters)

B. Identifying and addressing trafficking of children¹²⁴

B.1. Are any of the following provisions specifically named in your country's legislation and policies that seek to prevent trafficking in children?

Please select all that apply

- Measures to ensure access to education and health care for vulnerable children, including minority groups.
- Measures to ensure access to education for children of migrant workers.
- Measures to prevent sexual exploitation of children associated with the tourism industry.
- Measures to ensure vulnerable children understand how to reduce the risk of being trafficked.
- Age-appropriate measures that take into account the respective gender-specific concerns of girls and boys to ensure vulnerable children understand how to seek help if they are at risk of being, or have been trafficked.
- Birth registration for all children born in my country (to help reduce vulnerability to trafficking).
- Other
Please specify _____
- My country's laws and policies that seek to prevent child trafficking do not name any specific provisions.
- Don't know.

¹²⁴ "Child" shall mean any person under eighteen years of age (Article 3 (d) of the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime).

B.2. Please outline the specific and practical measures that your country takes to prevent, identify, and respond to trafficking in children. Please include particular reference to children with increased vulnerability (such as street children, child beggars, disabled children, unaccompanied minors, and children without citizenship or birth registration).

(max. 3500 characters)

B.3. Please outline the specific and practical measures that your country takes to ensure that all child victims of trafficking are treated in accordance with their best interests taking into account gender specific concerns and fundamental freedoms of children.

(max. 2000 characters)

B.4. In your country, do you or other NGOs or CSOs have access to global/regional databases on child sexual exploitation?

Please select only one

- Only our organization
- Our organization and other NGO(s) or CSO(s)
- Other NGO(s) or CSO(s), not our organization
- No NGO(s) or CSO(s)
- Don't know

B.5. Does your country have a national focal point to which enquiries can be directed by officials from other countries regarding child victims of trafficking, including those who have gone missing and/or whom they plan to repatriate to their country of origin?

Please select only one

- Yes
Please provide details on the national focal point

- No
- Don't know

B.6. Please outline which of these measures your country takes to prevent and address child sexual exploitation.

Please select all that apply

- Requiring online platforms and tech companies to proactively identify and take down child sexual abuse content
- Taking down or limiting access to website / online platforms which contain child sexual abuse material
- Partnerships with civil society
- Targeting nationals exploiting children abroad and collaborating with other jurisdictions
- None of the above
- Don't know

C. General awareness and capacity building

C.1. Does your organization collect specific data on what makes people vulnerable to trafficking into and/or out of the country?

Please select only one

- Yes
- No

C.2. Does your organization have access to specific data collected by other organizations on what makes people vulnerable to trafficking into and/or out of the country?

Please select only one

- Yes
- No, only to data collected by my organization
- No, not at all

C.3. Does your organization collect specific data on the level of awareness among the general population (or specific target populations)?

Please select only one

- Yes
- No (Skip to C5)

C.4. On which of the following areas do you collect awareness data?

Please select only one

- The nature of trafficking in human beings (THB).
 - Risks of THB.
 - How to protect oneself from THB.
 - How to identify and report cases of THB.
 - The possible presence of THB in products people buy
- If so, please provide details _____

C.5. Does your organization have access to specific data collected by other organizations on the level of awareness among the general population (or specific target populations)?

- Yes
- No, only to data collected by my organization (Skip to C7)
- No, not at all (Skip to C7)

C.6. On which of the following areas do you have awareness data?

Please select all that apply

- The nature of trafficking in human beings (THB).
 - Risks of THB.
 - How to protect oneself from THB.
 - How to identify and report cases of THB.
 - The possible presence of THB in products people buy
- If so, please provide details _____

C.7 Has your NGO been involved in any project activities on general awareness (such as: THB education in schools, rights education in schools, targeted prevention programmes for vulnerable populations/areas, public awareness campaigns)?

- Yes
- No (Skip to C9)

C.8. Please provide an example of successful project activities on general awareness (such as: THB education in schools, rights education in schools, targeted prevention programmes for vulnerable populations/areas, public awareness campaigns).

(max. 2000 characters)

C.9. Are you familiar with any examples in your country of prevention programmes verified as successful in preventing THB?

Please select only one

- Yes
Please provide details of these programmes and the means of verification _____
- No

C.10. Please rate the following

	Fully adequate	Very adequate	Enough adequate	A little adequate	Not at all adequate	Don't know /NA
Availability of information on which to design effective prevention programmes	<input type="checkbox"/>					
Extent to which this information is used in prevention programme design	<input type="checkbox"/>					
Scope of awareness raising activities	<input type="checkbox"/>					
Effectiveness of awareness raising activities in increasing awareness	<input type="checkbox"/>					
Effectiveness of awareness raising activities in leading to effective action against THB	<input type="checkbox"/>					
Scope of other THB vulnerability reduction programmes (such as alternative livelihoods)	<input type="checkbox"/>					
Effectiveness of vulnerability reduction programmes in preventing THB	<input type="checkbox"/>					

If you wish to elaborate on any of your responses above, please do so here: _____

Section 2: Protection and Assistance for Victims of Trafficking

This section addresses protection and assistance for victims of trafficking (Section V of the Action Plan and Section IV of the Addendum). The section asks you about your country's and your organization's efforts to support victims of trafficking through (1) identification and referral; (2) comprehensive victim support services; and (3) specific support for victims throughout the criminal justice process.

D. Victim identification and referral

D.1. Which groups in your country are able to identify and refer victims of trafficking to support measures?

Please select all that apply

Referring agency/personal	Identifies a person as a presumed victim of trafficking	Formally designates a person as a victim of trafficking	Refers victims to support services
Specialized CTHB police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Non-specialized/front-line police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Investigators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Prosecutors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Judges	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Border control officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Immigration officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Customs officers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Social welfare agencies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour inspectors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Labour attachés	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Diplomatic/consular staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Medical practitioners	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
International organizations (including humanitarian agencies and staff)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Approved non-government organizations (e.g. NGOs who are part of the National Referral Mechanism)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other non-government or civil society organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trade unions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other Please specify _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D.2. In your country, do you or other NGOs or CSOs have access to state facilities (including, for example, social service and immigration reception centres, prisons and detention facilities) and assist with the timely identification of victims of trafficking?

Please select only one

- Only our organization
- Our organization and other NGO(s) or CSO(s)
- Other NGO(s) or CSO(s), not our organization (Skip to D4)
- No NGO(s) or CSO(s) (Skip to D4)
- Don't know (Skip to D4)

D.3. Please provide details on NGO/CSO access to State facilities to contribute to the identification of trafficked persons, including the names of the NGO/CSOs and the frequency of access allowed to these facilities.

(max. 2000 characters)

D.4. Does your NGO keep records on the number of cases of trafficking referred to your organization each year?

- Yes
- No (Skip to D7)
- My organization does not work with victims of trafficking. (Skip to D7)

D.5. Is the data collected by your NGO on trafficking cases included in a national system of data collection?

Please select only one

- Yes
- No
- There is no national system of data collection.
- Don't know

D.6. By which means have victims been presumably or formally identified and referred to your organization over the past three years?

Please select all that apply

- Through hotline(s)
- Through screening in immigration detention centres
- During entry to country
- During exit from country
- By social services
- Through police intelligence, tip-offs
- By NGOs
- During health and safety inspections
- By medical professionals
- Walk-ins/self-identification
- Returned from another country
- Other (Please provide details _____)
- Not known/not recorded

D.7. Please rate how effective you find your country's processes for identifying cases of trafficking in the following groups of national victims (for EU countries, please include all EU nationals in this category).

Identification of ...	Fully effective	Very effective	Moderately effective	Slightly effective	Ineffective	Don't know/ NA
Victims of trafficking for the purpose of sexual exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					
Victims of trafficking for the purpose of labour exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					

D.8. Please rate how effective you consider your country's processes for identifying cases of trafficking in the following groups of foreign victims.

Identification of ...	Fully effective	Very effective	Moderately effective	Slightly effective	Ineffective	Don't know/ NA
Victims of trafficking for the purpose of sexual exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					
Victims of trafficking for the purpose of labour exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					

D.9. Please provide your view on the following statements concerning the identification of trafficked persons in your country.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know /NA
My country has clear criteria for the identification of trafficked persons	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Those people likely to come into contact with victims of trafficking are familiar with these criteria	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Front-line law enforcement officials (police, border and immigration officials) have the knowledge and skills necessary to identify possible victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other front-line respondents (e.g. social workers, medical practitioners) have the knowledge and skills necessary to identify possible victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My country regularly undertakes efforts to identify trafficked persons in places they are likely be found (e.g. immigration detention centres, sectors dominated by informal/migrant labour)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My country has a functioning hotline with staff trained to provide assistance to victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
This hotline is able to provide assistance in a language understood by the majority of foreign victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Victims of trafficking are aware that they have the right to assistance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Victims of trafficking are aware of realistic options/procedures for accessing assistance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Some victims choose not to come forward because they perceive that services are not suitable	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Some victims choose not to come forward because they do not wish to return to their own country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Some victims choose not to come forward because they do not wish to co-operate with law enforcement authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D.10. Please provide your view on the following statements concerning the identification of trafficked persons in your country.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know /NA
Helplines for victim reports rarely operate on a 24/7 basis	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The groups that are able to refer victims of trafficking to support measures are effectively/regularly trained	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Front-line law enforcement staff rarely adopt a proactive approach to detecting and identifying victims of trafficking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
There is a clear and systematic procedure aimed at identifying victims of trafficking among migrants and asylum seekers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My country trains all staff working with unaccompanied/separated children on human trafficking and how to provide specific assistance to child victims	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My country has child-specific victim identification procedures which involve child specialists	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
There is insufficient attention to trafficking for purposes other than sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D.11. Please elaborate on any specific gaps or weaknesses in victim identification processes in your country, including with regard to any areas not mentioned in D.9. In particular, please highlight any possible barriers to victims coming forward (such as fear, stigma, reluctance to remain in a shelter or return home, etc.). If you do not consider that there are any gaps or weaknesses, please write “None”.

(max. 2000 characters)

D.12. What information do you have on the following emerging patterns, forms and flows of trafficking in human beings and related crimes for which data is currently limited or not confirmed?

Trafficking for the purpose of ...	No reports	Unconfirmed reports	Cases under investigation	Cases reaching the judicial process (including completed cases)	Don't know/ NA
Forced begging	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Forced criminality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Forced marriage for the purpose of labour/sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sham marriage (sham marriage involves a person being forced to marry a non-national in order for the latter to gain residency)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Child marriage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adoption for the purpose of labour/sexual exploitation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recruiting foreign fighters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recruiting children associated with armed forces and groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Claiming social benefits	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sexual exploitation in relation to sex tourism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pornography, use of live web cameras and live remote sexual abuse (including child abuse)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pregnant women being trafficked for the purpose of selling their new-borns	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trafficking for organ, human tissue or cell removal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People with developmental/physical disabilities targeted by traffickers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other emerging pattern(s) Please provide details: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

E. Victim support services

E.1. How satisfactory do you find the quality of these services in addressing the needs of victims of THB in your country?

	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/NA
Accommodation in specialized shelters for victims of trafficking	<input type="checkbox"/>					
Accommodation in shelters not exclusively for victims of trafficking	<input type="checkbox"/>					
Medical and psychological assistance	<input type="checkbox"/>					
Legal support (for example, to regularize status, obtain residence or work permit, or obtain documentation for stateless persons)	<input type="checkbox"/>					
Legal assistance to obtain compensation	<input type="checkbox"/>					
Education	<input type="checkbox"/>					
Training (vocational and business)	<input type="checkbox"/>					
Job placement	<input type="checkbox"/>					
(Re-)integration assistance	<input type="checkbox"/>					
Return assistance	<input type="checkbox"/>					
Individual risk and security assessment prior to return	<input type="checkbox"/>					
Individual risk and security assessment prior to possible family reunification	<input type="checkbox"/>					

E.2. Please identify any key gaps in support services available to people who have experienced trafficking in your country (such as dissimilarities in the quality and standards of services in different areas of the country, lack of appropriate and secure accommodation for victims, weak co-operation between government authorities and NGOs in the assistance of victims, etc.).

(max. 2000 characters)

E.3. Please assess the quality of victim support services overall, in terms of addressing the needs of specific types of national victims of trafficking (for EU countries, please include all EU nationals in this answer).

	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/ NA
Victims of trafficking for the purpose of sexual exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					
Victims of trafficking for the purpose of labour exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					

E.4. Please assess the quality of victim support services overall, in terms of addressing the needs of specific types of foreign victims of THB.

	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/ NA
Victims of trafficking for the purpose of sexual exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					
Victims of trafficking for the purpose of labour exploitation						
Adult female	<input type="checkbox"/>					
Adult male	<input type="checkbox"/>					
Child (female)	<input type="checkbox"/>					
Child (male)	<input type="checkbox"/>					

E.5. Does your organization provide assistance to foreign victims of trafficking?

- Yes
- No (Skip to E8)

E.6. Does your organization have processes in place to follow up with the (re-)integration of victims after return to their country of origin?

Please select only one

- Yes, in all cases
- Yes, in some cases
- No (Skip to E8)
- Don't know (Skip to E8)

E.7. How do you follow up the (re-)integration of victims of trafficking in their country or origin, or a third country?

Please select all that apply

- Directly, for example, through country visits or phone calls to counterpart organizations
- Through partner organizations
- Through links between National Referral Mechanisms
- Maintaining a case follow up file that is shared between different referring organizations
- Other

Please specify _____

E.8. Are there mechanisms in place in your country to collect feedback from victims of trafficking on the services provided to them?

Please select all that apply

- Our organization has mechanisms in place to collect feedback from victims of trafficking on the services provided to them.
- Other organizations have mechanisms in place to collect feedback from victims of trafficking on the services provided to them.
- There are no mechanisms in place to collect feedback from victims of trafficking to them.
- Don't know (Skip to F1)

E.9. Please list the mechanism in place to collect feedback from victims on the support services provided to them. Please describe how this feedback is used in developing future services, if applicable.

(max. 2000 characters)

F.2. Where you have marked in question F.1 that services are not available to all victims, please identify any particular categories of victims that are being excluded (e.g. foreign victims, male victims, minors) and the reasons behind these exclusions (e.g. legislative gaps, resource limitations, access issues).

(max. 1500 characters)

F. Support for victims throughout the criminal justice process

F.1. Please assess the availability of the following provisions to victims of trafficking.

	Available to all victims	Available to most victims	Available to some victims	Available to few victims	Not available to victims	Don't know/ NA
Non-punishment – not imposing penalties on victims for their involvement in unlawful activities, to the extent that they have been compelled to do so	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
A reflection period to give the victim due time to decide whether or not to act as a witness	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Issuance of residence permits for foreign victims during their stay in your country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Issuance of work permits to foreign victims during their stay in your country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provision of legal counselling for victims when they are in the process of deciding whether or not to testify in court	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Permitting NGOs to support victims in court hearings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims through criminal proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims through civil proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for victims – from the State	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free legal aid for victims in seeking criminal compensation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free legal aid for victims in seeking civil compensation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Full costs of support services for victims to be met by the State	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Full range of support services provided to victims regardless of whether they choose to co-operate in criminal proceedings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

F.3. Which procedures does your country have in place to protect witnesses and victims when they go to court?

Please select all that apply

- Use of video links
- Privacy screens
- Special waiting rooms for victims/witnesses who feel vulnerable when waiting to go into the court room
- A support person is permitted to sit beside the victim in court while they give evidence
- The victim is accompanied to and from their place of residence for all legal proceedings
- Secure entrances to court rooms
- The court room can be closed to the public while the victim gives evidence
- Dedicated child-friendly interview premises
- Use of video recording of statements for children
- Other
Please specify: _____

F.4. Which procedures does your country have in place to protect witnesses and victims from intimidation and threats outside of court?

Please select all that apply

- Witness protection (e.g., in travelling to and from court)
- Provision for victim relocation
- Safe houses
- Bodyguards/security
- Protection for family members
- Avoidance of identifying information for victims/witnesses on official documents (such as through use of initials, redaction from indictments)
- Other
Please specify: _____

F.5. How satisfactory do you think these protection mechanisms are?

Mechanisms to ensure ...	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/ NA
Victims are not intimidated inside the court	<input type="checkbox"/>					
Witnesses are not intimidated inside the court	<input type="checkbox"/>					
Victims are not intimidated outside the court	<input type="checkbox"/>					
Witnesses are not intimidated outside the court	<input type="checkbox"/>					
Family members are not intimidated	<input type="checkbox"/>					

G. Investigation, law enforcement and prosecution

G.1. Does your organization collect data on THB crimes, prosecutions, and convictions?

Please select only one

- Yes
- No

G.2. Does your country collect data on THB crimes, prosecutions, and convictions?

Please select only one

- Yes
- No (Skip to G4)

G.3. If you have responded “yes” to G1 and/or G2, can you please provide details and/or refer us to the relevant information?

(max. 1500 characters)

G.4. Are you familiar with any examples of successful targeting of human trafficking (and/or child sexual exploitation) networks in your country that you would like to highlight as a potential example for other countries?

Please select only one

- Yes
- No (Skip to section H)

G.5. Please provide details of up to three examples of successful targeting of human trafficking (and/or child sexual exploitation) networks that could serve as an example to other countries. (This question is optional.)

(max. 1500 characters)

H. Technology and trafficking in human beings

H.1. Do you know if the training curriculum of the police/law enforcement academies in your country include training on how to (1) address technology facilitated/enabled trafficking, and (2) use technology to combat trafficking (not training on cybercrime)?

- Yes, the training is provided for:
 - Anti-trafficking experts
 - Cybercrime experts
 - Online child sexual exploitation experts
 - Organized crime experts
 - Other

Please specify _____

- No (Skip to section 4)
- Don't know (Skip to section 4)

H.2. Do you know if the law enforcement authorities in your country have formal standard operating procedures (SOPs) or other guidance on proactive monitoring, detecting, investigating and disrupting trafficking in human beings facilitated by internet communication technology (ICT)? (The question is not limited to online child sexual abuse and exploitation, but refers broadly to different technology-facilitated THB.)

- Yes, the SOPs include:
 - Mapping online platforms where the risk of THB is high.
 - Conducting undercover operations online.
 - Using specific indicators of possible human trafficking cases on online platforms.
 - Analysis and management of reports received through hotline for online child sexual abuse and exploitation.
 - Use of specific technological tools to fight THB.
 - Other
- Please specify _____

- No
- Don't know

H.3. Please indicate which of the following policies have been adopted in your country regarding technology and human trafficking:

Please select all that apply

- Requirement for technology companies and internet service providers to:
 - Proactively identify possible human trafficking cases on their platforms and resources.
 - Report to law enforcement on possible human trafficking cases taking place on their platforms and resources.
 - Adopt measures to combat grooming by human traffickers online for all forms of child trafficking as well as other sexual exploitation of children.
- Make technology companies and internet services providers criminally and financially liable for knowingly assisting, facilitating, or supporting human trafficking.
- Implement age verification technologies with a view to limit the access of children to pornographic websites.
- Shut down or limit access to websites and online platforms advertising illegal services with high risk of trafficking (prostitution in countries where it is illegal, escort and massage services, etc.).
- Allow information and data collected by artificial intelligence technology to be used as evidence in courts in human trafficking cases.
- Other
Please specify _____
- None of the above
- Don't know

H.4. Please provide information on which of the following groups benefit from formalized and regular training on the use of technology for trafficking in human beings.

Please select all that apply

- Border officials
- Law enforcement officials
- Judges
- Prosecutors
- Immigration
- Other
Please specify _____
- None
- Don't know

H.5. Does the legislation in your country:

H.5.a Require that the interaction between victims and traffickers be face-to-face (as opposed to virtual interaction, such as where the victim is recruited via social media or controlled via mobile devices)?

Please select only one

- Yes
- No
- Don't know

H.5.b Require that the interaction between victims and those benefiting from the services of victims be face-to-face (as opposed to virtual interaction where a victim is sexually exploited via online streaming)?

Please select only one

- Yes
- No
- Don't know

H.5.c Allow the use of specialized software to support the investigation of human trafficking cases?

Please select only one

- Yes
- No
- Don't know

H.6. Which of following are in place in your country?

H.6.a A special task force or working group to address technology-facilitated/enabled human trafficking.

Please select only one

- Yes
- No
- Don't know

If yes, do technology companies and/or internet service providers participate in this process?

Please select only one

- Yes
- No
- Don't know

H.6.b Use of data scraping and/or aggregation software to automatically aggregate data and information from different online platforms associated with possible human trafficking cases.

Please select only one

- Yes
- No
- Don't know

H.6.c Use of generic and specific indicators to flag possible human trafficking cases facilitated by online platforms, such as escort services, massage services, broader “classifieds” advertising platforms, advertising aggregators, hobby boards, dating and social networking websites, and other forums as appropriate to the local market.

Please select only one

- Yes
- No
- Don't know

H.6.d A national hotline in your country which receives reports of online child sexual abuse and exploitation material?

Please select only one

- Yes
- No
- Don't know

If yes, please specify the name of the hotline_____

H.7. Please provide any additional comments or points of clarification on intersection of technology and trafficking in human beings.

(max. 2000 characters)

Section 4: Additional Comments

I.1 Please provide any additional comments or points of clarification on your responses as appropriate (max 5000 characters).

(max. 5000 characters)

Appendix 3

Details about responding NGOs

(quantitative only)¹²⁵

Introduction

1. In which country is your organization based? If your organization is based in more than one country, please select the country of the office that is responding to this survey.

Country	No.	%
Albania	5	6%
Andorra	1	1%
Armenia	1	1%
Austria	3	4%
Azerbaijan	0	0%
Belarus	0	0%
Belgium	0	0%
Bosnia and Herzegovina	2	2%
Bulgaria	0	0%
Canada	0	0%
Croatia	1	1%
Cyprus	3	4%
Czech Republic	3	4%
Denmark	4	5%
Estonia	0	0%
Finland	2	2%
France	1	1%
Georgia	0	0%
Germany	4	5%
Greece	3	4%
Holy See	0	0%
Hungary	1	1%
Iceland	2	2%
Ireland	2	2%
Italy	4	5%
Kazakhstan	0	0%
Kyrgyzstan	0	0%
Latvia	1	1%
Liechtenstein	0	0%
Lithuania	0	0%
Luxembourg	3	4%
Malta	2	2%
Moldova	1	1%
Monaco	0	0%
Mongolia	1	1%
Montenegro	0	0%
Netherlands	2	2%
North Macedonia	2	2%
Norway	0	0%

Country	No.	%
Poland	5	6%
Portugal	1	1%
Romania	3	4%
Russian Federation	0	0%
San Marino	0	0%
Serbia	1	1%
Slovakia	1	1%
Slovenia	1	1%
Spain	1	1%
Sweden	2	2%
Switzerland	0	0%
Tajikistan	0	0%
Türkiye	2	2%
Turkmenistan	0	0%
Ukraine	1	1%
United Kingdom	5	6%
United States	7	8%
Uzbekistan	0	0%
Total	84	100%

2. What types of services does your organization provide for victims of trafficking?

Answer (multiple answers possible)	No.	%
Shelter for victims of trafficking	33	42%
Recovery services for victims of trafficking, such as medical services, counselling	53	67%
Reintegration services for victims of trafficking (such as job placement and training, income support, housing support)	49	62%
Free legal support for victims of trafficking – criminal cases	37	47%
Free legal support for victims of trafficking – civil cases	36	46%
Other free legal support for victims of trafficking – such as accessing residency permits, work visas	35	44%
Assistance for foreign victims of trafficking returning home	30	38%
Other support services (please specify)	23	29%
My organization does not provide services for victims of trafficking	9	11%
Don't know	0	0%
Total¹²⁶	79	*

¹²⁵ Responses to qualitative questions are provided in a separate document.

¹²⁶ Where multiple answers are possible, the total refers to the number of organizations responding to the question. Percentage figures add up to more than 100 and are not included

3. To what types of victims is your organization able to provide assistance?

Answer (multiple answers possible)	No.	%
Adult female victims of trafficking for the purpose of sexual exploitation	54	84%
Adult male victims of trafficking for the purpose of sexual exploitation	43	67%
Child female (under 18) victims of trafficking for the purpose of sexual exploitation	43	67%
Child male (under 18) victims of trafficking for the purpose of sexual exploitation	37	58%
Adult female victims of trafficking for the purpose of labour exploitation	53	83%
Adult male victims of trafficking for the purpose of labour exploitation	50	78%
Child female (under 18) victims of trafficking for the purpose of labour exploitation	41	64%
Child male (under 18) victims of trafficking for the purpose of labour exploitation	38	59%
Other (please specify)	13	20%
Don't know	0	0%
Total	64	*

4. To what types of victims has your organization provided assistance in the past three years?

Answer (multiple answers possible)	No.	%
Adult female victims of trafficking for the purpose of sexual exploitation	51	80%
Adult male victims of trafficking for the purpose of sexual exploitation	23	36%
Child female (under 18) victims of trafficking for the purpose of sexual exploitation	35	55%
Child male (under 18) victims of trafficking for the purpose of sexual exploitation	17	27%
Adult female victims of trafficking for the purpose of labour exploitation	49	77%
Adult male victims of trafficking for the purpose of labour exploitation	46	72%
Child female (under 18) victims of trafficking for the purpose of labour exploitation	28	44%
Child male (under 18) victims of trafficking for the purpose of labour exploitation	21	33%
Other (please specify)	10	16%
Don't know	1	2%
Total	64	*

5. Is your organization able to provide assistance to both foreign and national victims of trafficking?

Answer	No.	%
Both foreign and national victims of trafficking	58	87%
National victims of trafficking only	4	6%
Foreign victims of trafficking only	3	4%
Don't know	2	3%
Total	67	100%

6. What other types of activities has your organization been involved with in the past three years?

Answer (multiple answers possible)	No.	%
Hotline for reporting cases of trafficking in persons	20	29%
Hotline for seeking information to prevent trafficking (e.g., migrant information hotline)	18	26%
Services to victims of crimes other than trafficking in persons	18	26%
Communications programmes on safe migration	25	37%
Communications programmes on risks of trafficking	56	82%
Communications programmes targeting goods and services produced by trafficking persons	11	16%
Outreach to vulnerable populations in formal settings (e.g., detention centres, workplaces)	33	49%
Outreach to vulnerable populations in informal settings (e.g., entertainment venues, public places)	30	44%
Support for vulnerable populations (e.g., education support)	39	57%
Advocacy to government	56	82%
Participation in investigations of THB cases	23	34%
Provision of assistance during counter-trafficking raids	22	32%
Other (please specify)	12	18%
My organization does not provide any other services	0	0%
Don't know	0	0%
Total	68	*

7. What sources of funding have you received in the past three years?

Answer (multiple answers possible)	No.	%
Sub-contract from national or local government	23	33%
Other funding support from national or local government	27	39%
Funding support from international organization	33	48%
Funding support from foreign government	15	22%
Funding support from private donor	31	45%
Other (please specify)	13	19%
Don't know	1	1%
Total	69	*

8. Does your organization currently participate in any of the following co-ordination processes?

Question	Formal member	Informal member/observer	No participation	Mechanism does not exist	Don't know	Total
National Referral Mechanism	36	13	6	10	3	68
Operation task force for victim support/referral	32	10	8	7	8	65
NGO co-ordination group/task force	37	4	5	11	7	64
National Plan monitoring group/committee	21	18	8	7	8	62
National policy development forum	23	11	7	7	10	58
National response co-ordination mechanism	26	9	9	10	7	61

9. Is your NGO called upon to provide training to any of the following groups?

Question	Government-sponsored training		Non-government-sponsored training		Training through professional academies	Don't know/NA
	Once in past 12 months	More than once in past 12 months	Once in past 12 months	More than once in past 12 months		
Specialized CTHB police	7	4	12	12	4	16
Non-specialized/front-line police	6	8	6	10	3	19
Investigators	6	3	7	9	1	16
Prosecutors	3	2	7	7	2	19
Judges	4	1	8	4	2	18
Border control officers	4	2	6	7	1	18
Immigration officials	2	3	6	4	1	19
Customs officials	1	3	3	4	1	21
Public social service providers	5	5	8	19	2	11
Child protection authorities	3	8	9	15	4	10
Labour inspectors	4	3	9	5	1	21
Labour attachés	1	2	2	1	0	23
Diplomatic/consular staff	4	2	5	2	0	18
Tourism authorities	0	0	2	0	0	24
Medical practitioners	4	1	6	8	2	16
NGO staff	6	12	18	24	3	4
International organization staff (including humanitarian agencies)	3	6	7	12	3	13

Section 1: Prevention of Trafficking in Human Beings

A. Identifying and addressing trafficking for labour exploitation

A.1. Please identify which, if any, of the following activities your organization is involved in with regard to the regulation of labour recruitment and placement practices

Answer (multiple answers possible)	No.	%
Advocacy to government or consultations on increased regulation of labour and recruitment practices for foreign nationals working in your country	20	34%
Monitoring of labour and recruitment practices for foreign nationals working in your country	13	22%
Advocacy to government or consultations on increased regulation of labour and recruitment practices for your nationals working abroad	15	25%
Monitoring of labour and recruitment practices for your nationals working abroad	9	15%
Provision of pre-departure information to potential labour migrants	26	44%
Other (please specify)	6	10%
My organization is not involved in any activities with regard to labour recruitment and placement practices	15	25%
Don't know	0	0%
Total	59	*

A.2. Please identify which, if any, of the following activities your organization is involved in with regard to minimize the risk of purchasing products or services, of which there is reason to believe have been produced or provided by trafficked labour.

Answer (multiple answers possible)	No.	%
Advocacy to government or consultations on strengthening of government procurement practices to reduce the risks of purchasing products which – there is reason to believe – have been produced by trafficked labour	10	17%
Advocacy to government or consultations on introducing laws or regulations that require businesses operating in its territory to report on measures they are undertaking to identify and eliminate trafficking or exploited labour from their supply chains	9	15%
Monitoring of business reporting on measures they are undertaking to identify and eliminate trafficking or exploited labour from their supply chains	4	7%
Providing advice to businesses on addressing the potential for trafficking or exploited labour in their supply chains	19	32%
Organization of, or support for, consumer action against businesses associated with trafficking or exploited labour in their supply chains	10	17%
Organization of, or support for, consumer action to support businesses taking action to address the potential for trafficking or exploited labour in their supply chains	11	19%
Other (please specify)	5	8%
My organization is not involved in any activities with regard to reducing the risk of purchasing products which – there is reason to believe – have been produced by trafficked labour.	22	37%
Don't know	4	7%
Total	59	*

A.3. How can victims of trafficking for labour exploitation seek civil redress in your country?

Form of civil redress	Available to...			
	National victims of trafficking for labour exploitation	Foreign victims of trafficking for labour exploitation (still in the country)	Foreign victims of trafficking for labour exploitation who have already left the country (including through deportation)	Don't know
Legal provision for victims of trafficking for labour exploitation to seek civil redress	41	34	8	12
Labour tribunals that provide access to remedies for victims of trafficking for labour exploitation	16	10	3	27
Government-funded legal services to support victims of trafficking for labour exploitation to seek civil redress	26	22	6	23

A.4. Has your NGO been involved in any cases where compensation was sought for victims of trafficking for labour exploitation for unpaid wages in the past three years?

Answer	No.	%
Yes	19	30%
No	44	70%
Total	63	100%

B. Identifying and addressing trafficking of children

B.1. Are any of the following provisions specifically named in your country's legislation and policies that seek to prevent trafficking in children?

Answer (multiple answers possible)	No.	%
Measures to ensure access to education and health care for vulnerable children, including minority groups	34	65%
Measures to ensure access to education for children of migrant workers	26	50%
Measures to prevent sexual exploitation of children associated with the tourism industry	14	27%
Measures to ensure vulnerable children understand how to reduce the risk of being trafficked	26	50%
Age-appropriate measures that take into account the respective gender-specific concerns of girls and boys to ensure vulnerable children understand how to seek help if they are at risk of being, or have been trafficked	20	38%
Birth registration for all children born in my country (to help reduce vulnerability to trafficking)	32	62%
Other (please specify)	3	6%
My country's laws and policies that seek to prevent child trafficking do not name any specific provisions	4	8%
Don't know	9	17%
Total	52	*

B.4. In your country, do you or other NGOs or CSOs have access to global/regional databases on child sexual exploitation?

Answer	No.	%
Only our organization	1	2%
Our organization and other NGO(s) or CSO(s)	6	12%
Other NGO(s) or CSO(s), not our organization	8	15%
No NGO(s) or CSO(s)	15	29%
Don't know	22	42%
Total	52	100%

B.5. Does your country have a national focal point to which enquiries can be directed by officials from other countries regarding child victims of trafficking, including those who have gone missing and/or whom they plan to repatriate to their country of origin?

Answer	No.	%
Yes	23	44%
No	9	17%
Don't know	20	38%
Total	52	100%

B.6. Please outline which of these measures your country takes to prevent and address child sexual exploitation.

Answer (multiple answers possible)	No.	%
Requiring online platforms and tech companies to proactively identify and take down child sexual abuse content	22	43%
Taking down or limiting access to website/online platforms which contain child sexual abuse material	23	45%
Partnerships with civil society	31	61%
Targeting nationals exploiting children abroad and collaborating with other jurisdictions	11	22%
None of the above	3	6%
Don't know	12	24%
Total	51	*

C. General awareness and capacity building

C.1. Does your organization collect specific data on what makes people vulnerable to trafficking into and/or out of the country?

Answer	No.	%
Yes	33	62
No	20	38
Total	53	100%

C.2. Does your organization have access to specific data collected by other organizations on what makes people vulnerable to trafficking into and/or out of the country?

Answer	No.	%
Yes	27	52%
No, only to data collected by my organization	18	35%
No, not at all	7	13%
Total	52	100%

C.3. Does your organization collect specific data on the level of awareness among the general population (or specific target populations)?

Answer	No.	%
Yes	18	34%
No	35	66%
Total	53	100%

C.4. On which of the following areas do you collect awareness data?

Answer (multiple answers possible)	No.	%
The nature of trafficking in human beings (THB) (if so, please provide details)	9	69%
Risks of THB (if so, please provide details)	11	85%
How to protect oneself from THB (if so, please provide details)	10	77%
How to identify and report cases of THB (if so, please provide details)	10	77%
The possible presence of THB in products people buy (if so, please provide details)	1	8%
Total	13	*

C.5. Does your organization have access to specific data collected by other organizations on the level of awareness among the general population (or specific target populations)?

Answer	No.	%
Yes	19	38%
No, only to data collected by my organization	14	28%
No, not at all	17	34%
Total	50	100%

C.6. On which of the following areas do you have awareness data?

Answer (multiple answers possible)	No.	%
The nature of trafficking in human beings (THB) (if so, please provide details)	11	69%
Risks of THB (if so, please provide details)	12	75%
How to protect oneself from THB (if so, please provide details)	13	81%
How to identify and report cases of THB (if so, please provide details)	14	88%
The possible presence of THB in products people buy (if so, please provide details)	0	0%
Total	16	*

C.7 Has your NGO been involved in any project activities on general awareness (such as: THB education in schools, rights education in schools, targeted prevention programmes for vulnerable populations/areas, public awareness campaigns)?

Answer	No.	%
Yes	49	94%
No	3	6%
Total	52	100%

C.9. Are you familiar with any examples in your country of prevention programmes verified as successful in preventing THB?

Answer	No.	%
Yes	15	38%
No	24	62%
Total	39	100%

C.10. Please rate the following

Question	Fully adequate	Very adequate	Enough adequate	A little adequate	Not at all adequate	Don't know/NA
Availability of information on which to design effective prevention programmes	6	5	19	5	7	1
Extent to which this information is used in prevention programme design	3	6	13	10	4	6
Scope of awareness-raising activities	6	5	15	9	5	2
Effectiveness of awareness-raising activities in increasing awareness	4	6	14	6	6	6
Effectiveness of awareness-raising activities in leading to effective action against THB	1	9	11	8	4	9
Scope of other THB vulnerability reduction programmes (such as alternative livelihoods)	2	7	6	11	9	8
Effectiveness of vulnerability reduction programmes in preventing THB	2	6	9	7	10	9

D. Prompt and accurate identification of victims

D.1. Which groups in your country are able to identify and refer victims of trafficking to support measures?

Referring agency/personal	Identifies person as a presumed victim of trafficking	Formally designates a person as a victim of trafficking	Refers victims to support services
Specialized CTHB police	29	23	28
Non-specialized/front-line police	21	2	23
Investigators	23	10	22
Prosecutors	13	11	16
Judges	9	12	11
Border control officers	22	7	22
Immigration officers	24	7	22
Customs officers	18	3	18
Social welfare agencies	26	14	27
Labour inspectors	21	3	20
Labour attachés	8	0	14
Diplomatic/consular staff	15	1	17
Medical practitioners	21	4	20
International organizations (including humanitarian agencies and staff)	26	6	26
Approved non-government organizations (e.g. NGOs who are part of the National Referral Mechanism)	29	10	30
Other non-government or civil society organizations	24	2	24
Trade unions	12	0	16
Other (please specify)	0	1	2

D.2. In your country, do you or other NGOs or CSOs have access to state facilities (including, for example, social service and immigration reception centres, prisons and detention facilities) and assist with the timely identification of victims of trafficking?

Answer (multiple answers possible)	No.	%
Only our organization	0	0%
Our organization and other NGO(s) or CSO(s)	28	65%
Other NGO(s) or CSO(s), not our organization	5	12%
No NGO(s) or CSO(s)	5	12%
Don't know	5	12%
Total	43	*

D.4. Does your NGO keep records on the number of cases of trafficking referred to your organization each year?

Answer	No.	%
Yes	35	80%
No	4	9%
My organization does not work with victims of trafficking	5	11%
Total	44	100%

D.5. Is the data collected by your NGO on trafficking cases included in a national system of data collection?

Answer	No.	%
Yes	14	44%
No	12	38%
There is no national system of data collection	2	6%
Don't know	4	13%
Total	32	100%

D.6. By which means have victims been presumably or formally identified and referred to your organization over the past three years?

Answer (multiple answers possible)	No.	%
Through hotline(s)	20	56%
Through screening in immigration detention centres	7	19%
During entry to country	8	22%
During exit from country	5	14%
By social services	21	58%
Through police intelligence, tip-offs	18	50%
By NGOs	31	86%
During health and safety inspections	4	11%
By medical professionals	11	31%
Walk-ins/self-identification	22	61%
Returned from another country	17	47%
Other (please provide details)	5	14%
Not known/not recorded	0	0%
Total	36	*

D.7. Please rate how effective you find your country's processes for identifying cases of trafficking in the following groups of national victims (for EU countries, please include all EU nationals in this category).

Identification of	Fully effective	Very effective	Moderately effective	Slightly effective	Ineffective	Don't know/NA	Total
Adult female victims of trafficking for the purpose of sexual exploitation	1	8	10	8	10	2	39
Adult male victims of trafficking for the purpose of sexual exploitation	0	3	5	12	14	3	37
Child (female) victims of trafficking for the purpose of sexual exploitation	2	5	8	9	9	5	38
Child (male) victims of trafficking for the purpose of sexual exploitation	0	5	3	13	11	6	38
Adult female victims of trafficking for the purpose of labour exploitation	2	7	6	11	11	1	38
Adult male victims of trafficking for the purpose of labour exploitation	1	6	8	9	12	2	38
Child (female) victims of trafficking for the purpose of labour exploitation	1	6	5	8	13	4	37
Child (male) victims of trafficking for the purpose of labour exploitation	0	5	6	11	11	4	37

D.8. Please rate how effective you find your country's processes for identifying cases of trafficking in the following groups of foreign victims

Identification of	Fully effective	Very effective	Moderately effective	Slightly effective	Ineffective	Don't know/NA	Total
Adult female victims of trafficking for the purpose of sexual exploitation	2	6	10	8	10	3	39
Adult male victims of trafficking for the purpose of sexual exploitation	0	4	6	9	16	4	39
Child (female) victims of trafficking for the purpose of sexual exploitation	2	4	10	5	12	6	39
Child (male) victims of trafficking for the purpose of sexual exploitation	0	5	6	9	14	5	39
Adult female victims of trafficking for the purpose of labour exploitation	2	5	6	10	15	2	40
Adult male victims of trafficking for the purpose of labour exploitation	1	6	5	11	15	2	40
Child (female) victims of trafficking for the purpose of labour exploitation	1	5	4	10	13	4	37
Child (male) victims of trafficking for the purpose of labour exploitation	0	5	3	12	13	4	37

D.9. Please provide your view on the following statements concerning the identification of trafficked persons in your country.

Question	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know/NA	Total
My country has clear criteria for the identification of trafficked persons	7	14	3	10	5	1	40
Those people likely to come into contact with victims of trafficking are familiar with these criteria	2	8	5	15	5	3	48
Front-line law enforcement officials (police, border and immigration officials) have the knowledge and skills necessary to identify possible victims of trafficking	3	7	4	15	7	2	38
Other front-line respondents (e.g., social workers, medical practitioners) have the knowledge and skills necessary to identify possible victims of trafficking	0	7	8	13	8	3	39
My country regularly undertakes efforts to identify trafficked persons in places they are likely be found (e.g., immigration detention centres, sectors dominated by informal/migrant labour)	1	8	13	9	5	3	39
My country has a functioning hotline with staff trained to provide assistance to victims of trafficking	10	15	4	1	5	4	39
This hotline is able to provide assistance in a language understood by the majority of foreign victims	5	12	7	3	5	7	39
Victims of trafficking are aware that they have the right to assistance	1	8	6	10	9	4	38
Victims of trafficking are aware of realistic options/procedures for accessing assistance	1	6	6	14	8	4	39
Some victims choose not to come forward because they perceive that services are not suitable	9	19	2	2	0	4	36
Some victims choose not to come forward because they do not wish to return to their own country	7	17	3	3	1	7	38
Some victims choose not to come forward because they do not wish to co-operate with law enforcement authorities	10	18	5	0	0	5	38

D.10. Please provide your view on the following statements concerning the identification of trafficked persons in your country.

Question	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	Don't know/ NA	Total
Helplines for victim reports rarely operate on a 24/7 basis	4	7	5	12	8	4	40
The groups that are able to refer victims of trafficking to support measures are effectively/regularly trained	0	17	8	11	2	1	39
Front-line law enforcement staff rarely adopt a proactive approach to detecting and identifying victims of trafficking	5	11	10	7	3	3	39
There is a clear and systematic procedure aimed at identifying victims of trafficking among migrants and asylum seekers	0	9	13	9	5	3	39
My country trains all staff working with unaccompanied/separated children on human trafficking and how to provide specific assistance to child victims	1	7	8	11	6	6	39
My country has child-specific victim identification procedures which involve child specialists	1	15	8	5	5	5	39
There is insufficient attention to trafficking for purposes other than sexual exploitation	6	14	5	11	1	2	39

D.12. What information do you have on the following emerging patterns, forms and flows of trafficking in human beings and related crimes for which data is currently limited or not confirmed?

Trafficking for the purpose of ...	No reports	Unconfirmed reports	Cases under investigation	Cases reaching the judicial process (including completed cases)	Don't know	Total
Forced begging	10	7	5	6	7	35
Forced criminality	11	4	7	4	9	35
Forced marriage for the purpose of labour/sexual exploitation	10	7	7	4	7	35
Sham marriage (sham marriage involves a person being forced to marry a non-national in order for the latter to gain residency)	11	4	5	2	11	33
Child marriage	9	6	4	2	13	34
Adoption for the purpose of labour/sexual exploitation	10	5	3	3	12	33
Recruiting foreign fighters	12	5	2	1	14	34
Recruiting children associated with armed forces and groups	15	2	2	0	15	34
Claiming social benefits	12	5	2	1	14	34
Sexual exploitation in relation to sex tourism	10	7	4	2	12	35
Pornography, use of live web cameras and live remote sexual abuse (including child abuse)	7	5	8	5	9	34
Pregnant women being trafficked for the purpose of selling their new-borns	16	2	1	2	14	35
Trafficking for organ, human tissue or cell removal	18	2	2	1	12	35
People with developmental/physical disabilities targeted by traffickers	12	6	3	5	9	35
Other emerging pattern(s) (please provide details)	2	1	2	0	6	11

E. Victim support services

E.1. How satisfactory do you find the quality of these services in addressing the needs of victims of THB in your country?

Question	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/NA	Total
Accommodation in specialized shelters for victims of trafficking	3	4	12	11	6	3	39
Accommodation in shelters not exclusively for victims of trafficking	0	2	12	12	6	6	38
Medical and psychological assistance	3	8	10	6	5	6	38
Legal support (for example, to regularize status, obtain residence or work permit, or obtain documentation for stateless persons)	3	6	12	4	9	4	38
Legal assistance to obtain compensation	1	3	6	9	14	5	38
Education	3	2	10	10	8	4	37
Training (vocational and business)	1	3	10	9	10	4	37
Job placement	1	4	9	10	9	4	37
(Re-)integration assistance	2	4	11	7	8	5	37
Return assistance	5	7	10	6	4	6	38
Individual risk and security assessment prior to return	4	5	9	4	6	9	37
Individual risk and security assessment prior to possible family reunification	1	3	9	5	7	12	37

E.3. Please assess the quality of victim support services overall, in terms of addressing the needs of specific types of national victims of trafficking (for EU countries, please include all EU nationals in this answer).

Question	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/ NA	Total
Adult female victims of trafficking for the purpose of sexual exploitation	4	4	12	9	6	2	37
Adult male victims of trafficking for the purpose of sexual exploitation	2	2	6	11	12	4	37
Child (female) victims of trafficking for the purpose of sexual exploitation	2	2	12	8	7	6	37
Child (male) victims of trafficking for the purpose of sexual exploitation	0	3	9	11	8	6	37
Adult female victims of trafficking for the purpose of labour exploitation	3	4	11	8	9	2	37
Adult male victims of trafficking for the purpose of labour exploitation	2	3	10	8	12	2	37
Child (female) victims of trafficking for the purpose of labour exploitation	1	2	10	8	9	7	37
Child (male) victims of trafficking for the purpose of labour exploitation	0	2	9	9	10	7	37

E.4. Please assess the quality of victim support services overall, in terms of addressing the needs of specific types of foreign victims of THB.

Question	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/ NA	Total
Adult female victims of trafficking for the purpose of sexual exploitation	2	6	6	9	10	3	36
Adult male victims of trafficking for the purpose of sexual exploitation	2	2	4	10	14	4	36
Child (female) victims of trafficking for the purpose of sexual exploitation	0	4	9	9	8	5	35
Child (male) victims of trafficking for the purpose of sexual exploitation	0	3	7	9	9	7	35
Adult female victims of trafficking for the purpose of labour exploitation	1	8	3	9	12	3	36
Adult male victims of trafficking for the purpose of labour exploitation	1	6	4	7	14	4	36
Child (female) victims of trafficking for the purpose of labour exploitation	0	3	5	10	10	8	36
Child (male) victims of trafficking for the purpose of labour exploitation	0	3	5	8	11	9	36

E.5. Does your organization provide assistance to foreign victims of trafficking?

Answer	No.	%
Yes	26	72%
No	10	28%
Total	36	100%

E.6. Does your organization have processes in place to follow up with the (re-)integration of victims after return to their country of origin?

Answer	No.	%
Yes, in all cases	2	7%
Yes, in some cases	17	59%
No	9	31%
Don't know	1	3%
Total	29	100%

E.7. How do you follow up the (re-)integration of victims of trafficking in their country or origin, or a third country?

Answer (multiple answers possible)	No.	%
Directly, for example, through country visits or phone calls to counterpart organizations	8	42%
Through partner organizations	18	95%
Through links between National Referral Mechanisms	2	11%
Maintaining a case follow-up file that is shared between different referring organizations	2	11%
Other (please specify)	2	11%
Total	19	*

E.8. Are there mechanisms in place in your country to collect feedback from victims of trafficking on the services provided to them?

Answer (multiple answers possible)	No.	%
Our organization has mechanisms in place to collect feedback from victims of trafficking on the services provided to them	15	38%
Other organizations have mechanisms in place to collect feedback from victims of trafficking on the services provided to them	3	8%
There are no mechanisms in place to collect feedback from victims of trafficking to them	11	28%
Don't know	12	31%
Total	39	*

F. Support for victims in the criminal justice process

F.1. Please assess the availability of the following provisions to victims of trafficking.

Question	Available to all victims	Available to most victims	Available to some victims	Available to few victims	Not available to victims	Don't know/ NA	Total
Non-punishment – not imposing penalties on victims for their involvement in unlawful activities, to the extent that they have been compelled to do so	10	5	8	2	5	6	36
A reflection period to give the victim due time to decide whether or not to act as a witness	16	3	4	1	7	5	36
Issuance of residence permits for foreign victims during their stay in your country	7	8	2	7	3	7	34
Issuance of work permits to foreign victims during their stay in your country	4	6	2	2	9	12	35
Provision of legal counselling for victims when they are in the process of deciding whether or not to testify in court	13	3	4	4	5	6	35
Permitting NGOs to support victims in court hearings	11	6	6	4	3	6	36
Compensation for victims through criminal proceedings	6	2	3	7	7	11	36
Compensation for victims through civil proceedings	8	2	2	7	7	10	36
Compensation for victims – from the State	5	1	2	3	12	11	34
Free legal aid for victims in seeking criminal compensation	11	3	1	4	6	10	35
Free legal aid for victims in seeking civil compensation	10	3	1	5	6	10	35
Full costs of support services for victims to be met by the State	8	3	2	1	12	8	34
Full range of support services provided to victims regardless of whether they choose to co-operate in criminal proceedings	10	3	4	1	12	6	36

F.3. Which procedures does your country have in place to protect witnesses and victims when they go to court?

Answer (multiple answers possible)	No.	%
Use of video links	13	43%
Privacy screens (privacy screens allow victims who are required to testify in court to avoid facing the accused while doing so)	10	33%
Special waiting rooms for victims/witnesses who feel vulnerable when waiting to go into the court room	15	50%
A support person is permitted to sit beside the victim in court while they give evidence	16	53%
The victim is accompanied to and from their place of residence for all legal proceedings	13	43%
Secure entrances to court rooms	10	33%
The court room can be closed to the public while the victim gives evidence	20	67%
Dedicated child-friendly interview premises	17	57%
Use of video recording of statements for children	14	47%
Other (please specify)	7	23%
Total	39	*

F.4. Which procedures does your country have in place to protect witnesses and victims from intimidation and threats outside of court?

Answer (multiple answers possible)	No.	%
Witness protection (e.g., in travelling to and from court)	20	67%
Provision for victim relocation	8	27%
Safe houses	21	70%
Bodyguards/security	8	27%
Protection for family members	9	30%
Avoidance of identifying information for victims/witnesses on official documents (such as through use of initials, redaction from indictments)	12	40%
Other (please specify)	3	10%
Total	30	*

F.5. How satisfactory do you think these protection mechanisms are?

Mechanisms to ensure ...	Fully satisfactory	Very satisfactory	Satisfactory	Slightly satisfactory	Not satisfactory	Don't know/NA	Total
Victims are not intimidated inside the court	0	3	6	11	6	9	35
Witnesses are not intimidated inside the court	0	2	7	10	7	9	35
Victims are not intimidated outside the court	0	2	5	11	10	7	35
Witnesses are not intimidated outside the court	0	1	4	11	11	8	35
Family members are not intimidated	0	1	2	11	11	9	34

G. Investigation and prosecution of trafficking in human beings

G.1. Does your organization collect data on THB crimes, prosecutions, and convictions?

Answer	No.	%
Yes	11	30%
No	26	70%
Total	37	100%

G.2. Does your country collect data on THB crimes, prosecutions, and convictions?

Answer	No.	%
Yes	29	78%
No	8	22%
Total	37	100%

G.4. Are you familiar with any examples of successful targeting of human trafficking (and/or child sexual exploitation) networks in your country that you would like to highlight as a potential example for other countries?

Answer	No.	%
Yes	11	31%
No	24	69%
Total	35	100%

H. Technology and trafficking in human beings

H.1. Do you know if the training curriculum of the police/law enforcement academies in your country include training on how to (1) address technology facilitated/enabled trafficking, and (2) use technology to combat trafficking (not training on cybercrime)?

Answer	No.	%
Yes	11	28%
No	3	8%
Don't know	25	64%
Total	39	100%

H1.a. The training is provided for ...

Answer (multiple answers possible)	No.	%
Anti-trafficking experts	10	100%
Cybercrime experts	7	70%
Online child sexual exploitation experts	7	70%
Organized crime experts	6	60%
Other (please specify)	4	40%
Total	10	*

H.2. Do you know if the law enforcement authorities in your country have formal standard operating procedures (SOPs) or other guidance on proactive monitoring, detecting, investigating and disrupting trafficking in human beings facilitated by internet communication technology (ICT)? (The question is not limited to online child sexual abuse and exploitation, but refers broadly to different technology-facilitated THB.)

Answer	No.	%
Yes	6	60%
No	0	0%
Don't know	4	40%
Total	10	100%

H.2.a. What does the standard operating procedures (SOPs) include?

Answer (multiple answers possible)	No.	%
Mapping online platforms where the risk of THB is high	2	50%
Conducting undercover operations online	2	50%
Using specific indicators of possible human trafficking cases on online platforms	2	50%
Analysis and management of reports received through hotline for online child sexual abuse and exploitation	2	50%
Use of specific technological tools to fight THB	2	50%
Other (please specify)	2	50%
Total	4	*

H.3. Please indicate which of the following policies have been adopted in your country regarding technology and human trafficking:

Answer (multiple answers possible)	No.	%
Requirement for technology companies and internet service providers to proactively identify possible human trafficking cases on their platforms and resources	2	22%
Requirement for technology companies and internet service providers to report to law enforcement on possible human trafficking cases taking place on their platforms and resources	3	33%
Requirement for technology companies and internet service providers to adopt measures to combat grooming by human traffickers online for all forms of child trafficking as well as other sexual exploitation of children	3	33%
Make technology companies and internet services providers criminally and financially liable for knowingly assisting, facilitating, or supporting human trafficking	5	56%
Implement age verification technologies with a view to limit the access of children to pornographic websites	3	33%
Shut down or limit access to websites and online platforms advertising illegal services with high risk of trafficking (prostitution in countries where it is illegal, escort and massage services, etc.)	5	56%
Allow information and data collected by artificial intelligence technology to be used as evidence in courts in human trafficking cases	2	22%
Other (please specify)	0	0%
None of the above	0	0%
Don't know	3	33%
Total	9	*

H.4. Please provide information on which of the following groups benefit from formalized and regular training on the use of technology for trafficking in human beings:

Answer (multiple answers possible)	No.	%
Border officials	7	78%
Law enforcement officials	8	89%
Judges	3	33%
Prosecutors	3	33%
Immigration	5	56%
Other (please specify)	1	11%
None of the above	0	0%
Don't know	1	11%
Total	9	*

H.5. Does the legislation in your country:

H.5.a Require that the interaction between victims and traffickers be face-to-face (as opposed to virtual interaction, such as where the victim is recruited via social media or controlled via mobile devices)?

Answer	No.	%
Yes	4	40%
No	4	40%
Don't know	2	20%
Total	10	100%

H.5.b Require that the interaction between victims and those benefiting from the services of victims be face-to-face (as opposed to virtual interaction where a victim is sexually exploited via online streaming)?

Answer	No.	%
Yes	1	11%
No	4	44%
Don't know	4	44%
Total	9	100%

H.5.c Allow the use of specialized software to support the investigation of human trafficking cases?

Answer	No.	%
Yes	4	50%
No	2	25%
Don't know	2	25%
Total	8	100%

H.6. Which of following are in place in your country:

H.6.a.1. A special task force or working group to address technology-facilitated/enabled human trafficking?

Answer	No.	%
Yes	3	50%
No	3	30%
Don't know	1	20%
Total	10	100%

H.6.a.2. Do technology companies and/or internet service providers participate in this process?

Answer	No.	%
Yes	1	20%
No	0	0%
Don't know	4	80%
Total	5	100%

H.6.b Use of data scraping and/or aggregation software to automatically aggregate data and information from different online platforms associated with possible human trafficking cases?

Answer	No.	%
Yes	1	11%
No	1	11%
Don't know	7	78%
Total	9	100%

H.6.c Use of generic and specific indicators to flag possible human trafficking cases facilitated by online platforms, such as escort services, massage services, broader "classifieds" advertising platforms, advertising aggregators, hobby boards, dating and social networking websites, and other forums as appropriate to the local market?

Answer	No.	%
Yes	1	22%
No	1	11%
Don't know	4	67%
Total	9	100%

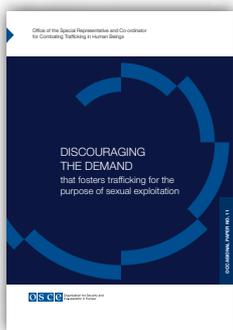
H.6.d A national hotline in your country which receives reports of online child sexual abuse and exploitation material?

Answer	No.	%
Yes	6	67%
No	0	0%
Don't know	3	33%
Total	9	100%

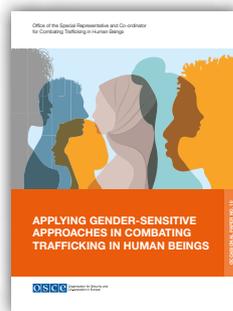
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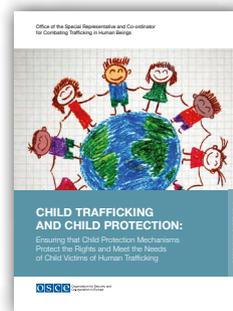
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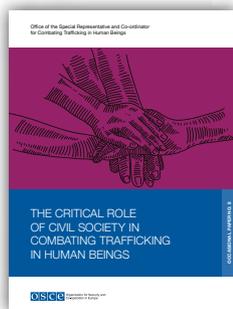
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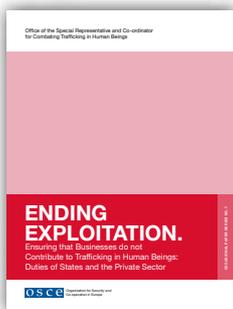
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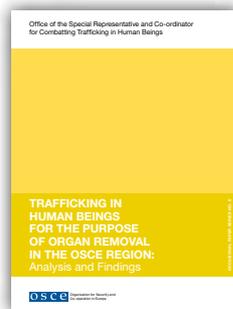
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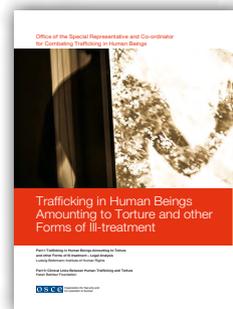
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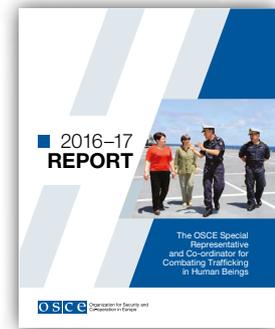
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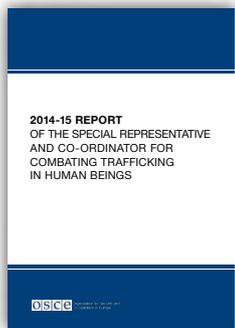
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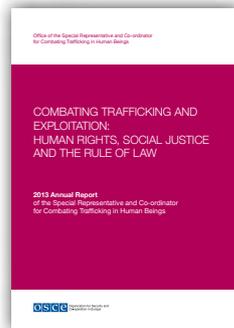
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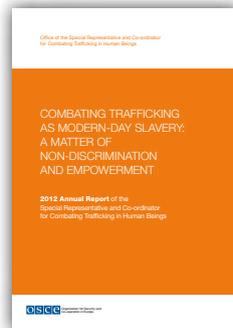
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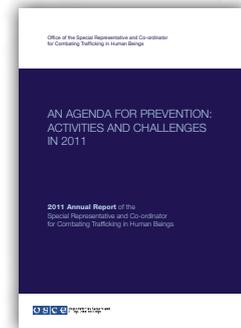
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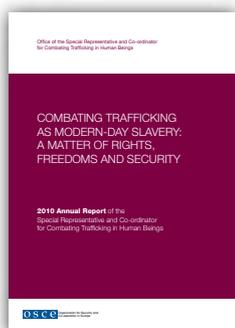
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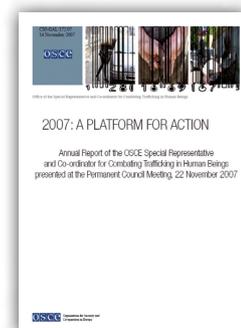
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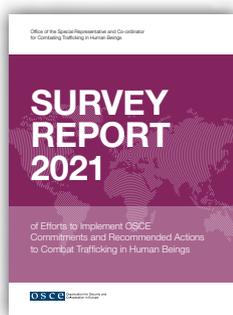


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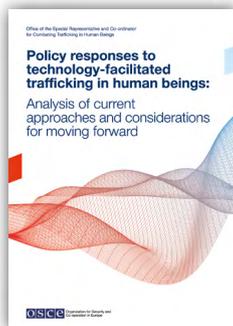


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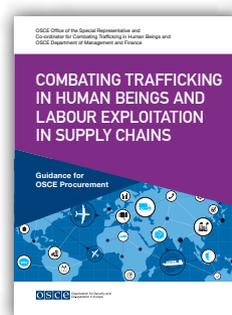
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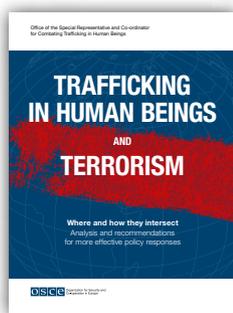
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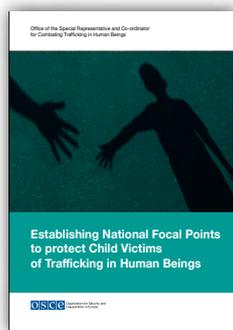
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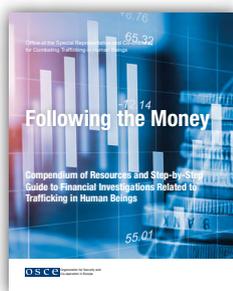
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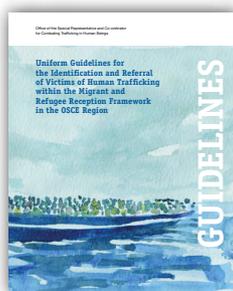
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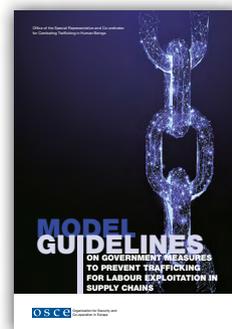
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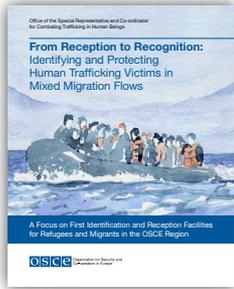
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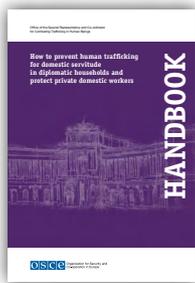
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