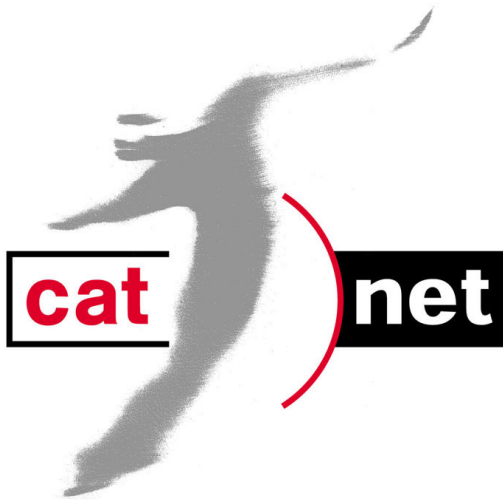


Action and Networking against Trafficking in Women



Christian Action and Networking
Against Trafficking in Women

an action-oriented guide
for awareness-raising and social assistance

compiled by the project
"Christian Action and Networking against
Trafficking in Women (CAT)"



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Editor:

Christian Action and Networking against Trafficking in Women (CAT)

c/o CCME 174, rue Joseph II B 1000 Bruxelles BELGIUM

Tel + 32 2 234 68 00

Fax + 32 2 231 14 13

e-mail: ccme@wanadoo.be

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1. Foreword

Trafficking in human beings is one of the most serious human rights violations today and the trafficking in women is probably the most dramatic aspect of that problem. According to estimates from the United Nations (UN), the Organisation for Security and Co-operation in Europe (OSCE) and the European Commission some 500,000 to 700,000 women and children are trafficked annually by global criminal networks. The social and economic position of women in many countries makes them the most vulnerable to false promises and makes them easily exploitable. In many cases, women leave their country in the hope not only to sustain themselves, but also to support their families. Even if a woman was smuggled with her initial consent and a vague idea what might await her, the extent and brutality of the exploitation which she might face, is unimaginable. In reality, the lives and livelihood of girls and women who are trafficked are destroyed as they are kept and abused under slave-like conditions. Being trafficked causes enormous physical, mental, emotional and social suffering for the women themselves as well as for their families.

Trafficking is a global phenomenon, which connects all the world through the disgraceful trade of women's and young men's bodies, most often for commercial sex. It is the underside of globalisation and free trade – it is a trade, which is global but not free. Many of those who are trafficked belong to the church – all of them belong to the world, which God made, and Christ gave his life for.

Churches and church-related organisations have for years denounced trafficking as an unacceptable human rights violation, based on the biblical conviction that 1 Corinthians 12 26-27 says that 'if one part of the body suffers all the other parts of the body suffer with it – all of you then are Christ's body and each one is a part of it'.

In many countries, churches and their diaconal services offer assistance to trafficked women. They also implement prevention-oriented activities, provide shelter for trafficked women, raise awareness for the issue of trafficking and finance activities against trafficking. As trafficking is a trans-national phenomenon, it has become clear that any response to trafficking needs to be a trans-national one. The Churches' Commission for Migrants in Europe (CCME) and Caritas Europa, working together with their members, have initiated networking activities among churches and church-related organisations against trafficking. In the year 2002, these networking activities have resulted in the creation of the project "Christian Action and Networking against Trafficking" (CAT¹).

¹ CAT should not be confused and is not identical with the US-based CATW network.

2. Background of this brochure

The CAT project has, so far, brought together organisations from ten European countries. It is co-financed by the European Commission under the STOP II programme.

During the first year of the project, the organisations involved have visited one another in order to get to know the situation in the different countries and become acquainted with the specific areas of work of the different organisations. In one of two workshops, the participating organisations dealt in more depth with selected themes such as the cooperation with police, trafficking in minors, trafficking and destructive cults (Voodoo), prevention in countries of origin and collection of information and data on trafficking. These themes were introduced by organisations which are specialised in the specific issue. At a second workshop, based on their experiences, the organisations developed materials on the best practices for awareness-raising and assistance-giving. In between meetings, the organisations exchanged materials from their work and discussed the best practices via the COATNET (Christian Organisations against trafficking – Net). COATNET is an internet-based communication platform consisting of a public website and password-secured extranet. The results of these collections of the best practices are put together in this brochure, so that they may be used by organisations or individuals confronted with the issue of trafficking.

This brochure consists of different parts which form a logical whole, but each part may be used separately: A general introductory chapter briefly describes the socio-economic realities behind trafficking, outlines a definition of what trafficking comprises, describes the framework of legislative initiatives against trafficking and reflects upon the role of Non-Governmental Organisations (NGO's) in the struggle against trafficking. Chapter 4 outlines examples of the best practices for awareness-raising and assistance-giving: a general introduction describes the activities which different organisations are undertaking against trafficking and offers practical suggestions for organisations wanting to become active in the fight against trafficking. The subchapters 4.2. to 4.5. describe in more detail the areas which emerged as important during the project: standards of assistance, cooperation with authorities, and prevention and work with the churches. Chapter 5 contains some suggested readings and useful links, websites and addresses. Chapter 6 introduces ten recommendations from CCME and Caritas for preventing, combating and overcoming the trafficking in women – both on a practical and on a policy level. Chapter 7 contains acknowledgments to those organisations and individuals without whom the project would not have been possible and Chapter 8 provides the names and contact details of the participating organisations.

This brochure is intended as working material for persons who have a basic understanding of trafficking, who might be confronted with trafficked women in their work (e.g. medical staff, social worker, church staff, public officials) or who want to know how they can help and want to know what needs to be done now. It also is addressed at groups wanting to become active in the struggle against

trafficking. We have, for this reason, refrained from presenting individual cases/personal testimonies of trafficked women/girls. If you are looking for materials for education about trafficking (such as personal testimonies), you will find them in the publications mentioned in Chapter 5. Even though this brochure contains very concrete ideas for practical action, it can never replace the real-life contact with organisations/persons working in the field. The address list should therefore encourage you to get in contact with persons working with existing initiatives – they will be happy for any kind of support!

You will notice that the different sections of this book are held in different styles. This reflects that this booklet is the result of the work of an international group with members of very different backgrounds. We have refrained from streamlining it into one uniform text as we believe the diversity and fullness of knowledge represented in the project is one of the strengths of the work undertaken.

Not all of the good and useful material developed during the project could be included in this brochure – we will therefore, step by step, be adding more of the material which was developed to the website: **www.coatnet.org**! You will see that some of the materials are rather elaborate, others more represent “work in progress” – we therefore hope to complement this brochure with additional material after a second phase of the CAT II project. You will also find parts of this brochure translated into other languages on this website.

Our contribution is only a beginning – and it is yours to do with as you see fit. We invite all the readers of this brochure to become part of a united and sustained response to the world of trafficking, which is on our doorsteps, through their participation in this work. The response might be simply to raise awareness – others might become a part of the costly work of accompaniment and advocacy. Please feel free to adapt the information in these pages to your local context and needs – and share how you used it.

We wish you a good and informative reading and success in your work against trafficking!

Doris Peschke
General Secretary
Churches' Commission for
Migrants in Europe

Martina Liebsch
Chairperson,
Migration Commission of
Caritas Europa

Any kind of feedback or reaction, as well as additional texts (for an updated version of this brochure), are most welcome at:

CAT c/o CCME
174, rue Joseph II
B 1000 Bruxelles
e-mail: ccme@wanadoo.be

3. General Introduction: How can we understand trafficking?

What is the background of trafficking in Europe?

The problem of trafficking in women, which for decades has been known in other regions (e.g. South East Asia), has become one of the most tragic and alarming product of societies in crisis and transition in countries of the former Eastern Bloc. Even though there is hardly any commonly accepted data, it is fair to assume that each year several hundred thousand women are trafficked in Europe alone.

Women in countries of the former Eastern Bloc are among those who have most dramatically lost in the process of economic transition. The feminisation of poverty in a country where the majority of citizens are struggling for economic survival has had devastating effects. Women are hardest hit by unemployment, the collapse of state-run institutions such as public health care, affordable education, the pension systems, and poverty in general.

The revitalisation of old gender roles which have a tremendously negative impact on the developmental chances of girls and women and the devaluation of jobs traditionally held by women (e.g. teachers) have, together with other social factors like the spread of domestic violence and alcoholism in families, lead to an increasingly depressing situation for women. In areas of industrial decline as well as in rural areas, the public perception of a total collapse of public institutions contributes to a situation in which a large number of women, some among them highly qualified, are desperately looking for a better life elsewhere – often abroad. The lack of legal migration possibilities, the tradition of women taking care of the economic survival of the extended family and a general distrust in any state authority leads to a situation where many girls and women try to find a better life and means to sustain themselves and their families with irregular migration abroad. The situation of these girls and women along with the myths about good employment chances abroad and the demand for irregular migrants causes them to resort to well-functioning networks of smugglers, which seem to offer a feasible opportunity of migration. In many cases, girls and young women have to find out that not only their border crossing is facilitated by criminal networks, but also that they have become the object of cross-border trading in human beings.

The general demand for cheap, undeclared labour in countries of the richer parts of Europe, notably for girls and women for the purpose of sexual exploitation as well as the prevailing myths about sexually active/attractive women from Eastern Europe, makes trafficking in girls and women from East to West a highly lucrative business. Case studies also suggest that in a considerable number of cases public officials and law enforcement authorities are either unable or unwilling to effectively prosecute the criminal networks. Like in many sectors, political actors are struggling to combat corruption in this area as well. Given the practices of some assistance institutions as well as some law enforcement institutions, women from countries of the former Eastern bloc are among the largest groups of victims of trafficking in the EU countries as well as countries of central Europe.

What is the definition of trafficking?

The definition of trafficking varies from country to country. In addition, trafficking, especially for the purpose of sexual exploitation and prostitution, is often confused with related phenomena, such as smuggling or undeclared labour.

The most widely accepted definition of trafficking, which in our view is broad and yet precise enough, is the one of the “Palermo Protocol”; a protocol to the UN Convention Against Trans-national Organised Crime².

According to this convention, “trafficking in persons” means the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation. Exploitation includes, at a minimum, the exploitation or the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.

Distinctions between trafficking in persons and smuggling of migrants should be made.

What is the legal framework for combating trafficking?

Legislation of combating trafficking varies considerably between different countries. In some countries legislation only addresses trafficking for sexual exploitation, in others minors are protected by special legislation, in some countries there is very limited legislation to combat trafficking. International organisations have, however, in recent years aimed at harmonising the framework of combating trafficking in human beings - in particular women and children. Among the main international actors we should only mention the UN, International Labour Organisation (ILO), the Council of Europe, the OSCE and the European Union.

The UN: In 1998, the UN General Assembly established an ad hoc committee open to all states for the purpose of elaborating the International Convention Against Trans-national Organised crime and three additional international legal protocols. Negotiations were concluded in Palermo in 2000. The convention and its protocols oblige signatory states to establish certain types of criminal sanctions as well as protection measures for victims. The convention was adopted by the UN General Assembly and signed in 2000. It came into effect in September 2003, 90 days after ratification by more than 40 signatory states. The additional protocols, including the one on trafficking, are expected to enter into effect by the end of 2003 (links to the relevant information in Chapter4).

The ILO: The International Labour Organisation has, in the context of its work against any form of slavery and forced labour, adopted conventions which cover forced labour in the context of trafficking. Signatory states are especially bound by

² In December 2000, the UN adopted two protocols supplementing the UN Convention Against Trans-national Organized Crime - one to prevent, suppress and punish trafficking in persons, especially women and children, and the other against the smuggling of migrants.



the Forced Labour Convention of 1930 and the convention Against The Worst Forms of Child Labour of 1999.

The OSCE: The OSCE addresses the issue of European cooperation against trafficking as part of its work on human, economic, and social dimensions. The Office for Democratic Institutions and Human Rights has launched a number of anti-trafficking initiatives that cover a wide range of thematic issues and also a wide geographic area. The OSCE advises its member states on questions of reviews on trafficking legislation as well as setting up cooperations between different actors in the context of national referral systems against trafficking.

The Council of Europe: From 14-15 May 2003, the Council of Europe's Foreign Affairs Ministers' meeting called for reinforced action by the Council of Europe in combating trafficking. In this context, support was expressed for the preparation of a European convention on Action Against Trafficking in Human Beings. Such a convention should be geared towards the protection of victims' rights and the respect for human rights, and aim at a proper balance between matters concerning human rights and prosecution. The Ministers underlined that the Convention should build on the United Nations' achievements in this field in a European context and facilitate the implementation of the existing international legal instruments dealing with trafficking in human beings

The European Union: Apart from supporting co-operation of member states and organisations, the European Union has, since the mid-90s, adopted several "joint actions" and communications, which encouraged member states to review legislation on trafficking. In July 2002, the Council of the European Union adopted a framework decision on combating trafficking in human beings which is binding for the current and future EU member states and must be transposed into national legislation by the 1st of August 2004. The EU is also currently drawing up legislation for short-term residence permits for victims of trafficking who co-operate with the relevant authorities, as well as a legal framework against sexual exploitation of children and child pornography.

The Role of NGOs: NGOs are playing an important role in the struggle against trafficking in human beings. NGOs very often have the first direct contact with trafficked persons, as they might be present where these persons seek different kinds of help (general social assistance institutions, health services etc.). Often NGOs, especially if they are known "in the field", enjoy a high degree of trust among trafficked women – a trust that state institutions such as the police might often not have. This offers chances for NGOs and their work, but also gives NGOs a high degree of responsibility. NGOs can give trafficked women clear and understandable information about the assistance which they can get, and about the options which are open to them. NGOs can also refer women to specialised services. Unlike the police, NGOs usually have no direct obligation to involve trafficked women in legal proceedings. NGOs can therefore, (within the general framework) help the woman to make a decision about what they want to do with whom and where.

If a woman decides to disclose her situation to the police, NGOs can, through cooperation with public officials, assist in the prosecution of the trafficking net-

works. If the woman decides against this option, NGOs can often negotiate other options for the trafficked woman.

What is our goal of assistance for women potentially affected by trafficking?

In the debate on trafficking, a lot of organisations are very actively engaged with various approaches, interests and goals. Some organisations see the fate of women who are trafficked primarily as an issue of overcoming a patriarchal society. Others focus more on the migration issues connected with trafficking, while others still, might focus on an approach underlining law enforcement.

In the context of the CAT projects, the partners have developed a working definition on which they base their assistance to women potentially affected by trafficking:

“We want to assist women (potentially) affected by trafficking in a way which enables them to take a well-informed, un-pressurised, autonomous decision about what they want to do with their own life in the future”.

This definition already hints at one of the problems of assistance work – that it can help trafficked women, but that it has its limitations due to social and political constraints. It is therefore clear to the CAT project partners that social assistance should go hand in hand with advocacy work on a political level so that women affected by trafficking become subjects of right rather than “objects” of decision taken by others (persons or institutions).

Long term strategies against trafficking need to go beyond improving immediate direct assistance and law enforcement. Long term strategies need to combat the social, economic and cultural root causes of trafficking – both in countries of origin and countries of destination (the countries in which a demand for trafficking in created). Long-term strategies require changes in legislation, in the economy, and in the fabric of society (see chapter 6).

4. Social assistance and intervention for trafficked women

4.1. Introduction- General suggestions for practical work

Many individuals and organisations are so moved by their encounter with the phenomenon of trafficking and trafficked women that they want to become directly involved and assist victims. This is very good! Experiences of NGOs, however, shows that groups starting with good intentions but little planning, experience and preparation can often encounter massive difficulties and even bring the girls/women affected by trafficking into danger (see concluding remarks of this chapter).

We therefore, on the following pages, give some general suggestions about the kind of social, practical assistance which can be provided for victims of trafficking, what difficulties and dilemmas can be expected and we offer some general suggestions on how to deal with these difficulties.

These suggestions come from the work of the organisations involved in the CAT network and their partners such as police, local authorities and others. The material used originates both from organisation active in EU countries as well as in



countries of Eastern and Central Europe. In this way, the material is comprised of experiences from countries of origin, transit and destination.

It is clear that the general suggestions/advice contained in this brochure need to be adjusted and made viable for each regional or national situation. It is also clear that most groups who want to start assisting victims of trafficking will only be able to offer a limited range of activities of assistance to victims. Finally, a number of problems will need more comprehensive solutions, e.g. a change in the socio-economic and cultural circumstances of girls/women at risk, a change in national legislation and the change of behaviour of men who are clients of women who have been trafficked and forced into prostitution.

All of this should not discourage you. On the contrary, do one or two limited things but do them well and in cooperation with others and you will be a great help. It is necessary to start with small, concrete steps if you want to change the general situation. Some of the organisations, on whose input these suggestions are based, are very experienced with years of work in the field, but they all had to start somewhere and their activities were rather small in the beginning.

The most concrete suggestions, which we give, are on direct assistance of NGOs to victims, as this is the field in which we feel most competent. It should, however, be kept in mind that direct assistance only constitutes a part of the work to be done in the frame of combating trafficking in women. An important additional aspect is the one of prevention relevant to the countries of origin. Another is the collaboration with public authorities, and in particular relationships with the police which have been developed by some of the project partners and are described in other texts issued by CAT. Important recommendations for the cooperation with public authorities can be found in this brochure. A last aspect of general concern to CCME and Caritas is the assumption that a change in current European migration policies, namely the establishment of clear, transparent and accessible channels for legal migration, would constitute an important part of a strategy to overcome trafficking. Finally, the work of the CAT network has stressed the importance of the demand side in the development of the phenomenon of trafficking in women and the need for intervention with the clients.

It should also be kept in mind that trafficking in general, as well as trafficking in women, cannot be reduced to trafficking for sexual exploitation alone. However, this area is the most visible and the one where assistance work has developed the furthest.

Why is social assistance for victims of trafficking difficult? What can still be done?

Every group wanting to become active should be aware that assisting trafficked women is a very difficult, even potentially dangerous, field of social intervention. Trafficking is a criminal underground activity which is difficult to detect and interfere with. NGOs active in the field can encounter a very hard time and are confronted with many dilemmas. The legislation concerning trafficking, developed in both EU member countries and other countries, provides NGO's with certain possibilities, but also often poses serious limitations to their work.

4.1.1. Reaching out to trafficked women

4.1.1.1. Difficulties with locating and reaching out to trafficked women

Women affected by trafficking frequently live in seclusion/absolute isolation and under enormous psychological pressure - it is difficult for those who want to assist them to come in touch with them. More concretely, the difficulties fall under the following categories:

There is the problem of the physical confinement of the women who are not allowed to get in touch with anyone. They are guarded in secret apartments and escorted whenever they have to go out. The severity of restrictions on movement differs from case to case and changes with time: Physical restrictions are loosened to the degree that psychological dependence is achieved and takes the place of purely physical restrictions.

There is the difficulty of little or no knowledge of the language in the respective country, and for the women, complete ignorance of the country where they are found (cases have been found where women do not know in which country they are) and how to proceed in that country. This leads to complete helplessness and inability to seek assistance.

Withholding the women's documents, so that they will not go to the authorities and the police in the fear that they will have to bear the consequences of illegally being in the country and thus being deported, is another difficulty they face. There is the problem of the blackmailing of women with reprisals or the threat of reprisals towards themselves or their families back home. Women have suffered physical and psychological violence (sexual abuse, rapes, beatings etc.) in the framework of 'training' to become docile and as result are sent into abusive work conditions (very large number of clients, long hours of work, unsafe working conditions, lack of hygiene and assistance for health problems). This leads to the creation of traumas and to demoralisation that prevents them from reacting and seeking assistance even when they face urgent and serious problems, as for example, health problems.

4.1.1.2. Methods and modalities for reaching out to trafficked women.

Referral by the Police: The difficulties in locating trafficked women have resulted in a large number of trafficked women being discovered by the police, usually during police raids. The NGOs who work with these women depend on the police for referral and information about cases of trafficked women. It is clear that a regular, trusting and professional contact and cooperation between NGOs and the police helps in the respect that the police can be sensitised to detect potential victims so that NGOs can, at the earliest possible point, be involved and assist victims. Anti-trafficking legislation that has been passed in various countries is more and more recognising the role of NGOs. In an ideal setting, the police are obliged by law to contact NGOs when encountering potential victims of trafficking. In any case, organisations active against trafficking should themselves seek to establish regular direct contact with the police in order that they may identify common interests as well as diverging interests and develop ways of dealing with these diverging interests.

Street-work: Some organisations working with trafficked women are working in direct contact with prostitutes at their “workplaces” (visits and presence on streetwalkers patch or “clubs”). The connections that these organisations have developed with the people working in the ‘milieu’, the relations of trust they have developed, the uninterrupted presence, day and night, of these organisations in the streets and the services they offer to prostitutes make it easier for them to trace and contact trafficked women, who might appear in these places.

Through other prostitutes/club owners: Prostitutes or club owners themselves have access to and are aware of situations that other people do not have access to. There are cases where prostitutes come across a woman who was forced into prostitution or is abused and contact the NGO, where a previous contact already exists.

Through clients: Women that are secluded and are in a slave like situation (e.g. in secluded apartments) sometimes do not have the opportunity to come in contact with any other person than the client. Thus, there are cases where they use this only opportunity to ask for help. Particularly in cases of extreme exploitation and physical abuse, clients become aware of the situation and report to the police. Sensitisation campaigns conducted by NGO’s have contributed in that in some cases clients now take this initiative.

Through public services and various institutions: The growing sensitisation regarding trafficking has resulted in many victims of trafficking being located and referred to assistance organisations by doctors, hospitals, priests, other NGO’s, detention centres for migrants awaiting deportation etc. Regular contact with such institutions helps them to become sensitised to the problem of trafficking and to take the necessary steps to refer victims to assistance organisations.

The general public: Information about trafficked women can also come from the public in general. In countries where sensitisation has progressed, the public is also sensitised and can report cases, as for example neighbours who suspect that in a near by apartment a women is locked in against her will.

Help lines: As women, who are under continuous supervision or not knowing where to go and what to do, cannot get to a service and ask for assistance, an alternative approach is to provide the women with the possibility to make the first contact by telephone. The numbers of the help lines are being provided at places that even supervised women might have access to, for example telephone booths, bars/pubs. The information about a help line should be in the languages of countries of origin.

International organisations organising return: Many among the trafficked women are taken back by organisations in their country of origin through the mediation of international organisations that have organised their return. They may also be returned to their country of origin through direct contact with an organisation that has taken care of them in the country of destination. Sometimes women that are being deported are concentrated in provisional centres and then they might be referred to an NGO nearer to their place of origin.

As outlined above, it is in the period of getting in initial contact essential that you try to overcome the cultural and linguistic barrier. It is useful to cooperate with

trustworthy persons who know the language and culture of the country of origin. In an ideal case, you and your organisation would be able to pay for such services. Even if this is not possible, you might find trustworthy persons who will volunteer – e.g. in migrant associations/cultural centres etc. who might be willing to help.

4.1.2. Offer of assistance

The assistance offered can be broken down into five major categories:

- Assistance for problems the women meet while working for the exploiter
- Assistance for women in disentangling themselves from exploiters
- Assistance to those who have been rescued and suffer from the physical and psychological consequences of mishandling and violence
- Assistance for return
- Assistance for re-integration after return

4.1.2.1. Assistance for the problems met at “work”

The first phase of assistance is that which is provided to women while they are (still) forced to work as prostitutes. Given the risks involved, it is important to provide services to trafficked women at the earliest possible moment, i.e. while they are still forced to work in prostitution. Not all organisations working with trafficked women provide such services. It is a job undertaken mainly by organisations that have a longer period of experience and have been active in providing assistance to prostitutes in general. Moreover, such services can be delivered only to those trafficked women who are working with a certain margin of freedom of movement - evidently secluded women can, in most cases, not be reached. The services offered are:

Health services: this includes prevention activities, information/risk assessment, advice and treatment. Prostitutes, and in particular trafficked women and girls, are often in very poor physical and mental health. They suffer from HIV and other sexually transmitted diseases, from injuries as well as mental disorders and psychological traumas. Pregnancies are a frequent problem as well. The problem encountered by helping organisations is that women are not always entitled to free medical care (this depends on their legal status and the national legislation) and consequently organisations have to find ways to offer, free of charge, advice and treatment (e.g. through sympathising doctors) or rely on donations (e.g. free condoms for distribution) to finance health services.

Information: about the women’s rights/options and assistance to exercise these rights. Usually, a full range of rights exist for those that have a legal status and are prostituting themselves legally. However, this is very rare in the case of trafficked women. It is important to inform women who have no official residence status, that they too have certain rights and can get assistance by the police. But please be careful; the information given to women has to outline all the possible options and give them a realistic picture of what they can expect and what they cannot expect.

Assistance: concerning various problems which trafficked women might have, for example in cases of pregnancy, motherhood, and alcohol and drug addiction to name a few. Other assistance would include visiting women who have been arrested in detention centres and prisons.

4.1.2.2. Assistance to women for disentangling themselves from those who trafficked them

Problems: Helping women to free themselves from the trafficker is a very difficult and potentially dangerous job for the following reasons. Women are afraid; they are threatened by the traffickers with their lives and their bodily integrity. They are also threatened with reprisals against their families back home. Those that will help them might also be threatened. A careful assessment of the risk for the trafficked woman, her family, as well as for you and your organisation, is therefore essential before starting your activity!

Traffickers use various means to keep women under control. These can include debt-bondage, threat of revealing the job women are doing to their families, psychological pressure etc. Demoralisation is a common situation that paralyses them and prevents them from taking any action.

Organisations, which have worked in the field, analysed how abuse and traumatic experiences may result in a psychological dependency on the traffickers. This dependence may take different manifestations: women might not want to leave their trafficker and pimp, might have ambiguous feelings towards them or might not desire to testify against them. Even if they have left their traffickers, they might return to them. Some women, having lost all personal will to the point of doing whatever the traffickers tell them to do, might even agree to help the trafficker in illegal actions, as for example, with the recruitment of further women. The feelings of guilt that might follow and the fear of the consequences of having broken the law, lead to a situation in which they avoid contacts with authorities and do not report their traffickers.

Women might not want or might be afraid to return to their home country, sometimes for good reasons. With very few exceptions (Italy partially Belgium) no viable alternatives exist for the women who want to remain in the receiving country. Women might therefore decide to remain in their situation as they see no feasible alternative for themselves.

Consequently, this may mean that you as an organisation or as an individual, who wants to help a trafficked woman to change her situation, may find that the woman will, under the circumstances, decide against this option of receiving help. This may lead to difficult situations where you will question if your assistance was successful and whether or not you should continue.

Assistance: In order to counteract serious problems outlined above, organisations working in the field have established some criteria for intervention: An **initial crisis intervention** might be necessary, i.e. literally “snatching” the woman from the criminal network – if possible, speaking to her when she has been arrested, and referral to specialised services. If there is a suicidal tendency, intensive contacts and counselling have to take place. A professional relationship of trust has to be developed (as mentioned above, this includes that you give the woman a complete and realistic picture of what you can and what you can NOT do for her).

Methods have to be developed that will be successful in helping women overcome their fears and their dependencies and help them to decide to disentangle themselves. This demands a good knowledge of the cultural background of the

women, of the specific cases of the fears, real and imagined, by which women are haunted. Some of the partner organisations have developed particularly innovative methods, which proved successful in cases that could not be dealt with through more 'conventional' means. An example is the success of the Italian church related NGO "Pellegrino della Terra" and their work with the Nigerian prostitutes bound with the voodoo oath.

Of great significance are the **alternatives** that the organisation can offer to the women. In most cases these alternatives are rather poor. Organisations struggle to find some sources of income or economic support for the women. Finding a job for them is very difficult, sometimes the legal framework does not provide for the possibility or severely restricts the choices to just a few. Even if the organisation can find the woman a job, the income is often too little and consequently it does not offer an attractive alternative for the woman. In case they do not have the choice to stay or they do not choose so, the creation of viable prospects in the home country becomes important. In this context, the co-operation between NGOs in countries of origin and destination becomes very important, so that an integrated approach can be developed. Many are afraid to return, both because they fear that their traffickers will find them and because of the reception which they will receive from their family.

Most important is that women would have the **choice** of staying or returning. This, however, still needs policy changes.

For your assistance work it is important that you give the woman the full range of information which is available, so that she can decide what she wants to do under the prevailing circumstances. Ideally she should be empowered to take an unpressurized, free decision.

It is also important that you will accept and support the woman's decision – no matter whether you agree with it or not.

4.1.2.3. Assistance to those rescued and suffering from the consequences of being trafficked and mishandled/abused

Problems: Women are not often provided with a choice of whether to stay or return. For many among them, this means that they have to give up their dreams of a better life which is usually inextricably linked with a future in the receiving country.

There is an uncertainty about the length of stay which makes planning of assistance and a plan for recovery of the trafficked woman difficult. The restricted rights of trafficked women and limited sources of assistance to them, limit the possibilities of what you can do. Given the multiple, serious and long lasting problems that trafficked women have, multiple interventions and very intensive work is needed with them in order to improve their situation in a lasting way.

In destination countries, it is extremely common that there are difficulties in providing trafficked women with work and all that is necessary for integration, even a provisory integration. Very intensive and continuing efforts are needed. Very often organisations, especially NGOs, cannot effectively offer the assistance which would be required.

Assistance: Safety. The first need of the trafficked woman, who has run away or has been taken away from the trafficker, is to be offered safety. The need for safety becomes all the more acute when the woman is expected to testify against the trafficker.

Shelter: Women should immediately be provided with a place to stay. This place should provide safety from the trafficker. There are two tendencies: one is to use specific shelters for trafficked women who are well guarded and the other is to move women to different places where they cannot be easily traced. The experience of some partners has been that instead of running special safe shelters for trafficked women, it is much better to move the women to different available shelters. As they have put it: "It is the unpredictability of the place where victims are given shelter that offers the best possibility for their safety". This also saves the cost of security measures. Frequently, it is necessary to shelter women in another area of the country or even in a different country. Agreements do exist between countries so that another country is able to receive a trafficked woman if this is considered a prerequisite for her safety.

In any case, the place of shelter should be chosen according to the individual needs of the woman - for some, staying with other persons might be of help while for others it is better if they stay by themselves. If possible you should also consider whether the family of the trafficked woman can be protected, as they might be exposed to threats from the trafficking networks.

Restoring the physical and psychological integrity of the trafficked woman is of utmost importance. This requires two types of assistance:

Initial psychosocial assistance: Women, who have been trafficked, are in need of immediate initial counselling and support to help solve their problems and to be empowered to take control of their lives. They often have to overcome the demoralisation and the passivity that they have fallen into. In some cases, immediate crisis intervention, in order to address suicidal tendencies, might be needed. Both kinds of interventions usually require professional psychological help.

Assistance for health problems and mental health: As outlined above, the conditions of life and work of trafficked women result in serious health problems including psychological. Women might be abducted and 'trained', through the use of extreme violence, both physical and psychological. They might be forced to work under extreme forms of exploitation, for example, being forced to receive very large numbers of clients and being forced to respond to all their demands without the use of protective measures. As mentioned above, the result is the contraction of various diseases, injuries produced by clients, but mainly by traffickers, mental problems and trauma.

Concerning psychological trauma, a majority of women are in need of intensive and long term treatment. If trauma is not treated, women will not be able to live again as normal, autonomous individuals. As the partners from the countries of origin inform us, some of the trafficked women have already experienced violence and abuse in their own countries and in their own families. Consequently they have been exposed for longer periods of time to violence and the reversal of the situation becomes more difficult. Psychotherapy and psychiatric treatment is

provided by some organisations in the destination country, but organisations are confronted with the problems of cost and the difficulty of finding specialists of the same origin as the women or who can speak their language. When the woman has returned home, it cannot be taken for granted that women will still have the chance to continue treatment. A comprehensive offer of counselling and de-traumatisation is therefore necessary and should be included in any programme of assistance. You should, however, also be aware that women might have initial reservations about receiving psychological counselling, as psychological therapy in many countries of origin is less known and has a certain stigma. You might therefore have to explain the need for psychological treatment in some detail.

Frequently, women also have to be treated for addictions. Traffickers force women into alcohol and drug-addiction in order to keep them docile and under their control. Some women may take drugs voluntarily as this diminishes their suffering and makes it possible for them to go on with what they are doing.

Assistance in various matters: This can include helping the trafficked woman to press charges against her perpetrators (if the respective legislation allows this possibility), to acquire identity documents, passports etc., as their documents have been withheld or destroyed by the traffickers, or because the woman has been brought to the destination country with fake documents. As a follow-up, this can mean assisting women in maintaining their contacts with assistance providing institutions. Assistance may also entail explaining to the women their rights and helping them receive those rights, and providing them with legal assistance where necessary. Institutions should also, whenever possible, provide them with good and reliable interpretation, as this is often not provided by state institutions.

You should, however, not aim at doing the work of other institutions yourself, but enable the trafficked women to get her rights recognised and her voice heard in the process.

Support during the judicial procedures: This includes provisions for legal assistance (especially when they are pressing charges), psychologically preparing women for what they are probably going to face in a trial (also when acting as a witness), and moral support for them throughout the trial.

It should be explained to the women what will be expected from them in the trial and the situations they will have to face. They have to receive information about the process of questioning. The trial puts enormous strain on the women. They have to bring back to their memory traumatic experiences, things that they would have liked to forget. Quite often, they have to be confronted with their trafficker. Moreover, the methods of intimidation used by the traffickers in order to force them to do what they have been doing are so subtle, that it is very difficult to convince the court, that it was not the women's fault. The situation becomes even more problematic, as defence lawyers of the traffickers usually try their best to shift the responsibility to the victims, in order to prove their clients not guilty. This situation is not only traumatic for the women, but also affects the audience that is reinforced in its belief that it is the women's fault if they have come in the receiving country and prostituted themselves. The court procedure might end up in giv-

ing the woman a feeling that they share the blame. This is why support to women is necessary throughout the trial.

Assistance for integration: This differs depending on the national legislation: does it allow that trafficked women remain in the country until they testify to the trial of their trafficker, is there possibility for the women to remain in the country independently of their testifying, is there a chance for integration for longer periods; even permanently? Where a longer stay is possible and if women desire to remain, steps should be taken for the integration of the women. The women should be assisted in securing a residence and work permit, in finding work, and language courses, and in finding a more stable accommodation as soon as the acute danger is over.

In the case that women are allowed to remain only until a trial, integration mostly takes the form of assistance to recover, to become able to function properly again as an individual, and to become able to establish good relationships with their environment. In certain cases, and if this is foreseen by the national legislation, this includes finding a temporary job. Efforts are shifted from integration in the country of destination to preparation for integration in the home country.

Special assistance to minors: The organisations report special difficulties in assisting minor women. Their situation is more complex and efforts are made to explain and convince young girls that what they have been looking for will very probably not be attained. It is difficult to find the proper institutions to take care of them. Various additional legal issues are involved such as that of guardianship. As outlined above, the period after being “freed” is often very difficult and confusing for the trafficked woman. Assisting the woman in this phase will be very demanding for you, too. It might be useful to have an “agreement” with the woman who you will assist. In this agreement, you should stipulate which kinds of assistance you offer and what rules you expect her to follow – i.e. that she stays “clean” of drugs or in most cases that she has absolutely no contact with the traffickers and their surroundings.

4.1.2.4. Assistance for return

If there is an interim period for the women in the country of destination, women can be provided with training in order to be able to increase their possibility to be socially and professionally integrated in the home country (specific vocational training/courses and in some cases language or school/university training).

The **conditions of safe return** should be guaranteed. Repeatedly, there are cases that upon entering their home country, women are directly re-exposed to the trafficking rings which often manage to get hold of them again (particularly if women return by trains or bus). So, a secure means of travelling when returning needs to be ensured. In many cases, national governments or international organisations offer return arrangements. It is the experience of many NGOs that it is extremely important to investigate whether or not such arrangements are really safe. It should also be considered if such a form of return can potentially lead to the stigmatisation of the women in question (i.e. being perceived/labelled as a criminal). In some cases, it can be arranged that trafficked women get “normal”

identity papers so that they will not automatically be regarded as “criminals” when returning home. It might also be useful to negotiate with the foreigner police that trafficked women are not subject to an interdiction of entry which normally follows a return after illegally entering a country.

A long-term preparation of return can be arranged through the co-operation between organisations in the destination country and country of origin (governments or NGOs), this can for example include escorting the person on her return trip (by representatives of organisations of the destination country or organisations and/or institutions in the country of origin) and/or handing her over to a specialised assistance organisation upon return.

It is, however, not always possible to properly prepare return. Partner organisations mention that a most unsatisfactory part of their work is when they have to let women go back to their home country without being able to secure help for them there or at least keep trace of what happened to them. In a number of countries, police and other public officials have expressed their uneasiness about the current necessity to return trafficked women, often regardless of the prevailing circumstances. The CAT group has discussed the importance of the co-operation between organisations in the destination and home country and has contributed to the creation of these contacts which will be helpful for future cases. The enlargement of the CAT network and the CAT II project will further help in this direction.

4.1.2.5. Assistance for “re-integration”

Problems: Being returned to their home country does not solve the problems of trafficked women: They are as still in danger to being located by their trafficker, suffering reprisals and being re-trafficked, or they risk falling in the hands of another trafficking ring.

The institutional framework may be punishing for returned trafficked women. In certain countries and until recently, women were imprisoned upon return for having broken the law concerning illegal exit from the country. In other countries, they were subject to harassing interviews by law enforcement officials. It might therefore be good to monitor the return of a trafficked woman.

Trafficked women often have not recovered from their sufferings, and might not have come to the point to lead an independent life when they are returned. They are returned in a place and condition where the same conditions from which they had tried to escape still prevail. They are rejected and socially marginalised due to their situation as trafficked women. In many cases, women are rejected by their family or social environment (this is especially true in more rural areas).

Assistance: The assistance provided by the partner organisations in the home countries can be described with the following categories:

- Protection from being located by traffickers
- Shelter
- Emergency assistance and assistance for basic needs (i.e. food, clothing, pocket money).
- Socio-psychological assistance
- Assistance for health problems.

- Social re-integration
- Assistance for professional reintegration
- Assistance for getting identity and other documents.

Though great differences exist between organisations due to the differences in the means available, we will attempt, in the following, to describe how assistance can be organised in order to respond to the needs of the women and counteract the emerging problems:

Shelter after return can be provided in rented 'secret' apartments, while some organisations offer accommodation in collective shelters, some of the shelters are joined housing arrangements with other groups (i.e. refugees, battered women etc.). While it is not always possible to choose freely where to put a shelter we would recommend not putting it in conditions, which might once again be traumatising (i.e. a shelter in an area with street prostitution or behind barbed wire). Beyond the risk of being traced by the trafficker, women can often not return back to their place of origin as they are rejected and discriminated against. This is particularly the case in small towns or villages from which most women originate and where morals are still very strict. In some cases, trafficked women are women that have suffered violence in their own houses and consequently it is not advisable to return to their family environment.

Thus, women often have to be accommodated outside their city/region of origin which means increased efforts and costs for the organisation that takes them in.

Beyond the provision of shelter, the immediate and daily needs of women (food, clothing, hygienic material, and maybe pocket money) need to be covered. Women are provided with new personal documents and missing documents for certificates of completed education. Free time activities are also organised for them. With the participation of women an individualised plan of assistance needs to be elaborated. Certain organisations offer assistance in two phases: The first phase is that of crisis management, where women are provided with assistance to solve their acute problems. Those whose needs persist are provided with longer-term assistance until they completely recover. After that the support of women is safeguarded through the development of social networks within the Church. Health services are being provided for physical health problems and mental health problems.

Social integration is problematic. As mentioned above, re-integration in their place of origin often meets the rejection of the environment. Organisations sometimes mediate between women and their families in an effort to re-establish the links or explore the situation which the woman will encounter back home.

Social-integration also includes professional integration which can be very difficult to achieve in countries that provide few work opportunities, especially for women, and especially in small places. That is why in the destination country return efforts are being made to provide women with training, particularly training for simple jobs, that can be exercised everywhere even in places with few inhabitants. In other cases, a more comprehensive training might be useful i.e. including professional orientation and CV writing.

In the context of re-integration, it is extremely troubling to note that assistance organisations in countries of origin are usually dramatically underfunded. In some cases, they receive certain financial allocation for running reintegration programmes, however, this usually only occurs for a very short period of time (usually up to three months). In most cases, the process of reintegration has, at that point, just begun. Thus, any return programmes have to be equipped with sufficient funding.

4.1.3. General concluding remarks

From what we have outlined above, it is very clear that social intervention and assistance needs **good and thorough preparation**. This includes a clear understanding of the legal and social situation of trafficked women and the possibility to help them (in your country or even city) before starting any activity.

Please also keep in mind that you will, in most cases, need to **follow up on your initial initiative** in order to be successful. In the beginning, you should therefore be careful about your workload. You may be able to offer initial assistance to a lot of persons, but please make sure that your resources will also allow you to follow up on the initial assistance.

A point which is often underestimated is that assisting victims of trafficking is potentially **dangerous and might in any case turn out to be tiring and frustrating work**.

This means that you should try to minimise the potential risk for you and the people with whom you want to assist from the beginning. There is **no need to be paranoid**, but you should be aware that you might be exposed to threats and intimidation. In some cases, criminal networks might even try to infiltrate your organisation. This should not stop you, but rather encourage you to minimise your vulnerability right from the beginning. Try to **assess the potential risk** at the beginning of any kind of work. It is, for example, not a good idea to give out private phone numbers or private addresses. The official address of an organisation can, however, be known, it might actually be a “protection” to be as well-known as possible. Confidential information (such as the location of a victim in a shelter) should be handled by one or two persons. On the other hand it is not necessary and even counterproductive that it is the same one or two persons handling all confidential information. The person assisting a victim to testify in court might for example be different from the one who arranges shelter/accommodation for her. In many cases, your work will depend on volunteers. There are a lot of activities a volunteer can carry out, but you should get to know a volunteer better before entrusting him/her with work of a sensitive nature.

On the other hand you should take care of your own well-being and the well-being of your colleagues. **Regular de-briefings and if possible professional counselling** are essential for avoiding burn-out. In many cases, it might not be possible to get professional supervision/counselling but you should see where you can create an open space in which you can share the experiences of your work. Try to identify if there are possibilities of receiving spiritual/moral support.



Learning from others and networking is an essential element. You can, on the one hand, enhance your professional capacity in this way, but you will also feel a strong sense of mutual support from a network.

4.2. Standards for assistance – suggestions and considerations

Who is the target group? There can be a number of situations into which a person is trafficked. The following are the most common ones:

- Women/persons are forced abroad to give sex services or some other type of forced labor instead of the legal or illegal work that was originally promised to them
- they are subject to severe physical and psychological abuse
- they are limited in their personal freedom

How to reach them? In order to identify a trafficked person you can use a number of channels depending on circumstances and resources available, for example:

- outreach work/street work, regularly in different day and night times in the prostitution areas and in special discotheques, pubs etc.
- through other prostitutes
- through teachers, pastors, counselling centers, hospitals, psychiatric hospitals etc.
- through parents and other family members, friends, and neighbors
- police, authorities
- hotlines, leaflets, brochures

Type of assistance: We believe that assistance starts with having an opportunity to be identified as a trafficked person and not being mistaken as an illegal immigrant, prostitute, criminal, etc. Furthermore, when developing an assistance plan for trafficked persons, keep in mind that she is usually in a critical physical and psychological condition. Many of them are in fear of traffickers. Their life and future are often haunted by feelings of guilt and helplessness. Additionally, they could be drug or alcohol addicted.

The following is a list of the services/types of assistance that trafficked persons may need, however, the final choice will always depend on the individual needs and wishes of the person.

- Safe place/ shelter
- Medical assistance
- Food and clothing
- Social and psychological assistance
- Spiritual assistance
- Legal assistance
- Accompaniment during legal proceedings
- Financial assistance
- Contact to other services, doctors, advice centers etc.
- STD-information and prevention
- Accompany and escort to the authorities, police and court
- Legalization of the stay, if “illegal”
- Contact family or relatives
- Assistance to organize the return to the home countries

- Visits in hospitals and prisons
- Finding therapies for the drug users and for the traumatised
- Integration or re-integration assistance which may include:
- Vocational training
- Employment

Assistance services should be directed at creation of favourable conditions for vital activities, harmonious and diverse development, protection of his/her human rights, freedoms and lawful interests, and satisfaction of cultural and spiritual needs of a person. However, the rebuilding of trust and self-esteem of a trafficked person in the process of recovery cannot be overestimated. Without that provision, any type of assistance would not be as effective.

Principles of assistance: In addition to the different types of assistance, it is equally important to do it in a way that will ensure a holistic and professional approach. Therefore, the following are standards that need to be included in the practice of provisional assistance.

- Individual, comprehensive and participatory approach
- Respect of the person's choices
- Priority to the person's interests over the interests of social services, public authorities and organizations
- Confidentiality
- Non-judgmental attitude
- Complete and clear information regarding status, service or any other assistance
- Honesty and awareness of limitations (individual, organisational, legal etc.)
- Be realistic!

Last but not least, it is important that every person or staff member that comes in contact with trafficked persons is adequately educated and trained.

4.3. Cooperation with authorities – suggestions and considerations

4.3.1. Why do we need co-operation between institutions, civil society and NGOs?

a) possible common aims, b) complementary capacities

It is important that all players in the co-operation process have a clear understanding of their aims and that they understand those of the others. These aims may be in part different, but there may also be common aims. The priorities may differ for NGOs. The main priority in the work for and with victims of trafficking may be protection, rehabilitation and re-integration into the society. The priorities of a government may be public security, fighting criminality and stopping irregular migration. Health institutions may mainly be interested in public health and prevention of certain diseases. Nevertheless, in a constructive dialogue among the various parts of the society and the institutions it will become clear that there are common aims. Police need support in order to assist and to protect victims; NGOs need the co-operation of the public institutions in order to define the legal status of victims, where police, courts and public record services have a role to play. Health services need co-operate with NGOs to assist victims, which will di-

rectly help the women but is also important for prevention aims (Aids, TBC etc.). Specific aims are:

- more competence;
- definition of common standards,
- best use of all resources;
- exchange of information and good practice;
- investigation;
- more transparency;
- international co-operation for prevention, investigation, protection etc.;
- and strategies.

4.3.2. With whom should we co-operate?

a) Government at different levels, b) decision making bodies, c) courts, d) police, e) health services, f) social services, g) educational structures, h) labour offices, i) public record services, k) mass-media, l) churches at the various levels, m) trade unions, n) employers organisations, o) NGOs

Police: they could be (are) an important counterpart. Their mandate is the persecution of criminal acts, public security; and in some countries the police are competent in the protection of victims. Often it is the police who have the first contact with victims in raids.

Migration offices: competent for deciding on the legal status of the victim.

Health services: competent for health assistance to women and sanitary prevention initiatives, in most cases without charge.

Social services: competent for counseling and support for subsistence

Education, professional and vocational training (schools, universities, training facilities etc.):

- training and educational measures for victims;
- training for police, social workers, health personal etc.

Labour institutions (governmental structures, trade unions, employer organisations etc.):

- work permit;
- integration into the labour market;
- protection of labour rights for individuals and categories.

Public record services:

- registration;
- data protection, necessity for victims and social workers.

Courts:

- criminal procedures;
- protection of the rights of victims.

Parliament (at European, national and regional/local level):

- responsible for a correct legislation (contacts with parties can be supportive).

Governments (at local, regional, national level, European level):

- responsible for the implementation of legislation;
- of particular importance is the work with embassies, especially those of other countries (i.e. sending countries)

Mass media:

- Information and sensitisation;
- Support for lobby work;
- Avoidance of negative or misleading information.

Civil society:

- Churches faith and communities: Human Rights, lobby, awareness building, assistance etc. because of their specific mandates.

Non governmental Organisations (NGOs):

- often first and only reference point for victims;
- co-operation among NGOs in order to maximize the use of resources.

4.3.3. At which levels do we need co-operation?

a) local, b) national, c) international (inter-regional, European, worldwide)

It is important that we distinguish, in our work and when we look for co-operation, at which level this co-operation should take place: local, national or international. For direct assistance to women we will mainly look for collaboration at the local level. NGOs may need contact with the local police, the municipality, the local health services, etc. It will also be important to link in a network with other local NGOs, churches, trade unions etc. If legislative or training measures are needed these should be handled at the national level with the decision making bodies (Parliament), the Government, and, eventually with the parties involved. Alliances may be helpful with other national NGOs, trade Unions etc. As trafficking is a phenomenon which needs international rules and collaboration, action will have to be taken at the international level with the European Institutions, the UN etc. Networks of NGOs at the international level are important. This is also important for exchange of experiences, good practice and training initiatives. For certain issues it may be helpful to co-operate at the inter-regional level, i.e. between neighboring countries which face similar problems, or between countries of origin of trafficked women and countries where they are trafficked and forced to work (Italy/Albania, Germany/Romania etc.).

4.3.4. For which activities do we need co-operation?

a) direct assistance, b) political lobby, c) international support for national or local aims or vice versa, d) awareness building to change cultural patterns and prejudices

4.3.5. How could we co-operate?

a) contact building, b) reciprocal respect of each others identity, c) overcoming of prejudice, d) confidence building measures, e) co-operation among institutions and organised civil society should be secured by legislative instruments

Co-operation can only function if there has been a process, which leads to mutual understanding. This process will have to respect steps: first of all it is necessary to understand that co-operation is necessary and helpful in order to reach one's aims, then comes the moment of contact building where the parts should get to know each other. At this moment it will be important that each one understands the identity of the counterpart and is ready to respect it. The parts have different aims, mandates and tasks. Their capacities and competences may be different. In this phase a lot of tolerance and patience will be needed. The next step will be to overcome prejudices and misunderstandings. Finally confidence building meas-

ures will be needed to allow a positive co-operation. At this point it will be clear that co-operation is to the advantage of all parts and no one can really reach his or her aim independently from the other players within the system. Capacities and competences can be put together in order to reach positive results which will be satisfactory for all parts.

It will be helpful to support such a process securing it with legislation. Parts need to be stimulated to look for co-operation because the temptation of working in isolation is great and often the parts are not aware of the possibility and the advantages of working together.

4.3.6. Potential risks

a) the institutions retire from their responsibility and put them on the NGOs, b) equal treatment for all may no longer be guaranteed if everything is handled over to NGOs without correct democratic institutional control, c) access to information may be poor

As we saw, co-operation is an important resource for successful work in the field of trafficking, nevertheless some risks should be kept in mind. The first can be connected with the cooperation with the police or other public institutions, which can use NGO for their own goals and not for victim assistance. We need to understand well what our goals are and work for them. They also may put their responsibility for protection and assistance on NGOs, retiring from their responsibilities.

The second important point is in relation to trafficking as a crime, not as a social problem. We need to initiate police investigations, court cases for victims' human rights defense, not only social victim assistance. We need to take this problem to a public level.

In each country we need to understand the legal situation and specifically the governmental and political system. We can't work effectively any other way.

One more risk could be to lose anonymity for victims. We need to safeguard their right to remain anonymous.

If assistance and protection is to be exclusively with NGOs there is the risk that not all women will get equal treatment if there is not enough public control and co-operation and vice versa.

4.3.7. What do we need at the international level?

a) common definition of concepts such as victim, violence, trafficking, b) common legal and social approach in the various countries, c) overcoming of taboos and prejudices regarding culture and history, d) respect for regional and cultural differences, e) common criteria for statistics, f) common legislation for legal labour migration, g) exchange of best practices

We need to introduce the same definition (from the UN Palermo Protocol) to the legislation of all countries. For that we could organise in order to push the national governments using international organisations. We can write them "open letters", give our statistics, etc.

For creating common practice for working with the victims, police investigations etc., we need to create the same system of collecting evidence. For this we can set up international visiting programmes. Human Rights defense can be very important for victims. All work should be based on respecting national and cultural traditions and understanding the political and legal situation in each country.

Nevertheless, sometimes we should try to correct legal and political practice. Our work needs to include the creation of legal possibilities for labor migration by using bi- and multilateral agreements between countries. We need to network among NGOs, governmental structures, police, and social services from different countries for victim assistance, especially when searching for missing people abroad. We can use international educational programs and programs for re-integration of victims into the society. We need to do publications, materials, and informational films for all countries.

4.4. Prevention of Trafficking – suggestions and considerations

4.4.1. Why the need for prevention and what is it for?

As the trafficking of human beings becomes more and more important in the globalisation context, the preventive work to combat this phenomenon is more important than ever. Whenever prevention takes place it saves a lot of suffering for the women, their families and the whole society.

We always have to keep in mind that the improvement of the social and economic situation in the countries of origin, in the long term, should be the most appropriate prevention policy against trafficking.

Nevertheless, we would like to propose direct measures and methods of prevention that can be addressed to different target groups who are related, in a way or another, to the phenomenon of trafficking.

However, it is also important to work on prevention in the countries of destination where the demand exists and thus constitutes the trigger for human trafficking.

The following chart proposes methods of prevention with targets groups in countries of origin and in countries of destination.

4.4.2. Target Groups to be identified for a prevention policy (Tables)

	Subgroups	Goals of prevention	Country of origin	Country of destination
Public Opinion	Mass media and commercial journalists Radios, TV, Internet, newspapers	To sensitise as many people as possible	To propose TV programs in the different countries on this topic To invite important and popular figures (actors, musicians) to get involved and to speak about this subject	To propose TV programs in the different countries on this topic To inform journalists

	Subgroups	Goals of prevention	Country of origin	Country of destination
Women at risk	<p>Potential young women victims (social difficulties, unsafe environment, social and economic disadvantaged families), low level of education, coming from rural areas</p> <p>Women who have already been trafficked and who could become victims again</p>	<p>To make them aware of the trafficking issue</p> <p>To find other solutions/alternatives for their socio-economic difficulties</p> <p>To inform them about the main characteristics/indicators of the traffickers (the different approaches to victims and the risks for them)</p> <p>To give them information about their rights and the legislation</p> <p>Discussion about dignity</p>	<p>Prevention policy by distributing information material in embassies, checkpoints and borders</p> <p>Mass media campaign: TV, Radio, newspaper articles, Internet</p> <p>Distribution of information material in health centers and in medical centers</p> <p>Implementation of information centers for the women and men who want to go to work abroad</p> <p>Collaboration with all NGO's who fight against poverty</p>	<p>Sensitisation of doctors and medical centers to the issue of trafficking</p> <p>Mass media campaign : TV, Radio, newspaper articles, Internet</p>

	Subgroups	Goals of prevention	Country of origin	Country of destination
Young people	Young people at school	To make them aware of the trafficking issue	Training for teachers and school psychologists on this topic	Preventive programmes for school and universities (publication of very accessible educational materials like cartoons, videos)
	Young people involved in youth groups, sport clubs or participating to holidays camps	To train the youth group leaders / animators, educators and teachers etc. to treat the question of trafficking with the youths	Training for students and young animators	Information material, training in the youth places
	Young people using the Internet	To include questions regarding gender and trafficking in the school programs	Using the school boards	Engaging music bands and other "celebrities" for supporting the campaign
			Using the parents associations	Co-operation with the Ministries of Education and of Youth
			Information material, training in the youth places	
			Engaging music bands and other "celebrities" for supporting the campaign	
			Co-operation with the Ministries of Education and of Youth	
			To create specific web-sites like COATNET	
			Implementation of basic values and norms (dignity of all human beings, moral)	
			To propose youth TV programs	



	Subgroups	Goals of prevention	Country of origin	Country of destination
Authorities	Police Justice	<p>To help them change their attitudes regarding the question of trafficking</p> <p>To give them more information on this topic and make them more aware of the problem</p> <p>To enable understanding of gender issues</p>		<p>Training for policemen</p> <p>Regular meetings for co-operation between police and NGO's</p> <p>To establish a co-operation agreement with the police authorities</p> <p>Education to distinguish between prostitution and forced prostitution</p> <p>To promote co-operation and networking among the governmental authorities</p> <p>To improve the laws (advocacy)</p> <p>Actions of institutional lobbying</p>

	Subgroups	Goals of prevention	Country of origin	Country of destination
Clients	Men of destination countries	Awareness regarding the difference between prostitution and forced prostitution		Distribution of documents and brochures against trafficking in airports, bars and other public places.
	Military forces	<p>To provide information in places like sport clubs and bars in order to reach the male population</p> <p>To inform the male press and media</p>		<p>Implementation of "shock campaigns" in original materials or leisure places (cinemas)</p> <p>Prevention through publication of documents inside all the military services and the realisation of a Code of Conduct</p> <p>Information on how to identify a victim and how to help her in case he meets one of them</p> <p>"Awareness campaign" in the "male magazines" and travel magazines</p>

4.4.3. Conclusion

The importance of partnership in the framework of prevention: associations or groups of volunteers who want to lead a prevention work must try to work in cooperation with other associations involved in that topic so that the action of prevention can be stronger and have more impact. Moreover, the situation of trafficked women has to be seen in its holistic context (health, repatriation and reintegration, social situation...).

It is necessary to engage in institutional lobbying in the framework of prevention so that governments take part in fighting trafficking.

Trans-national work will permit the exchange of best practices and will create and consolidate efficient networks.

4.5. Work as churches/within Churches

The question what specific role the church may play and what impact this work as or within a church has/may have in the field of combating trafficking was a question, which was not foreseen but became extremely important during the CAT project.

The discussions were difficult: churches and church-related organisations play an important role in assistance and prevention and should be aware of their responsibility, being committed to the dignity of human beings. Church staff often has a privileged position of confidence. Yet, participants of the project often encountered an unwillingness among churches, both in membership and hierarchy, to take the problem of trafficking as seriously as it would need to be taken.

It is even more painful to acknowledge that trafficking is not a problem of “them” but of “us”: a great number of those profiting from trafficking or who are as “clients” using the services of trafficked women forced into prostitution are baptised Christians. The message of 1 Corinthians 12 26-27 that ‘if one part of the body suffers all the other parts of the body suffer with it – all of you then are Christ’s body and each one is a part of it’ continued to be a strong stimulation for efforts for work among churches.

However, the group found it difficult to agree on the methods to address our own churches, their hierarchy and members.

How could we inform about, raise compassion and understanding for those suffering, how would we achieve that this translates into action and healing.

How prepared would Churches for a “radical engagement in the way that we as the body of Christ present in the world, can realise change and healing in this most problematic of areas” (as a working group formulated it).

How much could we voice the anger about trafficking and the feeling that churches are not doing enough to combat trafficking. How could trafficking be addressed in a surrounding where any question related to sexuality is still often a taboo, where compassion for trafficked women is very often blurred by moralising attitudes and stereotypes. How could we as churches denounce the human right abuse of trafficking without falling into patterns of moralising?

As a result some materials for use with congregations were developed, taking a informative-reflective approach rather than preaching. (Additional material can be found in the materials developed by the Conference of European Churches and Caritas, see chapter 5)

The question of how clients of prostitutes can be sensitised for the problem of trafficking became a growing concern during the project work.

However there was not enough space to develop the exact method in a thorough way. It is also important to know that different traditions in church and society would influence how you can exactly accomplish sensitisation.

The following questions might be an example – it could form the basis of a questionnaire or points of discussions for a meeting, e.g. with a group of teenagers. However it still is “work in progress” - you could adjust this for your community or parish.

4.5.1. Points for thought: Just a Moment

- Why are you here/going to a brothel or “club”?
- What is it that you come here for? Are you searching for love?
- What is it that you are buying? Are you looking to relax or to give someone a good time?
- Are you here because of your friends – because this is what real men do?
- Are you having difficulties at home?
- Is this the only place you can come for relief?

What do you think?

- We think a lot about how to make our world more just, more sustainable and free – so here are some questions you might consider
 - Is the woman you are about to buy free? Does she really want to be in this place?
 - What would you do – where would you go if you knew that she was not as free as you thought?
 - If she were your sister, or your daughter, what would you say?
- (The full questionnaire is available from the coordination of the project.)

4.5.2. Biblical approach

An important element of work against trafficking, which is specific to churches is the resource and power of prayer and the biblical message. Trafficked women often are turning to churches and church-related institution in the hope to find practical as well as spiritual support. We publish the translation of psalm 69 from the perspective of a woman trafficked into forced prostitution, which Rev. Eva-Sibylle Vogel-Mfato (from the Conference of European Churches) has undertaken. Reading it together with a congregation or a study group can be a very powerful experience. In our experience, it sometimes explains more than pages of background information.

Save me, o God,
for the waters have come up to my neck.
My feet can no longer touch bottom
in the deep mire where I am sinking.
I have screamed my heart out,
my throat is so hoarse,
I have waited so long for my God
that I hardly dare hope any longer.

More in number than the hairs of my head
are those who hate me without any cause.
Those who are unjustly against me,
and want to ruin me completely
have me totally in their power.
I am supposed to pay back money I do not
even owe.

God, you know how innocent and naïve I
was;
that I am partly to blame for my situation
is no secret from you.

Do not let those who wait and hope for
your help
be troubled because of me.
Let those who seek you, o God of my people,
not face scandal and shame because of
me.
For your sake I bear my disgrace
and my face betrays my shame.

I have become a stranger to my own sisters
and brothers.
If they knew
how I earn my living here,
they would refuse to know me any longer.
It was, it is, longing for the life in all its
fullness
which you have promised to all the world,
which has brought me low.
The insults of those who scorn your name
have fallen on my head.



Weeping bitterly, I fast
 while they make fun of me.
 If I were to seek justice in a court
 they would pull me to pieces,
 and my tormentors would sing drunken
 songs
 about me.
 My prayer rises up to you, O Lord.
 Let the time come for me to receive
 mercy.
 In your great love, answer me,
 with your faithful help, rescue me.
 Reach down, pull me out of the mire
 before it closes over my head.
 Snatch me away from those who are de-
 stroying me,
 save me from the floods rushing over me,
 do not let the deep waters drown me
 or the Pit swallow me up.

Answer me, God,
 for it is so comforting to be embraced
 by your kindness and motherly love.
 Do not hide your face from your daughter.
 I am so afraid!
 Answer me quickly,
 come into my life with your help,
 redeem my life,
 buy me back, because of my enemies.

You know how I am insulted and shamed,
 you know who they are, my tormentors.
 Shame has broken my heart and brought
 me to despair.
 I long for someone
 who sees me and cares about my pain
 but no one is there.
 I long for someone
 to take me in her arms and comfort me
 but I cannot find anyone.

They put drugs in my food,
 and when I am overcome with thirst,
 all I get is a bitter drink, which numbs me
 but does not quench my thirst.

Let their own table full of food make them
 sick
 and be a trap for them.

Let their eyes be struck blind,
 so they can no longer gape at me,
 and let their loins
 be impotent forever!
 Pour out upon them your punishing anger
 and let your burning indignation overtake
 them.
 Let their houses be laid waste, so no one
 can live there.
 For they persecute
 those whom you have already punished
 enough
 and they make fun of the pain
 of those who are already deeply wounded.

Add guilt to their guilt
 and do not let them have any place in your
 justice.
 Let them be blotted out of the book of life;
 let them not be included among the right-
 eous.
 I am in misery, my whole body aches.
 Help me, o God, and protect me.

I will praise the name of God with a song;
 I will magnify God with thanksgiving.
 My sisters with whom I share this slavery
 see me, and sing their gladness;
 those who looked to God for counsel and
 help,
 find new courage in their hearts.
 For God hears the voice of the poor and
 needy,
 God identifies with those in bondage,
 and does not despise her own.

Let heaven and earth praise God,
 the seas, and everything that moves in
 them.
 For our country is precious to God, she will
 help us,
 and will build the cities again,
 so that her people may live in them,
 and make their living with what they have
 there.
 And this our descendants will inherit,
 and those who love God
 will be able to live there
 in peace.

5. Material, Links and Addresses (selection)

5.1. Further reading

- AIDROM/Partners for Change, ICPC: more information, less risk. Exploring and preventing trafficking in Human Beings, Bucharest 2003. CD-ROM (Available via office@aidrom.eunet.ro)
(A collection of Romanian NGOs with good and comprehensive introduction into the phenomenon and its causes, international legislation, suggestions for peer-group education for prevention)
- Antislavery International: Human trafficking, Human rights: redefining Victim Protection, London 2002
(A good introduction into a human-rights centred approach to victims' protection which looks into the situation in various countries. It can be ordered via the web at: <http://www.antislavery.org/homepage/resources/publication.htm#victim>)
- Caritas Internationalis: Trafficking in Women and Children. Information and Workshop Kit, Rome 2003 (Available at Caritas internationalis, Global issues Department, Palazzo San Calisto 00120 Vatican City, e-mail: bertrand@caritas.va)
(An Introductory brochure with information, theological reflections global scope, containing concrete suggestions for units of a workshop)
- Conference of European Churches: Churches in Europe Against Trafficking in Women, Geneva 2002 (Available at: CEC Women's desk, 150 Route de Ferney CH-1211 Geneva 2, email: evm@cec-kek.org)
(A workbook with material for general awareness-raising, background information and material for work particularly within churches)
- ECPAT: Report on the Implementation of the Agenda for Action Against the Commercial Sexual Exploitation Of Children
(A report with regional analysis and monitoring of trafficking in children and the best practices in prevention. Available at: ECPAT International, Phayathai Rd. Ratchathewi Bangkok, 10400 THAILAND, e-mail: info@ecpat.net)
- European Commission DG Justice and Home Affairs: Freedom, Security and Justice: Trafficking in Human Beings – The European response. Background document, Brussels 2002
(Comprehensive summary on initiatives against Trafficking on an EU-level)
- IOM: Protection Schemes for Victims of Trafficking in Selected EU Member countries, Candidate and Third Countries, IOM 2003
(A good overview about the extent of trafficking in certain countries and the legislative measures against it, including a set of good recommendations - available at IOM, 17 Route des Morillons CH 1211 Geneva 19, e-mail: hq@iom.int)
- OSCE: National referral systems, Warsaw 2003
(An introduction to the best practices of cooperation between different actors against trafficking)
- Terres des Hommes: An NGO's Practical Guide in the Fight Against Child Trafficking, Lausanne 1999 (Available Terres des Hommes Swiss Foundation, "Children's Rights Department" En Budron c 8 CH 1052 Le Mont sur Lausanne, e-mail: Bernard.boeton@tdh.ch)
(Very detailed, practical guide to assistance to trafficked children)

5.2. Internet resources

- www.coatnet.org (Website of Christian Initiatives Against Trafficking, including CAT)
- Antislavery International (Oldest NGO against slavery with regular updates and case studies on trafficking): <http://www.antislavery.org/homepage/antislavery/trafficking.htm>
- Brussels conference on Prevention and Combatting Trafficking in Human beings (Lots of important studies and background documents):
<http://www.belgium.iom.int/STOPConference/Confdocs/Confpapers/index.htm>
- Council of Europe (Cooperation in the context of the wider Europe against trafficking):
http://www.coe.int/T/E/human_rights/trafficking/
- DG JHA (Introduction into EU legislation and programmes against trafficking):

http://www.europa.eu.int/comm/justice_home/doc_centre/crime/trafficking/doc_crime_human_trafficking_en.htm

ECPAT (Global network against sexual exploitation in children, including trafficking):

<http://www.ecpat.net>

ENATW: (The European Network Against Trafficking in Women for Sexual Exploitation):

<http://www.aretusa.net>

Focus on trafficking (IOM in Baltic states with action-oriented info on trafficking)

<http://www.focus-on-trafficking.net/>

ILO: (Fighting against forced labour): <http://www.ilo.org/ilolex/english/convdisp2.htm>

La Strada (Network of organisations against trafficking - mainly in countries of origin):

<http://www.strada.cz/>

UN Office on Drugs and Crime (Text of UN legal instruments and programmes against trafficking, including The Palermo Protocol):

http://www.unodc.org/unodc/en/trafficking_human_beings.html

ODIHR (Office for Democratic Institutions and Human Rights of the OSCE anti-trafficking focus)

<http://www.osce.org/odihr/democratization/antitrafficking/>

US State department (Overview of concerns and activities of the office to Monitor and Combat Trafficking in Persons, including the controversial annual report on trafficking):

<http://www.state.gov/g/tip/>

5.3. The Brussels Declaration

The Brussels Declaration is the result of the Conference on Preventing and Combating Trafficking in Human Beings – Global Challenge for the 21st Century –, on 18-20 September 2002 in Brussels. It reflects contributions made at the Conference, aims at further developing European and international co-operation, concrete measures, standards, best practices and mechanisms to prevent and combat trafficking in human beings. It addresses governments, international bodies and NGOs and is called upon to take concrete measures and to intensify co-operation in the fields of prevention, victim protection and assistance, and police and judicial co-operation., In particular with a view to achieving a swift and sustainable reduction of trafficking in human beings. It can be found at:

http://europa.eu.int/comm/justice_home/news/forum_crimen/2002/workshop/brussels_decl_en.htm

The Council of the European Union, on May 8th 2003, took note of the Brussels Declaration made at the European Conference on preventing and combating trafficking in human beings, global challenge for the 21st Century and welcomed the general approach that is given in the document to the prevention and combating of the scourge of trafficking in human beings.

5.4. Organisations active against Trafficking (selection)

Address list (small selection of organization with whom there is an active working relationship, not including participating organizations)

Country	Name of the organisation, tel., fax, e-mail, website
Austria	Caritas Linz Steingasse 25, 2. stock 4020 Linz tel.: +43 732 77 55 080 fax: +43 732 7750 0814 e-mail: eu-projekte@caritas.linz.or.at
	LEFÖ/IBF – Intervention Center for Trafficked Women tel.: +43 1 796 92 98 fax: +43 1 796 92 99 e-mail: ibf@lefoe.at Website for Legal Agenda for Migrant Prostitutes and Trafficked Women: www.femmigration.net (including reference to addresses)

Belarus	Young Women's Christian Association of Belarus Ariadna project tel.: +375 17 240 34 82 fax: +375 17 240 34 82 e-mail: bywca@open.by
Belgium	Payoke Payoke vzw Leguit 4 2000 Antwerpen tel.: +32 3 201 16 90 fax: +32 3 233 23 24 e-mail: trafficking@payoke.be website: www.payoke.be
	ASBL Mouvement du Nid 14, rue Hydraulique 1210 Bruxelles tel.: +32 2 217 84 72 fax: +32 2 217 60 16
Bosnia-Herzegovina	Medica Zenica Mokusnice 10 72000 Zenica tel.: +387 72 30 311 fax: +387 72 414 685
Bulgaria	"Animus Association" Foundation/La Strada Programme - Bulgaria P.O. Box 97 1408 Sofia tel./fax: +359 2 981 67 40 tel.: +359 2 981 76 86 (24h-help-line for survivors of violence) e-mail: animus@animusassociation.org website: www.animusassociation.org
	Caritas Bulgaria Obroshiste Str. 9 1504 Sofia tel.: +359 2 944 18 58 fax: +359 2 946 11 33
Czech Republic	Rozkoš bez Rizika Bolzanova 1 110 00 Praha 1 tel.: +420 2 242 34 453 fax: +420 2 2423 61 62 e-mail: rozkos@volny.cz
	Counselling Center for Women in Need EVA (Caritas) Kanovnicka 16 370 01 Ceske Budejovice tel.: +420 386 357 376 fax: +420 386 360 284 e-mail: eva@charitacb.cz
	La Strada Czech Republic PO Box 305 111 21 Praha tel.: +420 2 33 370 160 fax: +420 2 33 382 259 e-mail: lastrada@ecn.cz

France	<p>ALC Association Accompagnement Lieux d'accueil Carrefour éducatif et social 10, rue des Chevaliers de Malte 06000 Nice tel.: +33 493 524 252 fax: +33 493 845 838 e-mail: siège@association-alc.org</p>
Germany	<p>Diakonisches Werk der EKD AG Prostitution und Menschenhandel Staffenbergstr.76 70010 Stuttgart tel.: +49 711 2159-0 fax: +49 711 2159-288 website: www.diakonie-menschenhandel.de</p>
	<p>In Via Katholische Mädchensozialarbeit Deutscher Verband e.V. Karlstr. 40 79104 Freiburg tel.: +49 761 200-0 fax: +49 761 200-638 e-mail: invia@caritas.de</p>
Greece	<p>Non-aligned Women's movement 109 Asklipiou Street 11472 Athens tel.: +30 210 3628104 fax: +30 210 3619287 e-mail: ginaika@otenet.gr</p>
	<p>KE.S.O.(Archbishopric of Athens) Academias str. 95/IV 10677 Athens tel : +30 210 381 12 74 +30 210 384 15 36 fax: +30 210 381 19 59 e-mail : keso@otenet.gr website www.ecclesia.gr/greek/archdiocese/keso.html</p>
	<p>Caritas Hellas tel.: +30 1 52 54 879 +30 1 52 46 637 +30 1 53 49 564 e-mail: caritashellas@caritas.gr</p>
Great Britain	<p>CHANGE Anti-Trafficking Programme (ATP) P.O.Box 18333 London EXIN 7XG tel.: +44 20 7831 7803</p>
	<p>Anti-Slavery International Thomas Clarkson House The Stableyard Broomgrove Road London SW9 9TL tel.: +44 20 7501 8921 fax: +44 20 7738 4110 e-mail: e.pearson@antislavery.org website: www.antislavery.org</p>

Ireland	RUHAMA Women's Project Senior House, All Hallows College Drumcondra Dublin 9 tel.: +353 1 836 0292 fax: +353 1 836 0268 e-mail: admin@ruhama.ie
	Irish WG on Trafficking in Women 17 Cahrville Road Rathmines Dublin 6 tel.: +353 1 49 60 495 fax: +353 1 66 08 437
Italy	Differenza Donna Via delle tre Cannelle, 15 00187 Rome tel.: +39 06 6780537 fax: +39 06 6780563 e-mail: d.donna@flashnet.it
	Caritas Italiana/Caritas Diocesana di Roma Viale Ferdinando Baldelli, 41 00146 Roma tel.: +39 06 54 19 22 64 fax: +39 06 54 10 300 e-mail: area.immigrati@caritasroma.it
	Pellegrino della Terra - Associazione culturale Via G.E. Di Blasi, 10 90135 Palermo e-mail: asoculp@inwind.it
	USMI Via Zanardelli, 32 00186 Roma tel.: +39 06 68 400 555 fax: +39 06 68 801 935 e-mail: migrantes.usmi-n@pcn.net
Lithuania	Caritas Lithuania "Aid to victims of trafficking" Aukstaiciu str. 10 Kaunas tel.: +370 37 32 33 00 fax: +370 37 20 55 49 e-mail: risk@one.lt
Macedonia (FYR)	Network of S.O.S. Telephones for Women and Children Victims of Violence in the Republic of Macedonia 91000, Branislav Nuoić 17/2-11 tel.: +389 91 97 00 or 36 11 00 fax: +389 91 23 48 15 or 12 61 85
Montenegro	Shelter Sigurna Zenska Kuca Ul Slobode 74 Podgroidza tel./fax: +381 81 23 11 53 e-mail: shelter@cg.yu

Moldova	<p>NGO Centre Prevention of trafficking in Women 68 Bucuresti Str. Of 304 2012 Chisinau tel.: +373 2 54 65 69 fax: +373 2 54 65 44 e-mail: jcostachi@antitraffick.md</p>
Netherlands	<p>Foundation against Trafficking in Women- STV Bemuurde Weerd 0.Z.31 3514 AP Utrecht tel.: +31 30 271 60 44</p>
	<p>WRTV – Committee of Women Religious Against Trafficking in Women P.O. Box 104 2120 AC Bennebroek e-mail: wrtv@antenna.nl</p>
	<p>TAMPEP Nederland Westermarkt 4 1016 DK Amsterdam tel.: +31 20 624 71 49 fax: +31 20 624 65 29</p>
Poland	<p>Caritas Polska Skwer Kard. Stefana Wyszynskiego 6 01-015 Warszawa tel.: +48 227 530 48 03, 636 41 70 fax: +48 22 838 70 59 e-mail: apaszowska@caritas.pl mmoskal@caritas.pl</p>
	<p>La Strada-Poland P.O. Box 5 00-956 Warsaw tel./fax: +48 22 625 73 27 e-mail: strada@pol.pl</p>
Romania	<p>Aidrom tel.: +40 21 320 98 70/71 fax: +40 21 320 98 73 e-mail: office@aidrom.eunet.ro website: www.aidrom.rdsnet.ro</p>
	<p>Salvati Copiii Romania – Save the Children Romania Intrarea Stefan Furtuna 3, sector 3 77116 Bucharest 1 tel.: +40 21 212 61 76 fax: +40 312 44 86 e-mail: rosc@mb.roknet.ro website: www.savethechildren.net</p>
	<p>Ecumenical Forum of European Christian Women in Romania – Southern Branch tel./fax: +40 1 212 4868 e-mail: efrwbs@maronet.ro</p>
Russia	<p>Crisis Center for Women Institute of Non-discriminative Gender Interrelations (INGI) P.O. Box 72 192071 St. Petersburg tel./fax: +7 812 272 86 57 e-mail: natasha@women.spb.su website: www.ccw.ru</p>

	<p>Women Crisis Psychological Center PO Box 604 192071 St. Petersburg tel.: +7 812 260 54 58 fax: +7 812 222 9096</p> <p>Angel Coalition Institute of Non-Discriminative Gender Relations 190000 Bolshaya Porochovskaya 45-180 St. Petersburg tel./fax: +7 812 222 21 27 e-mail: sagitova@rol.ru</p>
Spain	<p>Caritas Espanola Calle San Bernando n 1 99-bis, 70 planta Apartado de Correos 10095 28015 Madrid tel.: +34 91 444 10 14 fax: +34 91 593 48 82 e-mail: accsoci@caritas-espa-org</p>
	<p>Caritas Diocesana de Solsona e-mail: cdsolsona@caritas-espa-org</p>
	<p>Institucion Contra el Trafico de Mujeres Avenida de Blaneario 73-20 32500 0 Carballino, Ourence tel.: +34 91 941 86 08 fax: +34 98 827 53 18</p>
Sweden	<p>Caritas Sweden Ölandsgaten 42 11663 Stockholm tel.: +46 8 55 60 20 00 fax: +46 8 55 60 20 20 e-mail: rosie.nilsson@caritas.se</p>
Switzerland	<p>Caritas Schweiz Löwenstraße 3 6002 Luzern tel.: +41 41 419 23 92 fax: +41 41 419 24 26 e-mail: mohuerlimann@caritas.ch</p>
Ukraine	<p>La Strada Program Prevention of traffic in women in Central and Eastern Europe Kyiv 30, P.O.B. 246 Ukraine, 01030 tel./fax: +380 44 234 0446 e-mail: lastrada@ukrpack.net</p>
	<p>Caritas Spes Kostiolna Str. 17 01001 Kyiv e-mail: cs-gender@catholic.kiev.ua</p>
	<p>Caritas Ukraine Kyiv Office vul. Kostiantynivska 22/17 kv. 15 04071 Kyiv tel.: +380 44 416 43 79 fax: +380 44 416 63 75 e-mail: kyiv@caritas-ukraine.org</p>



6. Recommendations for preventing, combating and overcoming trafficking in women

1. Combating root causes of trafficking: changing the social, economic and cultural circumstances of women

Any strategy against trafficking in women needs to address the root causes behind trafficking. While general poverty in countries of origin is a factor behind trafficking, the specific situation of girls and women in society makes them particularly vulnerable. Preventing trafficking means changing the social and cultural condition of women. This includes, among other things: policies for opening up pathways into regular employment (with sufficient remuneration and acceptable working conditions), adequate socio-professional orientation as well as a recognition of the gifts and potentials of girl/women in society.

This would include: measures to overcome gender-related disparities and stereotypical gender-roles between men and women. Attitudes among men to consider women as not equal to them, which may result in violence against women and girls, an attitude regarding women and girls as a merchandise or commodity should be denounced and challenged. Gender education in curricula of schools, youth group (e.g. of churches), in adult and peer group education in this context is a necessity. Gender education should among other aspects address the topic of sexuality in order to overcome sexualised violence in all forms.

2. Minimising the risk of being trafficked: Raising awareness, help to find assistance

Prevention also includes awareness-raising among women potentially affected by trafficking in order to minimise the risk. The majority of current awareness raising campaigns highlights the dissuasion aspect. They warn women how dangerous job offers abroad and irregular migration can be. Experiences gained over the last years suggest that this current kind of campaigns uses a lot of resources, but has limited impact.

Women, who had been trafficked, often reported that they were aware of the problem of trafficking. However, they had no concrete indicators to understand that they would be trafficked when they started their migratory move. In reality, people in countries of origin are often quite aware that irregular migration is connected with dangers. The stories of those who “have made it” abroad, despite having made their migratory move with irregular means, undermine any campaign working on the basis of dissuasion alone.

Awareness-raising would most likely be more effective if general information about dangers in the migration process was accompanied by information how risk can be minimised (e.g. how to identify bona fide offers for work abroad). Another piece of useful information would be hints how/where help can still be found in case a woman finds herself in a dangerous situation in the migration process. .

3. Prevention of trafficking: enabling legal migration, helping to identify own resources and alternatives!

There is a desire among a high number of girls/women to travel and work abroad in order to find work and a better life abroad. Often this is the first step in a proc-

ess of being trafficked. This desire will continue to exist. Women wishing to migrate usually do not see – and often do not have – any possibility for legal migration to rich countries, such as EU member states. Clear, transparent and accessible channels for immigration (permanent or temporary) are therefore one of the most important elements of preventing trafficking. Given the restrictive migration policies of most countries of destination prevention also needs initiatives, which point out feasible alternatives to women, who might be at risk. Such initiatives would include socio-professional orientation, possibilities for vocational training or studies and general activities which enable women to identify how they can optimise their own talents and resources.

4. Identifying women, who were trafficked: sensitisation and training of public officials and civil society

It is essential that public officials and members of civil society are able to recognise that a woman/girl has been trafficked - so that they can offer assistance and/or refer the person in question to specialised services. This requires sensitisation and training e.g. on indicators that a person might have been trafficked, what kind of immediate legal and social assistance is needed, how a person can be referred further. Sensitisation can for example happen through publications, videos, testimonies. It is recommended that sensitisation sessions on trafficking are included in the Curricula and training material of public officials (e.g. police, staff of aliens office) as well as staff and volunteers of civil society organisations (e.g. social workers, youth group leaders). Curricula and training material should be developed in cooperation between competent partners – among others assistance organisations, training institutes for public officials (e.g. police training academy) and training institutions for social workers. This way the full range of knowledge and different approaches can be combined.

5. Assisting trafficked women/girls: legally recognising the role of assistance NGOs, enhancing NGO-law enforcement cooperation

Over the last years national governments, police and international organisations have begun to realise the importance which NGOs have in assisting trafficked women. A good cooperation between NGOs and law enforcement can increase the chances for the prosecution of traffickers.

In order to be able to provide their services to trafficked women and to enter into a sustainable cooperation with public officials, NGOs need recognition. This recognition should be both legal and financial. The legal recognition should as a minimum guarantee that NGOs are not persecuted for their assistance work (as it can currently be the case in many countries - for “facilitating illegal residence”). Preferably, legislation would oblige public officials to involve specialised NGOs immediately when meeting a person who has (potentially) been subject to trafficking. The exact terms of such an NGO involvement might be formalised in a “memorandum of understanding” between NGOs and public officials. Such a memorandum should identify and spell out common interests and possibilities for cooperation as well as diverging interests and ways to deal with diverging interest. NGOs should in this context take the initiative to establish regular, trusting contacts and cooperation with law enforcement officials.



6. Rehabilitating trafficked women: de-penalisation and opening up choice (residence titles)

Trafficking in Human Beings is a breach of human rights. An approach which is exclusively based on law enforcement runs the risk of perpetuating the human rights violation, e.g. by penalising women, who have been trafficked, as perpetrators (having gained illegal entry) or by morally devaluing trafficked women. Any legislation should therefore make provisions for the de-criminalisation and stabilisation of persons, who were trafficked. Considering the aspect of compensation to victims of crime, countries of destinations should also make provisions, which would allow trafficked women to choose how and where they would like to seek to rebuild their lives. This would include granting medium or long term residence titles to trafficked women (e.g. as foreseen in Article 18 of the Italian aliens' law) as well as financial support for individual rehabilitation and organisations active in assistance. This will enable women to become subject of their own lives and no longer "objects" of decision, which others have made for them.

7. Enabling durable assistance: financial support for trafficked women and assistance organisations

Assistance for trafficked women is a difficult and often long process (see contributions in this brochure). Public authorities as well as international organisations, which are entrusted with catering for trafficked women, should therefore make sufficient and lasting support available for trafficked women. This can either happen by setting up own programmes or by making resources available for specialised NGOs. The support to trafficked women should in a first phase consist of direct financial help, shelter/housing, legal counselling and crisis intervention counselling. In a second phase - after a certain stabilisation - psychological counselling for de-traumatisation and socio-professional counselling and training should be added. The offer should be one, which has lasting effects, i.e. it must be designed on a case-by-case basis for each individual woman and include appropriate follow-up. Experience shows that the three-months integration programmes for trafficked women, which are currently financed by a number of international organisations, are usually far too short to have lasting effects. Financing of assistance programmes thus needs to be designed in a way, which enables assistance organisations to offer programmes, which can have a durable impact.

8. Compensating victims: making perpetrators pay

Assistance to and integration of trafficked women is a process, which requires a substantial amount of resources, among them money. In view of the pain and suffering caused by trafficking, financial compensation should be offered to trafficked women. Legislation on trafficking and legal proceedings against trafficking networks should therefore include measures aiming at confiscating the assets of the trafficking networks, so that they can be used for compensation and support for assistance. NGOs should in this spirit contribute to the process of law enforcement, wherever their mandate competence and the interest of the trafficked woman allows them to.

9. Recognising the human rights of trafficked women: binding standards in assistance, return and social (re-)integration

Trafficked women are often seen as the “objects” of programmes and legislation. Actors from the state side as well as civil society should in their legislative and assistance work take an approach, which is centred around the human rights of the woman in question. This requires a clear commitment to binding standards for assistance/return/(re-)integration e.g. in the form of a code of conduct for any programme targeted at trafficked women. The respect for human rights and the own will of the woman in question should be the central elements of such codes of conduct as well as legislation. Such an approach will help the woman to become subject of her own life again.

10. Rebuilding lives: lasting integration in countries of origin or destination

Assistance for trafficked women should not only include immediate intervention and short term programmes of (re-)integration and counselling, but preferably be a lasting process. In order to achieve lasting result assistance organisations should offer - if the trafficked woman wants it - initial assistance with integration as well as a long-term follow up to integration measures. Public funding must enable assistance organisations to offer such lasting assistance; legislation should enable trafficked women to determine how and where they want to embark onto a process of (re-)integration.

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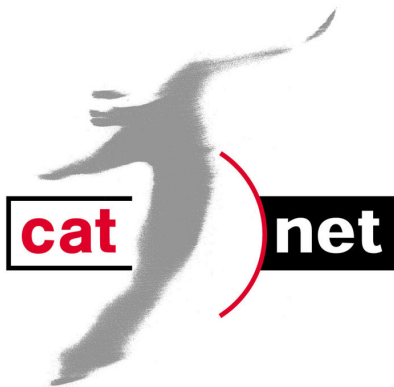
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8. Participating Organisations

Country	Name of organisation /institution in national language	Street and No Town/City Post code Country	Telephone Fax E-mail
Belgium	CCME- Churches' Commission for Migrants in Europe	Rue Joseph II 174 1000 Brussels	+32 2 234 6800 +32 2 231 1413 ccme@wanadoo.be
Belgium	Caritas Europe	Rue de Pascal 4-6 1040 Brussels	+32 2 235 04 43 +32 2 230 5704 martina.liebsch@caritas.de
Czech Republic	Catholic Czech Caritas	Vladislavova 12/1460 110 00 Praha 1	+420 296 243342 krpalkova@charita.cz
France	Secours catholique/Caritas France	106 rue du Bac 75007 Paris	+33 1 45 49 73 81 +33 1 45 49 94 50 dept-europe@secours-catholique.asso.fr
Germany	Caritas Bistum Essen Fachberatungsstelle Nachtfalter	Segerothstr. 110a 45121 Essen	+49 201 8853413 +49 201 8853412 nachtfaller@caritas-essen.de
Germany	Dortmunder Mitternachtsmission	Dudenstr. 2 – 4 44137 Dortmund	+49 231 14 4491 +49 231 14 5887 mitternachtsmission@gmx.de
Germany	In Via - Katholische Mädchensozialarbeit für das Erzbistum Berlin e.V.	Pfalzburgerstr. 18 10719 Berlin	+49 30 86424850 +49 30 86424879 invia.berlin@gmx.de
Greece	KSPM (Church of Greece)	lassiou 1 11521 Athens	+30 21072 95926 +30 21072 95928 papantoniou@ath.forthnet.gr kspm-erp@otenet.gr
Italy	Servizio Rifugati & Migranti of the Federazione delle Chiese Evangeliche in Italia	Via Firenze, 38 00184 Rome	+39 06 48 90 5101 +39 06 48 91 6959 srm@fcei.it
Lithuania	Missing Persons Family Support Centre	Zirmunu 67 2012 Vilnius	+370 5 2773134 (p&f) hra@mail.adecoma.lt
Romania	ARCA (Ecumenical Forum for Refugees and Migrants)	23 Austruli Str. 731121 Bucharest Sector 2	+40 21 252 73 57 +40 21 252 73 58 cristi@arca.surf.ro
Russia	Angel Coalition	Fontanka 22 B St Persburg	+7 812 272 86 57
Switzerland	CEC (Conference of European Churches)	150, route de Ferney 1211 Geneva	+41 22 791 6111 +41 22 791 62 27 www.cec-kek.org



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