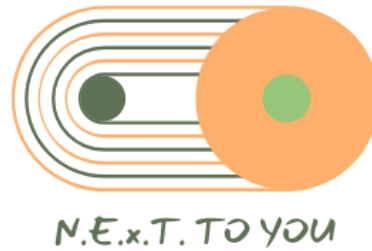


# NEWSLETTER

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## THIS ISSUE'S FEATURED ARTICLES:

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**Editorial**, by project coordinator  
Maria Carla Midena, Veneto  
Region Social Services p.1

**Interview** with Prof. Degani,  
University of Padua p.3

**Meet the partners** p.5

**Referral and anti-trafficking  
national systems** in Italy,  
Belgium, France, Spain p.6

**EU news** p.13

## AT STAKE

Social and labour inclusion of  
trafficked minors and young  
adults



## 1.EDITORIAL

**N.E.x.T TO YOU - Network for the Empowerment, the social and labor inclusion of Trafficked minors and young adults** is a project funded by the European Commission in the framework of the Asylum, Migration and Integration Fund 2019 and coordinated by Veneto Region Department of “Addictions, Third Sector, new deviances and social inclusion”, directed by Maria Carla Midena.

It gathers 4 Member States and 8 partners active in the support and protection of minors and young people victims of human trafficking.

In addition to the Veneto Region, the project involves the Human Rights Centre “Antonio Papisca” of the University of Padua, the Social Cooperative Equality (Italy), ENSA (European Network of Social Authorities) in collaboration with the Veneto Region Brussels Office, the Social Cooperative Comunità dei Giovani (Italy), Payoke (Belgium), the Association France Terre d’Asile (France) and Cruz Blanca Foundation (Spain).



Co-funded by the Asylum, Migration and  
Integration Fund (AMIF) of the European  
Union

## THE CORE MISSION

N.E.x.T. TO YOU consists in intensifying identification efforts and enhancing the integration process of minors and young adults victims of human trafficking during their migration journey.

More specifically, the project has four main goals:

Firstly, N.e.x.t. TO YOU aims to **improve the minors' identification process** upon their arrival in Europe by strengthening the capacity of local and national authorities, social services, migration professionals, reception centres' employees, lawyers, prosecutors, and judges.

Secondly, the project partners will help sixty trafficked minors and young adults in their **professional integration process** through the elaboration and the implementation of intensive training and job placement programs. In particular, each member State partner of the project will provide the beneficiaries with 15 traineeships and/or scholarships and 10 employment contracts.

The third goal of the project is to ensure increased **ethno-psychological support** to eighty trafficked young adults through group counselling and individual support.

Lastly, N.E.x.T. TO YOU intends to bolster the **exchange of knowledge and best practices** among the authorities assisting victims of human trafficking. Such knowledge-sharing initiatives will mainly concern the early identification of people having the right to a temporary protection status, their socio-economic empowerment, and their psychological support, particularly if they belong to the most fragile and vulnerable categories.

**Main objectives:**  
-improving the  
identification process;  
-professional  
integration;  
-psychological  
support;  
-exchange of best  
practices.

**MARIA CARLA MIDENA**, project coordinator, Veneto Region  
Social Services Directorate, Operational Unit, Addictions, Third  
Sector, New Deviances and Social inclusion



## 2. INTERVIEW ON ANTI-TRAFFICKING

by Prof Degani, University of Padua

### What will be the focus of the project?

For the next two years, the project, launched last December 15th, will specifically work on the **crucial phase when victims enter into contact with law enforcement agencies or other professionals** and therefore on the correct **identification of minors and young people** victim of human trafficking. Identification has always been crucial in a human rights perspective since it has most important repercussions on the entire pathway the person involved in severe exploitation will experience during the reintegration period.

The **care of the person** is developed on the basis of a **personal project based on the specific needs of each minor** by the professionals of the anti-trafficking system responding to the needs of the victim. It represents a policy design.

*United Nations Guidelines underline the States' duty to identify in a diligent way both the human traffickers and the victims; this means ensuring that the identification process is carried out through correct procedures which are adequate to achieve a result based on evidence.*

Within this individual care project plan the objective is to develop a project oriented to the **respect of the victim's identity**, qualities, expectations, skills and abilities everyone is endowed with.

The expertise and sensitivity developed in the last years highlighted how a prompt and correct identification of a trafficked person are a fundamental step for the emergence of a victim and for anti-trafficking strategies finalization. On the other side they request the combination of different resources such as high professional investigators and the possibility to use a range of support facilities and services which are essential to ensure the victims adequate security and first aid for the protection of their rights.



### How is the human right's approach taken into consideration?

An inadequate evaluation in the identification phase can deny the victim of human trafficking of her/his rights or of other protections.

This has already been acknowledged in the 2002 *Recommended Principles and Guidelines on Human Rights and Human Trafficking* finalized by the High Commissioner for Human Rights.

## How could an efficient response to victims of human trafficking be built?

**N.E.x.T to You stresses the importance of inter-agency cooperation and the need to work with the victims.**

Since public and social private institutions support the Police with their specific skills and role contribution, victims identification should no longer be an exclusive task of the Police law enforcement agencies. The contribution of such institutions is as important as the one of the Police since they work in crucial fields regarding minors, social distress, immigration, men's violence against women, international protection and, of course, specifically in the field of human trafficking and other serious exploitations.

It is important that all these different institutions collaborate because identification is a key step of the protection mechanism and, generally, of the whole support system to victims of human trafficking or serious exploitations. The N.E.x.T to You project re-launches the theme of identification addressing the **inter-agency cooperation** and the **need to work with the victims** focusing on their empowerment in the aim of a social integration meant to be preparatory for their full autonomy.

Putting identification at the core of the work with victims of human trafficking, the project pursues to support 140 people among minors and young adults victims of serious exploitation. It aims to their social integration and their inclusion in the labor market increasing their resilience and helping them to overcome their traumas, cultural shocks and other psychological consequences which hinder their inclusion processes.

**PAOLA DEGANI** teaches Public Policies and Human Rights in the Bachelor's degree in Political Science International Relations and Human Rights and Women's Human Rights in the Master Degree in Human Rights and Multi-Level Governance at the Department of Political Science, Law and International Studies of the University of Padua. She is a member of the Board of the Joint PHD Board in Human Rights, Society, and Multi-level Governance coordinated by the Human Rights Centre of the same University. She was also a member of the Group of Experts of the Department for Equal Opportunities of the Presidency of the Council of Ministers appointed for the development of a database on gender violence and a member of the Regional Coordination Table for the prevention and fight against violence against women in the Veneto Region. In 2019 she was appointed as National Expert for the Group of Experts on Action against Violence against Women and Domestic Violence of the Council of Europe for Italy.





### 3. MEET THE PARTNERS:

The **Veneto Region**, the **Coordinator**, is the public body responsible for minors care. It is in charge of the definition of policies, the decision-making, the care, the protection, and well-being of minors. The Region is committed to fighting human trafficking through the N.A.Ve project (Network Antitratta per il Veneto), one of the 21 Italian anti-trafficking networks, coordinated by the Municipality of Venice and through the Italian helpline against Human Trafficking managed since 2000.



**Equality** is a social cooperative set up in 2008 offering services addressed to vulnerable migrants, minors and potential victims of trafficking, especially for their direct assistance and protection. Since 2016, within the framework of the National Anti-trafficking Action Plan, Equality has played a role as one of the main implementing Bodies of the “N.A.Ve” Project providing mobile outreach units activities, assessment, identification and shelter for victims of trafficking including minors.



**Comunità dei Giovani** has been involved in projects against human trafficking since the year 2000 and, together with other NGOs is part of the anti-trafficking network of the Veneto Region (N.A.Ve). It mainly addresses housing, social and work inclusion of the victims. Currently the Comunità manages ten shelters in Verona and Venice.



**Payoke**, a pioneer in tackling trafficking since 1987, is one of the three government-recognized reception centers for victims of human trafficking in Belgium. The organization's victim support program, lasting two to three years, is designed to help the person from the first stages of identification and accommodation, to the end of the judicial proceedings. Payoke also offers knowledge and resources to help government, civil society, communities and individuals recognize and prevent exploitation, inspiring action and helping prevent modern slavery.



The **University of Padua**, Human Rights Department, will ensure a human rights based approach in the NEXt To You project that will promote the centrality of the person and the Universal Declaration of Human Rights. In addition it will supervise the training package at Italian level targeting services providers and professionals meeting the specific needs of trafficked minors.



**France terre d'asile** is a non-profit organisation funded in 1971, working for the promotion of human rights and offering accommodation and assistance to asylum seekers, refugees and unaccompanied minors in France. France terre d'asile assists over 12 000 people daily, across the French territory.



**Fundación Cruz Blanca** was created by the Franciscan Brothers of the White Cross on September 30, 2004; and has been working since then with people in a situation at risk of exclusion, attending among others victims of human trafficking. They are present in 6 different Regions: Aragón, Madrid, Castilla La Mancha, Andalusia, Ceuta and the Canary Islands.



**ENSA** is a European network of Social Authorities, its aim is to promote international cooperation in the social field particularly in five subject areas of intervention each lead by a different Local Authority: elderly, youth and Family, child issues, disability and social inclusion. The general coordination is led by the Veneto Region.



## 4.HIGHLIGHTS ON THE REFERRAL AND ANTI-TRAFFICKING NATIONAL SYSTEMS IN ITALY, BELGIUM, FRANCE, SPAIN

### ITALY

Equality Cooperativa sociale, Comunità dei Giovani, Veneto Region,  
University of Padova National referral system

A referral mechanism is a cooperation mechanism through which each actor involved has the common objective of protecting the rights of trafficked persons, coordinating the actions. It can be National or Local. Since 2016 the **Italian Government** has adopted a new system of protection for the victims, and a National Action Plan against trafficking in human beings and severe exploitation. Both the system made of 21 Regional Projects and the National Action Plan represent the Italian Government Engagement to define long-term intervention strategies for the prevention, the fight against trafficking in human beings and severe exploitation, as well as actions aimed at raising awareness, social prevention, the assistance and social inclusion of victims. In this plan Italian government mentions the 4 Ps paradigm which is the fundamental international framework used by States, at international level, to combat contemporary forms of slavery. In this framework, every organic strategy in this field is commonly included: **Prevention, Prosecution, Protection, Partnership**.

The referral procedure aims to report/refer the presumed trafficked person, with her/his consent , to the anti-trafficking organization to assure the adequate measures of identification, assistance and protection. These are also the main and strategic goals of **N.A.Ve project the Anti-trafficking Network for Veneto Region** representing the Regional Referral Mechanism fighting against trafficking and the severe exploitation (PROSECUTION) with a multi-agency approach (PARTNERSHIP) and acting in PREVENTION and assuring PROTECTION to victims of sexual exploitation, work, begging, forced illegal economies and forced marriages.

*Protecting the rights of trafficked persons is the objective of a referral mechanism.*

*This is the strategic call of the N.A.Ve project.*



The Municipality of Venice is the Coordinator of N.A.Ve Project, Regione Veneto and **University of Padova** are two of the main partners. Whereas **Equality Cooperativa Sociale** and **Comunità dei Giovani** are responsible for the services offered by the anti-trafficking NGOs in Veneto.

Equality offering outreach services to reach presumed or potential victims of sexual and labour exploitation and is on charge for the social identification of victims (PREVENTION and PARTNERSHIP), whereas Comunità dei Giovani is the lead organization for the NGOs offering shelter services (PROTECTION).

*The human rights based approach is the objective of the N.A.Ve project.*

*Strengthening collaboration between governments and NGOs is the main purpose of the national referral mechanism.*

N.A.Ve Project has as its strategic objective the Human rights based approach; any assistance provided is based on a human-right centred approach where the rights, choices and wishes of the individual are respected. The method used is that of multi-agency and multidisciplinary work aimed at protection of human rights and victims.

The main purpose of the National Referral Mechanism is to formalize and strengthen collaboration between government agencies and NGOs engaged in the anti-trafficking system. It must therefore neither replace nor exactly reproduce other national anti-trafficking bodies, but instead represents an indispensable structure for the referral of victims of trafficking. The general purpose of an NRM is also to change the perspective on the way in which trafficking in human beings should be treated, considering that it is not a mere problem of crime or immigration, but a serious violation of the human rights of those who are victims.





## BELGIUM - Payoke

At the heart of the Belgian national referral mechanism is the **Interdepartmental Coordination Platform (ICP)** for the Fight against Trafficking and Smuggling in human beings, a body for multi-agency cooperation set up in 1995.

Chaired by the Federal Department of Justice, it gathers representatives from all the federal entities involved in anti-trafficking, amongst others the Police, the Board of Prosecutors General, the social inspection services, the Immigration Office, the Ministry of Foreign Affairs, the three government-recognized specialized reception centres that provide shelter and assistance to victims: Payoke for the Flemish region, Pag-Asa in the Brussels area and Sürya in Wallonia. The Platform sets the strategic direction of anti-trafficking policy and actions, particularly with an eye towards combating traffickers' criminal activities and their networks, protecting victims and monitoring developments and results.

First responders follow a national victim referral protocol to identify victims and refer them to specialised care. A victim is first detected on the basis of their account or on the basis of indicators. Frontline responders must meet the person's urgent and basic needs, and inform them about the victim protection program. They often use a leaflet, available in 22 languages, to help victims understand their situation, their rights and the support they can expect.

*The Interdepartmental Coordination Platform is the central body of the Belgian referral mechanism.*



Any person suspected of being a victim of human trafficking can benefit from the protection program, regardless of gender, nationality, immigration status or age. Also included are victims of trafficking through the loverboy method, both minors and adults, which involves recruitment through romance and emotional bonding.

Assistance is conditioned on three criteria: victims have to break off all contact with their exploiters, agree to counselling at a specialized support centre, and be willing to assist in the investigations.

The assistance program usually last two to three years. It is designed to support the victim from initial referral to the end of the judicial proceedings, and is focused on helping the client reach full autonomy and self-reliance.



## FRANCE - France terre d'asile

### Identification

France is a transit and destination country for human trafficking victims. Most of identified victims are French citizens or from Nigeria and Romania and are victims of sexual exploitations (75%). 19% of identified victims suffers from work exploitation, 4% are forced to delinquency, 1% are exploited to forced begging and 1% are subjected to other types of exploitation [1]. Due to social street work encouraged through public policies and police controls, victims of sexual exploitation are more identified than others.

Human trafficking is defined (in a similar way to the Palermo and Warsaw protocols) and condemned by the Penal Code, which provides an exhaustive list of means of exploitation.

The interministerial mission for women protection against violence and fight against human trafficking was created in 2013. This mission coordinates all stakeholders involved in fighting human trafficking and helping victims such as NGOs but also five central offices of judicial polices in charge of investigations that can include human trafficking situations: OCRTEH (specialized in human trafficking), OCLTI (illegal work), OCRIEST (illegal migration and employment of foreign persons), OCLDI (itinerant delinquency), OCLAESP (environment and public health violations).

NGOs realize **preliminary identification** of victims. There are numerous organizations specialized in this social area, thanks to public policy, the biggest ones are associations working with victims of sexual exploitation but other NGOs are specialised in helping victims exploited on other grounds. In order to strengthen their identification and be able to help more persons, organizations create their own indicators. In that sense, France terre d'asile published a **guideline** for frontline workers. Police is in charge of **formal identification**, then approved by a judge. **Self-identification** by the victim him or herself is an important step in his/ her way to emancipation and recovery.



NGOs realize the **preliminary identification** of victims. In order to strengthen their identification and be able to help more persons, organizations create their own indicators. In that sense, France terre d'asile published a **guideline** for frontline workers. Police is in charge of **formal identification**, then approved by a judge. **Self-identification** by the victim him or herself is an important step in his/ her way to emancipation and recovery.

*Preliminary identification, formal identification and self-identification are key steps in investigations.*

*France terre d'asile published a guideline to help identification.*

[1] ONDRP and Miprof (2020), La traite des êtres humains, profil des victimes suivies par les associations en 2019  
[http://www.esclavagemoderne.org/wpcontent/uploads/2020/11/traite\\_etres\\_humains\\_france\\_2019.pdf](http://www.esclavagemoderne.org/wpcontent/uploads/2020/11/traite_etres_humains_france_2019.pdf)

## Protection of victims

French system allows five types of protection for foreign human trafficking victims:

### *The five types of protection for foreign victims:*

- Resident permit for formally identified victims;*
- Resident permit through a programme of leaving forced prostitution;*
- Resident permit granted on humanitarian ground;*
- Resident permit granted on private and family life grounds;*
- Asylum claim.*

- **Resident permit for formally identified victims** (art. L.316-1 and 2 Cesda): a temporary resident permit can be delivered to victims when they are formally identified by Police and willing to denounce their exploiters. First, Police delivers information regarding resident permit, housing, protection and the right to a 30 days reflection time (during which they can benefit a 30 days resident and work permit). After 30 days, if they are still willing to engage in this judicial process, they have the right to a temporary resident and work permit during all the judicial investigation. With this permit they can receive financial support, medical protection, they are entitled to work or attend trainings, they can receive information and benefit from social care, housing and, if desired, assisted voluntary return. If their exploiters are convicted with final conviction, they, then, can be granted a resident card.

- **Resident permit through a programme of leaving forced prostitution** (art. L. 316-1-1 Cesda and art L. 121-9 Casf)

- **Resident permit granted on humanitarian ground** (art L.313-14 Cesda)

- **Resident permit granted on private and family life ground** (art L313-11 7° Cesda)

- **Asylum claim:** in case of fear of persecution based in the event of return to their country of origin, alien victims can claim asylum in France.



The national sheltering mechanism “Ac.sé” includes 83 accommodation places in several cities, to create a geographic distance between adult victims and exploiters. It offers a social support to beneficiaries, who do not need formal identification to enter this protection mechanism. In addition, other social actors provide specific sheltering such as AFJ, CCEM or Amicale du Nid. Additionally, France terre d’asile has dedicated 20 beds in its Parisian reception center to asylum seekers victims of human trafficking and gender-based violence. Regarding minors, an experimental mechanism has been set up since 2016 in the Paris area.

## SPAIN - Cruz Blanca

Contemporary trends of human trafficking depict Spain as country of destination, transit as well as origin of this alarming phenomenon. Nationwide, 542 victims of trafficking were identified in 2019, most of them for sexual exploitation (294). Only 3 victims of trafficking for the purpose of forced marriage were identified, along with 192 for labour exploitation, 22 for begging and 31 for criminal activities. The most detected nationalities are Romanian and Nigerian, followed by Chinese, Paraguayan and Bulgarian, which highlights the complex and often transnational nature of human trafficking.

In spite of this, **no mechanisms for referral or intervention exist at national level**, nor a comprehensive anti-trafficking law giving coherence to our currently fragmented and dispersed legal system (Criminal Code, Law on Foreigners, Protocol on the Prevention of Victims of Trafficking, Instruction 6/2016). Some actors that allow a multi-agency coordination are the **Spanish anti-Trafficking Network** (formed by 32 NGOs), the **National Anti-trafficking Rapporteur** and the **Ministry of Equality's Anti-Trafficking Social Forum**.

This lack of formal coordination systems results in a weaker identification of victims, especially in the case of child trafficking, which largely remains a hidden reality. There is an urgent need to establish specialized mechanisms addressing the needs of children victims of trafficking. Spain has not yet set up centres specialized in assisting trafficked children, although according to the UN one third of human trafficking victims are minors.

The most common form of child trafficking is sexual exploitation, however little is known on other types of exploitation. Since 2015, Spanish authorities have started collecting data on labour exploitation and in 2016 investigations were launched on forced marriage. This has allowed making more visible other forms of human trafficking existing on the territory, although more efforts are needed for an effective victim identification, of all sexes and ages.

*Spain is country of origin, destination and transit of human trafficking and no mechanism for referral exist at national level.*

## 5.EU NEWS

### TO BE DONE

- A better implementation of the Anti-trafficking Directive;
- A new strategic approach towards the eradication of trafficking in human beings.

#### Third report on the progress made in the fight against trafficking in human beings

[https://ec.europa.eu/anti-trafficking/eu-policy/third-report-progress-made-fight-against-trafficking-human-beings\\_en](https://ec.europa.eu/anti-trafficking/eu-policy/third-report-progress-made-fight-against-trafficking-human-beings_en)

#### Other websites of interest taken from the **Fact Page on Trafficking in Human Beings**:

- [Anti-trafficking Directive](#)
- [EU Security Union Strategy](#)
- [Pact on Migration](#)

#### The new Action Plan on Integration and Inclusion 2021-2027

[https://ec.europa.eu/homeaffairs/sites/homeaffairs/files/pdf/action\\_plan\\_on\\_integration\\_and\\_inclusion\\_2021-2027.pdf](https://ec.europa.eu/homeaffairs/sites/homeaffairs/files/pdf/action_plan_on_integration_and_inclusion_2021-2027.pdf)

**Greetings from the N.E.x.T. TO YOU constortium!**



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PER I DIRITTI UMANI  
"ANTONIO PAPISCA"



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