

**FEASIBILITY AND ASSESSMENT STUDY ON A EUROPEAN
HOTLINE FOR VICTIMS OF TRAFFICKING IN HUMAN
BEINGS – 21 October 2009
(Tender No. JLS//2008/D2/004)**



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CHAPTER 1 INTRODUCTION

1.1 Background of the study

In May 2009 the European Commission launched a tender for a study on the need for and the feasibility of a European 116 hotline for victims of trafficking in human beings (tender No. JLS/2008/D"/004). The tender followed the initiative of the European Parliament in 2006 to call for the establishment of a multilingual hotline with a single European number with the aim of providing first assistance to trafficked persons. Since 2006 members of the European Parliament and later the organisation Stop the Traffik have lobbied for this proposal. A formal request to reserve a European number for victims of trafficking was submitted to the European Commission in October 2007.¹

According to the Commission's Decision of 15 February 2007 (2007/116/EC) requiring EU Member States to reserve a six-digit number range starting with the digits 116 for (helpline) services of social value in Europe, the aim of such helplines is to allow citizens, including travellers and disabled users, to reach socially important services by using the same recognisable number throughout the EU - instead of the current patchwork of numbers. These helplines are to be operational in each of the 27 EU member states. One example of a service like this is the 116 111 child helpline that has been reserved and is in use currently in a number of EU countries.

The establishment of a common EU hotline number for victims of trafficking can strengthen existing national services for trafficked persons and improve access, once the hotline number is better known in origin, transit and destination countries. However, also concerns were raised by several anti-trafficking NGOs as to the functionality, target group, need for and feasibility of a common EU hotline number for trafficked persons. These concerns formed reason for the Commission to have a feasibility study carried out in order to assess the needs and ways forward on the reservation and creation of a 116-number for the support of victims of trafficking in human beings on the basis of mapping-up the experience of existing hotlines and victim assistance services in all EU Member States.

1.2 Research Team

La Strada International (LSI), a European NGO network against trafficking in Human Beings with extensive capacity and knowledge on providing services to trafficked persons, including hot- and helpline services, submitted a proposal and was selected to conduct the study. The study was conducted by a research team consisting of the German Sozialwissenschaftliches FrauenForschungsinstitut (SoFFI) and two consultants/experts, Mike Dottridge and Marjan Wijers, with a broad experience in the field of trafficking in human beings. LSI acted as main applicant and played a coordinating and facilitating role in ensuring that all major stakeholders in each of the 27 EU countries were identified and consulted.

1.3 Aim of the study

The overall objective of the feasibility study was to map-up in all EU Member States the existing hotlines that deal partly or exclusively with victims of trafficking in human beings and map up the assistance services linked to such hotlines that are provided to victims of human trafficking and to analyse the feasibility for a European-wide 116-hotline and assistance service for victims of human trafficking.² As also noted by the Commission,³ there is no common understanding of the term 'hotline' or 'helpline'. For this reason the research team chose to use the broad term 'helpline', defined as: *'A publicly advertised telephone service aimed at a specific target group, which can be reached by callers within the advertised opening hours, and which provides (emergency) assistance and protection (crisis intervention) and/or information and advice on trafficking.'*

¹ Stop the Traffik is a coalition of more than 800 organisations working in 50 countries against human trafficking (www.stophetraffik.org).

² Terms of Reference, p. 5

³ Terms of Reference, p. 1.

1.4 Methodology

For the study a multi-methodological approach was chosen, combining quantitative and qualitative research methods. Questionnaires were developed and distributed among anti trafficking helplines/NGOs in all 27 EU Member States, as well among helplines operating in related areas. In addition semi structured interviews were held with a range of national and European stakeholders, and information from other relevant national and international sources was collected.

To conduct the interviews with national stakeholders and distribute the questionnaires, national coordinators could be identified in most of the 27 countries. The interviews with relevant European stakeholders were conducted by members of the research team. These included representatives of the Communication Committee (CoCom) of the European Commission, the European Parliament, PICUM (Platform for Cooperation on Undocumented Migrants), ITU (International Trade Union), Stop the Traffik, Missing Children in Europe, Child Helpline International and Europol. To inform respondents, information sheets were drafted on the study and on the concept of 116-lines.

The inception report was presented on 4th February 2009 at a European Consultation Meeting, held at the Commission's premises in Brussels. At this meeting, organised by the European Commission, representatives of GOs and NGOs from 24 EU member states and Norway provided feedback and discussed the methodology and preliminary findings of the study. They also provided updates on the current situation in the various EU Member States.

Despite extensive efforts, it appeared impossible to obtain information from Hungary, Luxembourg and Malta, due to the fact that - as far as could be established - in those countries no specific anti trafficking NGOs are (still) operational. However, also from a number of countries which do have specific anti trafficking NGOs, in particular Poland, Denmark, Slovenia and Belgium, only limited information was received. In 4 countries no interviews have been conducted.⁴ The data used for this report are based on the questionnaires received from these countries.

The study was initially set for 8 months, with a 4 month period for the research itself (February 2009 until May 2009) but as the collection of information took longer, it was extended with another 3 month period with approval of the Commission.

The draft report was submitted to the European Commission and the European Expert Group and has been distributed among the respondents for comments and corrections. Their feedback has been included in the final report.

In the report the term 'trafficked persons' is used instead of 'victims of trafficking', as many trafficked individuals prefer this term to indicate that indeed they are a victim of a crime, but that they do not want their identity to be reduced to being a 'victim'.

1.5 Structure of the report

Chapter 2 discusses the methodology used for the study, followed in Chapter 3 by an overview of the present situation in the 27 EU Member States regarding anti trafficking helplines and linked services. More detailed information per country can be found in the country profiles in appendix 1. The information on the current situation is based on the outcomes of questionnaire 1 for anti trafficking helplines and organisations, which asked for data about the current situation. Where possible, information from the questionnaire was completed with information from the interviews. In Chapter 4 the legal framework of 116-numbers is examined, as well as a number of technical issues that are relevant for an analysis of the feasibility of an EU wide single 116-helpline for trafficked persons. Chapter 5 discusses the potential benefits which respondents to questionnaires and interviews expressed as an assumption of what an EU-wide single number for trafficked persons could bring. This chapter is followed by a discussion of the (pre) conditions which a 116-number according to respondents should meet in order to be beneficial for trafficked persons in Chapter 6. Chapter 7 examines potential models for a 116 number, whereas Chapter 8 analyses the risks and threats attached to an EU wide 116-number for respectively trafficked persons, the organisations involved and the wider endeavour of creating a single telephone hotline or helpline. In Chapter 9 a

⁴ In Belgium and Denmark.

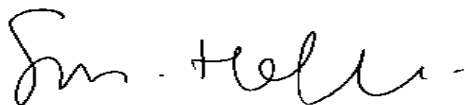
SWOT-analysis is made, in which - based on the preceding chapters, the strengths, weaknesses, opportunities and threats of the creation and running of a 116 hotline number on trafficking in human beings are analysed. Chapter 10, finally, presents a summary of the findings of the study and formulates a number of recommendations to go forwards.

La Strada International and the research team want to express their thanks to the European Commission for commissioning this study. In that we do not stand alone. Many respondents expressed their appreciation for the decision of the Commission to carry out an assessment study before embarking on the complex project of creating a 116 anti trafficking helpline.

We also like to thank all the governmental and non-governmental representatives who shared their views at the February 2009 meeting in Brussels, all the national coordinators in the EU Member States who were willing to coordinate the research in their country and conduct interviews, as well as all the NGOs that were willing to complete the questionnaires and those that attended the 116 Platform meeting. Thanks also go to the representatives of the Communication Committee (CoCom) of the EC, the European Parliament Members contributing to the research, PICUM, ITU (International Trade Union), Stop the Traffik, Missing Children in Europe, Child Helpline International and Europol for their willingness to cooperate in the study.

For this study the research team also consulted La Strada International and its member organisations; in 3 La Strada countries; in Bulgaria, Poland and the Netherlands, La Strada representatives took up the role of national coordinators. It has to be stated, that the report and the recommendations mentioned in chapter 10 are the recommendations of the research team, which they based on their consultations with others and the questionnaires and interviews conducted with various stakeholders. The content of this report does not necessarily reflect the official position of the International La Strada Association or its members, unless specifically stated.

We hope that this report will contribute to the further discussion and decision making process on a common EU hotline number for victims of trafficking in human beings. We also hope that the report will contribute to better services for trafficked persons, which in the end is the aim of all of us.



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CHAPTER 2 METHODOLOGY

The study has been carried out by a team consisting of the German Sozialwissenschaftliches FrauenForschungsinstitut Freiburg (SoFFI F.)⁵ and two consultants/experts with extensive experience in the field of trafficking in human beings in cooperation with La Strada International, a network of European NGOs with extensive capacity and knowledge on providing services to victims. La Strada International, as main applicant, played a coordinating and facilitating role to ensure that the main actors in each of the 27 EU member states were identified and consulted. All parties involved have extensive experience either in the field of research on social issues, either directly in the field of trafficking in human beings, in advocacy and providing consultation towards policy making and in particular in providing assistance services to victims and/or running specific help- or hotlines on trafficking in human beings.

2.1 Methodological approach

The research team chose a multi-methodological approach to collect data with the aim to assess the need for and the feasibility of the creation of a 116-European-wide hotline number for the support of trafficked persons. This approach was also used to map the experience of existing hotlines that deal partly or exclusively with victims of trafficking in human beings in all EU Member States, as well as the assistance services linked to such hotlines that are provided to victims of human trafficking (See application tender no JLS/2008/D2/004).

Since there is no common understanding of the term helpline or hotline and 'hotline' is generally understood to refer only to emergency cases, for this research the term 'helpline' is used, which was defined as: *'A publicly advertised telephone service aimed at a specific target group, which can be reached by callers within the advertised opening hours, and which provides (emergency) assistance and protection (crisis intervention) and/or information and advice on trafficking.'*

2.2 Quantitative methods

2.2.1 Online questionnaires

The study mapped the experience of existing hotlines that deal partly or exclusively with assistance to trafficked persons in all EU Member States, as well as the assistance services linked to such hotlines that are provided to victims of human trafficking. This mapping formed the basis for an analysis of the feasibility of a European-wide 116-hotline and assistance service for victims of human trafficking.

Three different questionnaires have been developed to suit different target groups and research questions. All questionnaires were designed as online questionnaires. Most respondents completed them also online. A hard copy was made available to provide respondents with more information. In cases of technical problems to submit the questionnaire online, the paper version could be used instead. For more information on the questionnaires see appendix 2.

- Set 1: questionnaire for anti-trafficking NGO's: This questionnaire asked anti trafficking NGOs for a self identification whether they viewed themselves as a helpline or not. If yes, data was collected on organisation structure, target groups, callers and services provided. If not, information was requested about existing helplines which might reach trafficked persons in the country concerned.
- Set 2: questionnaire for anti-trafficking NGO's and helplines: This questionnaire asked for the opinions of anti trafficking NGOs and helplines on a 116 number, the pro's and con's they see, the standards such helpline should meet and their interest in running such a helpline if established.
- Set 3: questionnaire for helplines in related areas: This questionnaire collected data on the experience of helplines in related areas on assistance and referral provided to trafficked persons and their opinions on a 116 helpline for this target group.

The questionnaires and the interview formats were developed in joint cooperation by the research team, in consultation with La Strada International. They were designed to collect factual information on existing national and local helplines and (linked) services, as well as to collect

⁵www.soffi-f.de

experiences in running helplines with an eye to the feasibility of and need for a special Europe wide 116 number. A special section of the questionnaire was dedicated to the issue of cooperation with and referral to other actors and helplines in related fields. The mapping included organisations providing a wide range of support and advice; not only anti-trafficking organisations, but also the more general emergency aid organisations, medical referral hotlines, organisations that run hotlines on migrant workers rights, general workers rights and sex workers rights, hotlines providing information on civil and human rights, etc. The questionnaires further included questions on the financial situation and funding possibilities of those organisations that are running hotlines and/or helplines and are offering (direct) assistance to trafficked persons. The draft questionnaires were test run by six organisations before a final version was sent out to all national coordinators in the European Member States.

2.2.2 Selection of national coordinators

For the study in each of the 27 countries, national coordinators were selected from anti-trafficking agencies. If no such agency could be found or no one was willing and able to take the job, independent experts/consultants from the anti trafficking field were selected in close cooperation with the NGO, either representatives of other stakeholders from the country, e.g. from international organisations, or the national government.

To identify relevant actors/ respondents use was made of the networks and local contacts registered in the database of La Strada International, as well as contacts of the main international organisations and NGOs active in the field. The research institute and the experts involved had extensive contacts with the majority of those key actors already. When defining the main actors to be consulted, the research team has taken into account that they should represent different backgrounds (GO & NGOs) and (possibly) different opinions/voices. The research team has tried to ensure that in each country several organizations/persons were interviewed or consulted. This appeared not possible for all the 27 countries. Despite numerous attempts in some countries no feedback was received from NGOs or other stakeholders contacted with the request to take up this role. See further 2.5 below.

2.2.3 Dissemination of questionnaires

The questionnaires have been disseminated among organisations and networks in all 27 EU Member States, which work in the field of trafficking in human beings and are directly, involved in providing support to trafficked persons, in particular NGOs that manage helplines and/or provide (referral) assistance services to victims of human trafficking, including faith based organisations. Several NGOs were also separately consulted at a 116 platform meeting conducted in April 2009.⁶ The questionnaire has also been disseminated among identified governmental (related) organisations and international organisations, in particular those running helplines and related services on trafficking in human beings.

As far as possible the national coordinators were responsible for disseminating the questionnaires within their countries. The data analysis was done computer based by SPSS⁷, specialised software for data collection and analysis. Data were evaluated in total, per country and per organisation (see mapping, appendix 1). Data were shared with the whole research team.

The national coordinators were also responsible to conduct semi structured interviews and document searches. Direct interviews were held with the main actors identified by them in their country. These include the competent authorities (see below), as well as police and governmental (or government related) and non governmental organisations providing helpline services on trafficking in human beings.

The process was initially set for 8 months, but took longer and was prolonged with another 3 month period, after approval for the extension was received from the European Commission. As not all data are yet received from the countries, some information is missing. Information that is still received can be added in a next edition of the report.

⁶ The 116-platform is an ad hoc platform of a number of anti trafficking NGOs and helplines, set up to discuss the developments around a 116 helpline for trafficked persons.

⁷ www.spss.com

2.2.4 Available data

The following data was received:

34 questionnaires set 1 from 18 countries were received, 33 could be included in the analysis.

29 questionnaires set 2 from 16 countries were received, 26 could be included in the analysis.

27 questionnaires set 3 from 13 countries were received; all could be included in the analysis⁸.

As for the related helplines and services (questionnaire 3) information was received from 12 helplines for violence against women (domestic violence, rape), 5 helplines for victims in general, 1 helpline for children and young people, 3 helplines for migrants/refugees and 6 helplines for other aims (health, prostitution, family planning etc).

Some questionnaires of set 1 and set 2 arrived too late. Only the comments to the open questions have been included in the analysis. 3 questionnaires of set 2 came by mistake from the same organisation in one country, only 1 was included in the analysis.

For a list of the responding agencies see appendix 2; for the outcomes of the mapping see appendix 1 (country profiles).

2.3 Qualitative methods

2.3.1 Interviews

Interviews have been conducted with several stakeholders. They were conducted as semi structured interviews following different interview formats. They were conducted by the national coordinators in the 27 countries.

Interview partners were:

- Anti-trafficking helpline operators
- Linked services
- Ministries
- Police
- International organisations and experts
- Other relevant stakeholders

Interviews were evaluated as expert-interviews. A specific interview format has been designed for each target group and respectively for each international organisation or expert. Interviews with national organisations were conducted by the national coordinators either as face to face interviews or telephone interviews. Interviews minutes were taken by the interviewers. The analysis followed the research questions.

2.3.2 Available data

The following interview data were used:

- 14 interviews with anti-trafficking helpline operators from 14 countries
- 13 interviews with ministries from 12 countries
- 10 interviews with police from 10 countries,
- 18 interviews with linked services and one trade union from 11 countries (NGO's in different professional fields, shelters, victim support, helpline for gender violence, child protection agency, women against violence,
- 7 interviews with international organisations and experts.

2.4 Additional sources of data and information

2.4.1 Additional interviews

Interviews with international partners were conducted by the research team, with the following organisations:

⁸ One of those helplines provided very limited information; therefore the tables in chapter 3 on related helplines refer to max 26 helplines.

- Europol
- Stop the Traffik
- PICUM - Platform for International Cooperation on Undocumented Migrants
- ITUC-International Trade Union Federation
- One MEP
- The organisations or networks responsible for the 116 000 hotline for missing children (Missing Children in Europe) and 116 111 child help line (Child helpline International)

In addition the research team studied relevant documents on national and European level.

2.4.2 Meeting of 116 platform

In April 2009 a meeting of the 116 platform took place, for which representatives of 10 anti trafficking NGOs were invited in Brussels. They discussed the possible minimum (quality) standards and criteria a 116 helpline number on trafficking in human beings should fulfil and the services that it should offer.

2.5 Limitations of data and results

Data from 23 countries could be collected and analysed. In spite of various efforts the research team did not succeed in getting data from Hungary, Luxembourg and Malta⁹. The majority of European countries could, however, be included in the research.

The main reason for the failure to collect data in Hungary, Luxembourg and Malta is that, as far as could be established, in those countries no anti trafficking organisations (any longer) exist. However, also in a number of countries where anti trafficking organisations and contacts existed, it has been difficult to obtain information; in particular from Poland, Denmark and Slovenia and Belgium limited information was received. In 5 of those countries no interviews have been conducted¹⁰; information in the study on those countries is based on the limited number of questionnaires received.

Despite information provided by the research team, some respondents and interview partners seemed to misunderstand the concept and act on the assumption that there will be a single EU-wide helpline or a helpline funded and coordinated by the EU. This caused some confusion that could not in every case be eliminated during the analysis.

The available data of this research has a number of limitations that are common for any research and that do not reduce the validity of the results. As stated above, no data was received from all EU member states. Moreover, some questions, e.g. with regard to data of callers, were not answered by a majority of respondents. It is therefore assumed that there is more information available than received. Consequently, the picture this report draws is not complete.

⁹ From Denmark information was received after the deadline of July 1, 2009

¹⁰ From Belgium and Denmark interview results were received after the deadline of July 1, 2009

CHAPTER 3 CURRENT SITUATION

The following chapter is based on the outcomes of questionnaire 1 for anti trafficking helplines and organisations, who were asked for data about the current situation regarding trafficking helplines in their countries. Most respondents, however, did not answer the questionnaire completely, so information is sometimes quite fragmentary. Where opportune, information from the questionnaire is completed with information from the interviews.

3.1 Anti-trafficking helplines responding to the questionnaire

Responses were received from 27 organisations, located in 16 countries, which identified themselves as an anti-trafficking helpline. This does, however, not mean that there is no helpline in countries where there is a 'no' or in countries which are not mentioned in the overview presented below. Romania, for example, has a helpline, but the organisation that runs the helpline did not complete a questionnaire. The helpline in the Netherlands does not target trafficked persons directly (and for that reasons indicated a 'no'), but functions predominantly as part of the national referral system, meaning that professionals that are in contact with trafficked persons call the helpline for referrals. Based on the information from the questionnaires and the interviews, in total anti trafficking helplines exist in 18 member states. An overview of all countries is given in the country mappings in appendix 1.

Country of organisation responding	Are you an AT-helpline?	
	Yes	No
Austria	1	
Belgium	1	
Bulgaria	2	
Czech Republic	2	
Estonia	1	
Finland		1
France	2	1
Germany	6	2
Greece	1	
Italy	1	
Latvia	1	
Lithuania	1	
Poland	1	
Portugal	2	1
Slovakia	2	
Spain	2	
The Netherlands		1
UK	2	
Total	28	6

28 helplines could be included in the analysis (see Chapter 2).

Most responding organisations are NGO's (64%), three are state agencies (including the local community of Venice that runs the Italian helpline) and three are faith based organisations. More than half of the helplines are independent organisations; a few (9) are part of a larger organisation. In most cases (20) the helpline is a minor part of the work of the responding organisations. In six cases - covering six member states - the helpline is the main focus of their work. For six organisations the helpline is not an independent working area and only covers from 5% to 10% of their working hours (4 helplines), resp. 22% or 40% (one helpline each).

Most helplines get political support: 17 are mentioned in the national Plan of Action, 8 are not and 2 say that there is no national Plan of Action. Six organisations say that the establishment of the

helpline was due to national level planning. In total, the anti trafficking helpline makes part of the national Action Plan in 6 Member States.

3.2 Funding & costs

The budget of the responding anti-trafficking helplines is limited and often not secured. Twelve helplines stated to receive funding from the government on a structural basis. The others have to rely on governmental funds on a short term basis or on national and/or national and international private funds and donors. The largest budget for helpline services reported was more than 400.000 Euro¹¹, the smallest about 11.000 Euro on an annual basis. In 7 countries there are one or more helplines that receive structural funding.

The information from the respondents to the questionnaires is not sufficiently detailed and reliable to be able to develop a model to assess the costs of an anti trafficking-helpline. Costs will depend on the number of calls, the number of languages provided, the costs of staff, training, housing and equipment - which will vary considerably among EU member states -, whether or not the helpline has local branches, whether or not a favourable rate could be negotiated with the telephone provider, whether or not (national and/or non national) mobile phone calls are accepted free of charge, and whether the helpline stands alone or makes part of a larger organisation. Several organisations provided the research team with budget figures that included all costs or other costs of the organisation; it seems that those organisations do not have specified budgets on their hotline or helpline expenditure only.

3.3 Staff situation

The number of staff members differs greatly among helplines. Data from the interviews indicate that a lack of staff is a crucial factor for limited opening hours and services. However it should be noted that not in all cases the data from the questionnaires in this respect are reliable, because it was often not clear whether or not data on staff members did relate to the helpline only or to the wider organisation.

Staff members (questionnaire set 1, n=26)	Number responding organisations	Number of staff		Hours per week	
		least number mentioned	largest number mentioned	least number mentioned	largest number mentioned
telephone counsellor	19	0	26	0	168
coordinator/manager	18	0	13	6	320
legal information / jurist	11	0	7	0	20
secretarial staff	11	0	7	0	280
Director	10	1	2	10	80
others (social workers, lawyers, translators, psychologists, social assistants and street workers)	8	1	50	35	320
public relations	5	0	3	0	80
Training	5	0	2	0	80
external consultants	4	0	2	0	60
policy officer	3	0	6	0	35

A quarter of the responding helplines do not dispose of special telephone counsellors or any other specialised staff. Very few have external consultants; legal advisors/experts are most mentioned. Some have no hierarchical structures in terms of directors; less than half have secretarial staff. The

¹¹ It is possible that the respondent provided the figure of the budget of the entire organisation, instead of the helpline only.

lack of staff is directly related with the answer to the question if they feel prepared to run a 116-helpline themselves: the majority answers that they do not have the capacities currently to do so.

3.4 Costs of calls & opening times

3.4.1 Telephone costs

In most cases calling an anti-trafficking helpline is charged. Six helplines reported to be toll free for callers, 20 are not. Fifteen organisations aim to run the helpline toll free in the future. In six Member States there is a toll free anti trafficking helpline.

Organisations make this decision mostly for budgetary reasons: *“The help line was toll free until November 2008. As we could not raise funds to sustain the hotline toll free, persons call to us to our normal phone about safe work abroad/ trafficking issues.”*

There are also substantive reasons for not offering a toll free line. One is the target group: for helplines which target professionals and other agencies there is no need for toll free calls. Others give arguments relating to safety or selection of calls: *“It is not free, but this allows receiving calls from any location of Spain (other free telephone numbers are organised by Autonomous Communities). A mobile number is less suspicious for the women to call, if the traffickers do control telephone calls.”* And *“A total toll free call would provoke too many joke calls.”*

Special agreements with telephone providers are an exception: only five organisations report about such an agreement, 20 do not, one stated not to know. None of the helplines has an agreement on the routing of calls; three have an agreement on reduced costs: *“French numbers have a regional code. We have an agreement to have a 08 number that covers all of France.”* In total in 4 EU Member States anti trafficking helplines reported to have a special agreement with the telecom provider.

3.4.2 Opening times

Anti trafficking helplines usually seem to operate from Monday to Friday (13); eleven operate every day and one on three days only. Most are available at office hours (5) or at individual times (11), ten operate 24 hours a day. An anti trafficking helpline that operates 24/7 exists in eight member states. In most cases callers always directly get a life person on the line, 6 organisations reported to use an answering machine at some times, i.e. during weekends or in the evenings/at night.

3.5 Current target groups of helplines

Many of the anti-trafficking helplines that responded have a broad target group: trafficked persons, relatives and friends of possibly trafficked persons, prospective migrants, (undocumented) migrants in general, women and men (migrant and national) in situations of violence, abuse or exploitation, other service providers, the police and/or the general public. The majority of the existing anti-trafficking helplines solely address women. Most of them include trafficked women exploited in the sex industry as well as in other industries, female migrants who are in the situation of violence, abuse or exploitation, and friends and relatives of the women. Most of them also address the police and the general public.

Target groups (questionnaire set 1, n=26)	
persons trafficked for exploitation in the sex industry	25
migrant trafficked women	23
persons trafficked for exploitation in other industries/workplaces	22
the general public	22
trafficked women nationals	21
relatives or friends of trafficked persons or persons who might have been trafficked	21
Police	20
female migrants who are in a situation of violence, abuse or exploitation	19
migrant trafficked children (persons under 18 years)	18
other service providers	17

women nationals who are in a situation of violence, abuse or exploitation	16
trafficked child nationals (persons under 18 years)	15
migrant children who are in a situation of violence, abuse or exploitation	14
young people (under 18) who consider migrating abroad for work	14
women who consider migrating for word abroad	13
migrant trafficked men	10
trafficked male nationals	9
men who consider migrating abroad for work	9
undocumented migrants	9
child nationals who are in a situation of violence, abuse or exploitation	9
(im)migrants in general	8
male migrants who are in a situation of violence, abuse or exploitation	7
male nationals who are in a situation of violence, abuse or exploitation	6

Less than half of the helplines include trafficked men (migrant and national) in their target group, a bit more than half of the helplines also include children (migrant and national). This is related to the fact that 7 helplines report an age restriction due to which they can't work with persons under age. Only a few of the services offered, address male nationals and children who are in a situation of violence, abuse or exploitation.

The figures show a huge gap between the target groups a 116 helpline should ideally address according to a majority of respondents and the target groups that anti-trafficking helplines currently address. In particular men and children are not yet regularly included. Organisations that run the helplines generally do not consider this situation ideal (see chapter 6).

3.6 Languages available

All helplines answering the question on language availability provide more than the national language, but in most cases foreign languages are not always available at the telephone. In three countries a foreign language is available at certain times (Bulgaria 3 languages, Lithuania 1 language) or a return call is possible (UK 8 languages). In the other countries at least one other language - mostly English - is always available. Portugal (6) and Germany (5) have the highest number of languages always available. In total helplines provide from 1 (Lithuania, Latvia) to 17 (Germany) foreign languages with an average of 6.

Languages provided (questionnaire set 1, n=21)	always available	only available at certain times	call back in given language possible	Not available
the national language(s)	21	---	---	---
English	15	6	---	2
Polish	1	2	6	5
Bulgarian	2	3	8	4
Rumanian	3	5	8	3
Russian	5	9	7	1
Spanish	4	3	5	6
French	6	3	6	4
Thai	1	1	3	6
Other language(s)	11	7	11	3

3.7 Services offered by the helpline

Of the 26 helplines, 23 provide (telephone) counselling, 23 provide (organisation of) emergency assistance & support, and 22 provide referrals to other service providers.

Responding helplines offer a broad range of services, both short term and long term. Many of these services are provided by the organisation that runs the helpline, others are provided in cooperation with other agencies or through referral to another agency.

Short term / emergency services provided (questionnaire set 1, n=26)	Short term services		
	by own organisation	by agency/expert you refer case t	by own organisation and by referring
basic needs (foods, clothing, toiletry)	19	3	3
shelter/housing	16	4	4
financial support/pocket money	16	1	3
psychosocial counselling	15	5	4
recovery of legal documents (e.g. passport or other identity document, contract)	13	4	7
legal aid (counselling)	11	6	8
organisation of release from place of exploitation	10	6	6
travel arrangements	9	3	10
security arrangements and protection	8	7	9
medical aid	5	13	6
search for missing persons	4	6	7
crisis intervention	1	2	3

Other services which are mentioned in the questionnaires even broaden the scope of services: *“Accompanying to abortions, help with or referral to acknowledgement of paternity”*; *“ensure local children’s service provide appropriate support and protection to children where there is a concern for trafficking, contact to family members”*; *“labour integration and formal training”*.

Long-term services provided (questionnaire set 1, n=26)	Long term services		
	by own organisation	by referral to another agency/expert	by own organisation and by referral
emotional support	20	1	3
visits in prisons and hospitals	20	1	2
accompanying the individual when making court appearances (whether as witness or victim of crime) or testifying before an investigating judge	16	2	6
psychosocial counselling	16	3	6
negotiations with family	15	2	5
job search	12	2	9
monitoring trials	10	4	5
Psychotherapy	9	9	4

language courses (for non nationals)	7	8	5
legal representation in court	6	10	6
organisation of guardian (for minors)	5	7	4
vocational training/education	5	9	6
security escort	3	10	6

Most services are for women only (see table 2).

Services are not always free. Migrants more often get free services than nationals; in general victims of trafficking usually get free services.

3.8 Obstacles to reach services of the helpline

Half of the helplines state that there are obstacles/limitations which make it difficult for trafficked persons to access the services listed above. Problems mentioned refer to lack of financial resources, language problems, problems of identification of victims of trafficking on behalf of the linked services, high mobility of trafficked persons, and lack of knowledge among trafficked persons about the existence of helplines and support services, or other reasons: *“A trafficked person can’t get through to our helpline when calling from outside of the Slovak republic. The toll free number is accessibly only on the territory of Slovak Republic.”* Another reported *“Some have no telephone access.”*

3.9 Advertising the number

Organisations which run a helpline are active in many ways to advertise the number and facilitate access to help and information. Helplines organise awareness campaigns, provide information and advertise helpline services via mailing lists, via distribution of leaflets and flyers and hand out cards during street work, etc. They give interviews to the media, write articles and give talks on invitation.

Advertising the number (questionnaire set 1, n=26)	
on TV	6
on the radio	8
on the internet	18
in newspapers	9
in popular magazines	3
in public places (posters, billboards)	16
Distributing information materials:	
in universities and high schools	16
in embassies	13
in general public buildings (like libraries, community halls)	10
in secondary schools	9
in local public transport	8
at airports	8
at train stations	8
at bus stations	8
in churches/religious organisations	7
at travel agencies	3
in telephone shops	2
Giving information to other agencies:	
among other service providers (doctors, hospitals, social workers, field workers etc)	22
among the police	22
among organisations of sex workers	15
among organisations of migrant workers	13

through other helplines	11
at places where communities of migrants meet	9
among clients of sex workers	7
among trade unions	4

Although respondents indicate that they invest significant time and resources in publication of the number of the helpline and its services, nothing can be said about the impact of the various ways of advertising. The very small number of trafficked persons that actually call the existing helplines (see table 9) give cause for concern that this target group is either not reached in spite of all efforts to advertise the number, or that - although they are aware of the number - they have other reasons for not calling.

3.10 Referral system and networking

Organisations running an anti-trafficking helpline reported to attend steering groups and network meetings. The great majority is part of an informal or formal referral system (19). Two respondents say they are not part of a referral system although it exists in their country, and in 4 cases (4 Member States) a formal or informal referral system was reported not to exist. In total, anti trafficking helplines make part of a formal or informal referral system in 12 member states. According to respondents, in 14 member states a more or less sufficient infrastructure for providing services to trafficked persons, in particular women, is present, along with a more or less functioning national referral system.

Most organisations are member of a national anti-trafficking platform (15); only two report to be not. In two cases apparently no such national platform exists.

Formal agreements like memoranda of understanding (MoUs) or protocols exist quite often: with all linked services (2), with the majority of linked services (7), with some linked services (7). Eight helplines have no agreements of that kind. Most responding helplines have made agreements with several cooperation partners.

Agreement with linked services (questionnaire set 1, n=26)	No. of organisations that have an agreement
Police	10
lawyers/legal aid institutions	9
social workers	9
psychologists/therapists	8
child care institutions	6
medical practitioners/hospitals	4
educational institutions	4
job training centres	4
job agencies	4
Embassies	1
social security office	1

Most referral systems offer services for both target groups:

- Persons trafficked for exploitation in the sex industry (24 yes, 1 no);
- Persons trafficked for exploitation in other industries/workplaces (21 yes, 2 no).

Nine agencies say they miss partners in their referral system, nine other organisations say they do not. Those who miss partners name:

- Agencies for specialised services for various target groups: minors, trafficked men, transsexuals;
- Agencies that deal with forced labour/labour exploitation, trade unions, job agencies;
- Judges, administrations, municipalities, communities.

From the 14 managers of anti-trafficking helplines (from 14 different countries) who were interviewed, five state that there is a sufficient infrastructure in their country. Several mention that there is a sufficient infrastructure for women and girls, but not for men and boys. Others mention that, although there is a sufficient infrastructure, coordination and interconnectedness is lacking. Also various gaps in services are mentioned, such as lack of shelters (mentioned by 2 respondents), lack of access to medical (4), psychological (2) social (1) and (free) legal aid (2), lack of access to the labour market (1) and lack of police protection/security provisions for victims (2). One respondent also refers to lack of confidentiality of services and insufficient protection of personal data.

3.11 Transnational referrals

Most helplines make transnational referrals (16 yes, 4 no), mostly to NGO's. Transnational referrals are made to several services:

Services to which transnational referral are made (questionnaire set 1, n=26)	non-governmental organisation	state agency
shelter/housing	11	2
psychosocial counselling	11	2
travel arrangements	11	6
crisis intervention	10	2
basic needs (foods, clothing, toiletry)	10	2
recovery of documents	10	6
security arrangements	10	6
legal aid	9	1
financial support	9	4
organisation of release from place of exploitation	8	4
medical examination and/or treatment	8	3
search for missing persons	7	4
other services: church organisations, IOM	2	1

3.12 Number and type of calls to anti trafficking helplines

3.12.1 Callers

The majority of the helplines which completed the questionnaire could not or did not give data on the number of callers and the type of callers. The data received are extremely limited, possibly due to different ways of registration of anti-trafficking helplines. They show inconsistencies and there is no guarantee that data are given in any uniform way.

Callers of anti-trafficking helplines 2006 till 2008 (questionnaire set 1, n=26)	2006 sum of indicated callers / number of helplines that answered	2007 sum of indicated callers / number of helplines that answered	2008 sum of indicated callers / number of helplines that answered
callers total	6.438 / 4	5.747 / 4	10.856 / 11
trafficked women	113 / 1	100 / 2	152 / 5
trafficked men	31 / 2	39 / 2	29 / 3
trafficked girls	0 / 1	0 / 1	1 / 1
trafficked boys	0 / 1	0 / 1	0 / 1
relatives or friends of trafficked persons or persons who might have been trafficked	82 / 1	72 / 1	82 / 2

women who consider migrating abroad for work	28 / 1	39 / 1	52 / 2
men who consider migrating abroad for work	7 / 2	6 / 2	6 / 3
children (under 18) who consider migrating abroad for work	0 / 1	0 / 1	0 / 2
(im)migrants in general	---	---	5 / 2
undocumented (im)migrants	---	---	4 / 2
abused/exploited women	50 / 1	72 / 1	228 / 4
abused/exploited men	12 / 2	29 / 1	86 / 1
abused/exploited children	---	---	4 / 1
other service providers	19 / 1	93 / 1	245 / 3
Police	32 / 1	99 / 2	117 / 4
the general public	---	11 / 1	21 / 3
media, students etc.	---	---	3 / 1
crank callers (persons who abuse the helpline for fun)	---	---	273 / 1
silent callers (persons who do not speak)	---	---	879 / 1

The total number of callers does not give information about the way the helpline is used. An example of good practice is the Women's helpline of the Austrian women's shelters. This NGO documents:

- 19.830 calls in total in 2006 but concrete counselling in 9.023 cases
- 15.024 calls in 2007 but concrete counselling in 7.000 cases
- 16.000 calls in 2008 but concrete counselling in 8.022 cases.

Country of organisation responding	Caller details 2008		
	Callers total	Trafficked women	Trafficked men
Bulgaria	1370	37 / 2,7%	
Czech Republic	599	85 / 14,1%	27 / 4,5%
Greece	98	14 / 14,2%	
Slovakia	1272	1 / 0,07%	2 / 0,15%
UK	195	15 / 7,6%	

In spite of the fragmented character of the data, a number of tendencies can be identified:

- Only very few calls actually come from trafficked persons. In 2008, calls of trafficked persons counted for about 4.4 % of the total nr of calls to the 5 helplines that provided more detailed figures on callers.¹² The proportion of trafficked persons is low in general, but differs among the helplines.
- Trafficked men and minors are only reached in exceptional cases.
- Migrants in general and undocumented migrants are only reached in exceptional cases.
- Helplines have to deal with a huge amount of so called silent callers, i.e. persons who do not speak. In situations like this it remains unclear to the helpline operator whether a problem exists or the caller makes fun of the helpline. Another major issue is the receipt of abusive calls. This problem has also been experienced by already operating 116 helplines, like for example by Missing Children Europe.

¹² In total 10 helplines provided detailed information on calls, but as some did not report fully, the information from 5 helplines could not be included in the comparison.

- Some calls came from women who reported (other) violence related problems.

Some of these tendencies were also observed in the evaluation of two anti-trafficking helplines specifically set up for the Soccer World Cup in Germany in 2005: Only a very low number of trafficked persons actually called the helplines. Most calls related to other topics regarding violence against women. Many people called because of domestic violence, others because of general emergency situations. Abusive calls posed a major problem (Kavemann/Kretschmann/Rabe 2006).

3.12.2 Call times

Half of the calls come in at usual office hours, the other half at other times. This can possibly indicate that a part of the callers will not reach anyone in person at the line.

National and international calls

Data on incoming calls are quite inconsistent and do not allow for reliable conclusions. Most calls come from within the country (80% to 100%). However, the nationality of callers varies greatly:

- Nationals (30% to 98%)
- Non-nationals (10% to 100%)

Similarly for calls from outside the country; those are reported as nearly non-existent or as the majority (1% to 95%), regarding nationality of callers figures also vary greatly:

- Nationals (2% to 99%)
- Non-nationals (1% to 99%)

3.13 Helplines operating in related areas

Twenty six related helplines - such as helplines for violence against women (domestic violence, rape), helplines for victims in general, helplines for children and young people, for migrants/refugees and for other aims (health, prostitution, family planning etc) - completed the questionnaire for related helplines. In general they appeared to have limited knowledge whether they are called by trafficked persons. However, 13 indicated to suspect that they are called by trafficked persons, 8 indicated not to be sure. Although they do not offer special support services for this group, 16 cooperate within the anti-trafficking referral system. Nine see trafficked persons as a target group and are member of an anti-trafficking platform. Two have special agreements with anti-trafficking helplines in their country and three have specific agreements with anti-trafficking agencies. Thirteen have agreements with other cooperation partners.

Six helplines in related areas have an agreement with their telecom provider:

- Routing of calls (2)
- Reduced costs (3)
- Statistics (1)

Twenty have no special arrangements with telecom providers. Twelve helplines receive funding by the government on a structural level. These data are similar as those of anti-trafficking helplines.

3.13.1 Target groups and calls of trafficked persons to related helplines

Helplines on violence against women (VAW) do not see trafficked women as a target group: only three out of twelve do so. Four say that they suspect trafficked women call their helpline; six say they do not know. Although they do not aim at trafficked women, four of them are member of an anti-trafficking-platform.

It seems that general victim support helplines are more often contacted by trafficked persons than helplines on Violence against Women (helplines targeting female victims of violence); three out of five of the general helplines that responded, suspect trafficked persons to call them, two general

victim support helplines say that trafficked persons belong to their target group. However, only one of the general victim support helplines is member of an anti-trafficking-platform.

All three helplines for migrants/refugees that completed a questionnaire suspect that they are called by trafficked persons, two say trafficked persons belong to their target group, but none is member of an anti-trafficking-platform. The only helpline for children which completed the questionnaire has nothing to do with trafficking in human beings or with migrants.

Most helplines on other issues suspect that they are called by trafficked persons (4 out of 6). Four see trafficked persons as a target group and are member of an anti-trafficking-platform.

Target groups of helplines in related areas (questionnaire for related helplines, n=26)	No. of related helplines that indicates this group as target group
victims of violence against women / domestic violence	19
the general public	13
other service providers	11
migrants in general	10
trafficked persons	9
Children	8
undocumented migrants	7
sex workers	5
Other	5
migrant domestic workers	5
victims of crimes in general	4
Police	4
relatives and friends of missing children	1

Target groups like victims of violence against women, victims of crimes, undocumented workers or sex workers might include trafficked persons in certain cases. Helplines in related areas document much larger numbers of calls than anti-trafficking helplines:

Callers in 2008 to helplines in related areas (questionnaire for related helplines, n=16)	sum of indicated callers / number of helplines that answered
callers total 2008	205.804
victims of violence and exploitation	10.507 / 4 (women) 850 / 2 (men) 50 / 1 (children)
the general public	1.687 / 3
other service providers	350 / 2
migrants in general	190 / 1
trafficked persons	14 / 4 (women) 0 / 0 (men) 29 / 1 (girls) 5 / 1 (boys)
undocumented migrants	20 / 1
Police	250 / 2
media / students	150 / 2
crank callers	100 / 1
silent callers	201 / 1
relatives and friends of trafficked persons or persons that might have been trafficked	2 / 1

Helplines in related areas seem to document calls more carefully in comparison with anti trafficking helplines.

3.13.2 Services of helplines in related areas

Half of the helplines in related areas are toll free (54%); half are not (46%). This is very similar to anti-trafficking helplines. Of all the related helplines, helplines for VAW are mostly toll free (also the one helpline for children that responded is toll free. Two out of three helplines for victims in general charge their callers, so do helplines for migrants/refugees and helplines on other issues.

There are more similarities: the majority of calls come in during usual office hours (25% have opening times only during these hours). 56% (15) are available every day - more than anti-trafficking helplines - and eight at 24 hours a day - less than anti-trafficking helplines. In 81% (22) callers get a live person at the line, in other cases there is an answering machine and only one helpline does not call back. This is very similar to anti-trafficking helplines.

Twelve helplines in related areas offer emergency assistance and 24 refer callers to adequate services. Helplines in related areas provide services that are relevant for trafficked persons not only by their own organisation, but in many cases (additionally) through referral to other agencies or experts.

Overlaps between services of anti-trafficking helplines and helplines in related areas

Kind of related area / target group (questionnaire for related helplines, n=26)	Security arrangements & protection	Basic needs	Legal aid
VAW	11 out of 12	8 out of 12	11 out of 12
Victims in general	2 out of 5	3 out of 5	all 5
Migrants/refugees	2 out of 3	all 3	all 3
Others	4 out of 5	4 out of 5	4 out of 5

Confidentiality is standard for the helplines in related areas that completed the questionnaire. This again is similar to anti-trafficking helplines. Only one helpline for victims in general registers callers officially. Services of helplines in related areas can be used by trafficked persons, if they know or assume that they will get help calling their number. It is a condition that they identify themselves as a victim of crime or of violence or look for support as migrants.

Helplines in related areas offer fewer foreign languages than anti-trafficking helplines do and in fewer cases these languages are always available. Figures vary from 1 foreign language (Estonia, Finland and Slovenia) to 14 (Germany). The average is 4. Most calls come in from inside the country.

3.14 Conclusions

For the majority of anti trafficking NGOs the helpline is only a minor part of their work. Opening times are generally limited and the target group is predominantly women. Most helplines are not toll free. The services which they - directly or indirectly - provide are mostly free for trafficked persons and consist of a broad range of short term and long term services. Although much effort is made to make their number known, in practice the existing anti trafficking helplines are called by only very few trafficked persons: In 2008, calls of trafficked persons count for about 4.4 % of the total nr of calls to the 5 helplines that provided more detailed figures on callers.¹³ The proportion of trafficked persons is low in general, but differs among the helplines.

The majority of callers are cooperation partners (other service providers including the police) and persons abused or exploited in other ways than trafficking. In comparison helplines in related areas receive much more calls including calls from trafficked persons, although trafficked persons are not always a designated target group.

¹³ In total 10 helplines provided detailed information on calls, but as some did not report fully, the information from 5 helplines could not be included in the comparison.

CHAPTER 4 LEGAL FRAMEWORK AND TECHNICAL QUESTIONS

This chapter will discuss the legal framework of 116-numbers, as well as a number of technical questions that are relevant for an analysis of the feasibility of an EU wide single 116-helpline for trafficked persons. Firstly the concept and background of 116-numbers will be discussed (4.1), followed by a discussion of the role of the European Commission and other relevant European and international bodies (4.2). Consequently, section 4.3 will examine the implementation of such a helpline, including the assignment procedure, whereas section 4.4 deals with a number of technical questions attached to 116-numbers. In 4.5 a number of conclusions are drawn.

4.1 What is a 116 number?

In its Decision of 15 February 2007¹⁴, the European Commission (EC) decided to reserve 116-xxx telephone numbers for harmonised services 'of social value' (helplines) that are to be operational in each of the 27 EU Member States. The aim is to allow citizens, including travellers and disabled users, to reach socially important services by using the same recognisable number throughout the EU - instead of the current patchwork of numbers. The number and the services they provide should be the same in all Member States.¹⁵ As stated in the preamble of the Decision: the combination 'same number- same service' will provide the service with "*a pan-European identity to the benefit of the European citizen who will know that the same number dialled will give access to the same type of service in different Member States*".

The Decision moreover lays down that '*in order to reflect the social function*' of the services in question, the harmonised numbers should be so called 'free phone' numbers, "*without this meaning that operators would be obliged to carry calls to 116 numbers at their own expense*"¹⁶. Decisions of the European Commission are legally binding and have to be implemented by all EU Member States.

Following this decision the Commission issued a public consultation document at the beginning of 2007 to identify services of social value in Europe that could benefit from single European free phone numbers.¹⁷ A formal request to reserve a 116 number for a helpline for trafficked persons was submitted to the European Commission in October 2007 by Stop the Traffik, supported by members of the European Parliament.¹⁸ This request followed a 2006 initiative of the European Parliament to establish '*a multi-lingual hotline with a single European number with the aim of providing first assistance to the victims*' (of trafficking).¹⁹

4.1.1 Harmonised services of social value

According to article 2 of the EC Decision a 'service of social value' is a service, which '*answers a specific social need, in particular which contributes to the wellbeing or safety of citizens, or particular groups of citizens, or help citizens in difficulty*', and which is '*potentially of value for visitors from other countries*'. 'Harmonised' means that the service meets a common description and can be accessed by individuals via a free phone number. According to the Consultation

¹⁴ Commission Decision of 15 February 2007 on reserving the national numbering range beginning with '116' for harmonised numbers for harmonised services of social value (2007/116/EC), OJ L 49, 17.2.2007, p. 30. For the full text see: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007D0116:EN:NOT>.

¹⁵ In this context also the term HESC is used: "Harmonised European Short Codes (HESC) is a concept of harmonising similar national telecommunications services in Europe behind the national numbering range starting with the digits 116" (ECC Report 70 'Services Based on HESC', agreed in Paris October 2005).

¹⁶ "Operators" refers in this case to telecom operators or providers, meaning that the telephone company does not have to pay for the costs of a free phone number.

¹⁷ For the full text of the EC Public Consultation-Identification of services of social value in Europe that could benefit from single European freephone numbers starting with 116, see: http://ec.europa.eu/information_society/policy/ecommm/library/public_consult/index_en.htm#116.

¹⁸ More precisely, the request to the European Commission to reserve a 116-number for a helpline for trafficked persons was done by Stop the Traffik NL, Belgium & UK & Reaching out Romania, and supported by a number of members of the European Parliament. Stop the Traffik is a coalition of organisations working against trafficking in human beings.

¹⁹ EP Report with a proposal for a European Parliament recommendation to the Council on fighting trafficking in human beings - an integrated approach and proposals for an action plan, 2006/2078, 18 October 2006.

Document, a single number will provide a European identity for a service will facilitate awareness-raising campaigns and may increase the efficiency/effectiveness of the provision of the service at European level.

Examples are the 116 000 missing children helpline and the 116 111 child helpline that have been reserved and by now are in use in a number of EU countries. A third number, 116 123, has been reserved for emotional support helplines.

4.1.2 'Free phone' character

An essential component of the harmonisation is the 'free phone' character of the 116-numbers. This means that the organisation that runs the helpline has to pay for the costs of the calls, as the Commission's Decision does not oblige telecom providers to carry the costs of calls to 116-numbers. The Public Consultation document formulates it as follows: *"Calls to 116 numbers will be treated in the same way as calls to existing free phone numbers, where most or all of the cost of the call is borne by the called party."* And: *"Organisations providing a service of social value using a 116 number must therefore be prepared to accept the cost of incoming calls, in accordance with the terms of the contract with their electronic communication provider (telecom operator)".*²⁰

The 'free phone' system solely obliges 'free of charge to caller' access for landline calls, but not for mobile phone calls. Whether or not mobile phones have free access varies per country and per telecom operator. In some EU countries calls from (national and/or non-national) mobile phones may be free of charge, in others not. In some countries mobile phone operators do not give mobile callers access to 116 numbers, in others they will charge the caller. If the operator does not give access, the caller will be barred from calling the 116 number (see also 4.4)

The European Commission has no way to oblige either Member States or telecom providers to make 'free phones' free of charge to caller. If national telecom providers do not give access, it is the National Regulatory Authorities (NRA's) that have the power to enforce access, not the European Commission. The EC also has no competence to mandate tariffs. This is a matter for negotiations between the organisation running the 116-helpline and the national telecom providers.

4.2 Role of the European Commission & other relevant European bodies

The European Commission (EC) can oblige Member States to reserve a specific 116 number for a specific service, e.g. for trafficked persons. There is, however, no obligation on the Commission or on the Member States to ensure that the service in question is actually provided. The Commission's Decision is solely about the numbering - that is, a telecom initiative -, not about the creation of single European services, such as a helpline for trafficked persons. EU Member States are obliged to reserve and make publicly available the '116 numbers', but not to assign the number to a service provider or actually ensure the provision of the services. In other words: if a 116-number for trafficked persons were reserved, it does not mean that Member States are obliged to set up a helpline for trafficked persons. They are only obliged to make the number (publicly) available.

4.2.1 Funding

Implementation has to take place on the national level and is the responsibility of the 116-helpline service provider(s) in each Member State. There are no EU funds available to finance 116 helplines. The Commission only reserves the number, but does not provide any funding for actually running a 116-number. Neither can the Commission oblige national governments to fund a specific 116-helpline or the services provided by it.

This means that every national 116-helpline has to arrange for its own funding. However, the European Parliament can decide that a specific budget line should be made available to support the implementation and/or running of a particular 116-number. An initiative to support the creation of a 116-helpline for trafficked persons has been taken by ALDE, the Alliance of Liberals and Democrats for Europe in the European Parliament.²¹

²⁰ EC Public Consultation-Identification of services of social value in Europe that could benefit from single European freephone numbers starting with 116.

²¹ See: <http://www.alde.eu/en/campaigns/human-trafficking-and-child-sex-tourism/alde-goals/>

4.2.2 Standard setting & monitoring

The scope of competence of the European Commission is limited to the issue of the number (numbering power); the EC has no authority to set any further substantial conditions. Art. 2 and 4 of the Decision only define the general conditions that Member States should attach to the right of use of 116-numbers:²²

- The service is targeted at individuals and should be of clear benefit to them. The service is not designed as a service for businesses, but business users or employees would not be precluded from calling the service.
- The service is potentially of value to visitors from other countries
- The service answers a specific social need; in particular it (a) contributes to the well-being or safety of citizens or of a particular group of citizens or (b) helps citizens in difficulty.
- The service provides information and/or assistance and/or a reporting tool to citizens
- The service is open to all citizens; no prior registration to the service is required. 'Members only' services are excluded
- The service is not time-limited. Services of a temporary nature, e.g. services that might be associated with a single event of some sort, are excluded
- The service is not commercial in nature, i.e. there can be no payment, or payment commitment by the caller as a pre-requisite to use the service. The following activities are excluded during a call: advertisement, entertainment, marketing and selling, using the call for the future selling of commercial services.

Following the envisaged review of the existing 116-numbers, the Communication Committee (CoCom) of the EC may develop a set of guidelines for Member States to assist national regulators in the decision making process for assigning 116-numbers. However, also these guidelines will not be legally binding.

In addition, some telecom reforms are foreseen that (among other things) would allow the European Commission to adopt technical implementing measures to ensure the effective implementation of 116-numbers.²³ The organisation of the services, however, will remain the exclusive competence of the individual Member States. Once a 116-number is reserved, Member States must periodically report to the EC on its implementation.

4.2.3 Other relevant European & international bodies

The Information Society & Media Directorate General (DG INFSO) supports the development and use of information and communication technologies (ICT) for the benefit of citizens. All the relevant material about EU telecom regulations can be found on their website, including factsheets on the 116- numbers.²⁴

CoCom is the Communication Committee of the EC, established by law (EU Directive²⁵) to assist the EC in telecom communication matters, among others in the field of the 116-numbers. It consists of delegates of the respective national ministries and regulatory bodies of the 27 EU Member States, complemented with the affiliated states (Norway, Liechtenstein and Iceland). Proposals should be adopted with qualified majority by CoCom before entering the process of formal EC adoption (i.e. an EC Decision). The consultation of Member States takes place in CoCom.

At the level of the wider European region, the European Conference of Postal and Telecommunications Administrations (CEPT) is a body of policy-makers and regulators, established by the Postal and Telecommunications Administrations of the European countries. With 48 member states CEPT covers 'broad Europe'. Its essential aims are to strengthen relations between members, to promote their cooperation and to contribute to creating a dynamic market in the field of European posts and electronic communications. The 116-number is built together with the

²² The description of the criteria is taken from the EC Public Consultation-Identification of services of social value in Europe that could benefit from single European free phone numbers starting with 116.

²³ See for the proposals on the reform of the telecom package:

<http://www.europarl.europa.eu/sides/getDoc.do?type=TA&language=EN&reference=P6-TA-2009-0360>.

²⁴ http://ec.europa.eu/information_society/doc/factsheets/065-116-en.pdf.

²⁵ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32002L0021:EN:NOT>

numbering experts of CEPT²⁶, along with the agreement that EU decisions will apply to all the 48 CEPT Member States²⁷. This means that in practice the 116-number Decision covers 48 states.

At the global level, the International Telecommunications Union (ITU) manages telephone numbers in the world. It is one of the specialised agencies of the UN, in which all UN member states are represented and which was established to standardise and regulate international radio and telecommunications. It, for example, gave the country codes. ITU can bring added value to a 116-number by recommending that a specific 116-number should be used worldwide for a specific service. Though ITU has no legal power to enforce it, its recommendations have considerable power.

Finally, on the European level the European Telecommunications Network Operators' Association (ETNO), the European Federation of Telecom Providers which represents 41 operators in 34 European countries might be willing to play a facilitating role in the implementation of 116-numbers.

4.3 Implementation: selection and assignment procedure

The first step in the process is the reservation of the number at European level. This is the responsibility of the European Commission. Reserving a 116-number for a specific category of service, means linking a particular 116-number to a specific service, e.g. services for trafficked persons. It does not imply the granting of rights-of-use for a 116-number to a specific organisation. This latter step is called assignment and is the responsibility of each Member State.

Although 116-numbers are meant to be a pan-European service, their implementation is exclusively a national matter, depending on a chain of involved parties in each Member State. The assignment procedure is not harmonised and differs from country to country.

If the Commission decides to reserve a 116-number for a specific service, it is the responsibility of the individual Member States to reserve the number on national level as well as to make known that the number is available for assignment and that applications for the rights-of-use may be submitted by interested parties. Consequently, it is the task of the national regulators (NRAs), the authority that watches over the application of telecommunications rules in each Member State, to assign the number to an appropriate service provider that is willing and able to handle the calls and the necessary awareness raising campaigns. The NRA will decide to whom the number is assigned and how much time the organisation will get to make the number operational (usually half a year). The EC will set a date before which the national regulators should issue a call for proposals to assign the number. It has, however, no sanctions if a Member State does not comply.

Organisations that are willing to run the 116-helpline have to apply to the NRA, which will decide which national organisation will get permission to run the number, based on an application and assessment round. Once a Member State has assigned the number to a particular organisation, it is up to that organisation to launch the helpline.

On the national level this means that if a 116-number would be reserved for anti-trafficking helplines, in practice the national ministry responsible for trafficking in human beings will play an important role in taking the lead: to facilitate the process, communicate with the other relevant ministries and ensure that information arrives at the right ministries. This, in turn, makes it important for anti-trafficking organisations that would be interested to run the national 116-helpline to be prepared and to establish and maintain contacts with the relevant ministries and other stakeholders in an early stage.

²⁶ In particular the Numbering, Naming and Addressing Working Group (NNA WG) of the Electronic Communications Committee (ECC) within the CEPT.

²⁷ ECC Decision of 6 July 2007 on Reserving the National Numbering Range Beginning with '116' for harmonised Numbers for Harmonised Services of Social Value (ECC/DEC/(07)03).

4.3.1 Assignment conditions

Art. 2 and 4 of the EC Decision (2007/116/EC) lay down the general common conditions for the assignment of 116-numbers (see for a more detailed description 4.2.2):

- the number may only be used for the service for which it is reserved
- the service must provide information or assistance or a reporting tool for citizens, or any combination thereof
- the service must be open to all citizens without any requirement of prior registration
- the service must not be time-limited
- there may not be a payment requirement to use the service
- the service may not be commercial in nature.

The EC Decision leaves open whether or not 116-services should be available 24 hours a day, 7 days a week. The general interpretation is that 24/7 availability is considered as ideal but not as mandatory.

In its decision to reserve a 116-number for a particular service, for example for providing services to victims of trafficking, the EC can attach specific conditions to this particular service. When applying for a 116-number, it is therefore important to indicate criteria that national regulators should take into account when assigning the number in order to assure that not only technical but also substantial criteria are applied in the assessment procedure.²⁸

In addition to these general conditions, Member States can attach specific conditions to the right of use of 116-numbers (art. 4 EC Decision). These conditions may vary from country to country, according to national legislation.

4.3.2 Possible models

If a 116-number has been reserved at EU level, the national regulatory authority (NRA) in each Member State may invite applications for the number to be assigned to a specific organisation. Various models are possible:

- An NGO service provider applies to run the 116-number and has to conduct (commercial) negotiations itself with one of more telecom providers about technical telecom issues (such as call costs) on which it has no prior expertise (one-step procedure)
- A telecom operator applies for the 116-number and then finds a service provider to run the helpline, meaning it has to decide on questions of quality on which it has no expertise (two-step procedure)
- The NGO and the telecom operator team up and submit a joint application to run the 116-number
- The state can decide to found its own helpline and run the 116-number itself through a state agency.²⁹

In some Member States, organisations can be granted the right of use of the number; in others, it is the electronic communications provider (telecom operator). This 'two-step procedure' is the most common: the telecom operator gets the right to use the number and then finds an organisation to actually run the number.

According to Missing Children in Europe (MCE), best practice is to build a partnership before application: one telecom provider for the commercial aspects (and all the inter-connection procedures) and one NGO for the service to callers. In one-step countries, this means that an NGO

²⁸ In the request Stop the Traffik submitted to the Commission to reserve a 116-number for trafficked persons, it mentioned as criteria that the hotline should connect trafficked people to the service and resources they need, whereas there is also a need for information on safe migration for potential victims. Moreover, the hotline should be available 24 hours a day, be free of cost, in an appropriate language and anonymous. It should be run by an NGO as victims are often reluctant to call a police run line. It also mentions that organisations applying at the national level should conform to a standard of good practice developed by a committee of experts including leading NGOs and civil society.

²⁹ This is happening for example with regard to the Child helpline in a number of Eastern European Member States.

interested in running a 116-helpline should hold discussions with various telecom operators before it lodges an application. In two-step countries there should likewise be a joint application. In all cases it is important for organisations that are interested in running the 116-line to be proactive and build up a relationship with the national regulator and telecom provider(s) at an early stage.

Ideally the responsible authorities in the Member States should set up a team of (technical) advisors to support the NGO during the assignment process and while getting the helpline to operate:

- to negotiate the most favourable business customer price for the helpline calls
- to act on pros and cons for sponsors during the negotiations
- to check if there exists a most favourable or special rate for NGOs for pay.³⁰

4.3.3 Two or more helplines providing the same service in one country

If there are two or more helplines providing the same service in one country, the 116-number can be assigned to and used by one of them, but it can also be shared by the existing helplines. The latter can be obligatory through regulation by the respective National Regulatory Authority (NRA), through existing legislation or voluntarily because the anti-trafficking helplines consider it opportune to do so. Theoretically the 116-number can also be assigned to none of them, but to a third party.

In case of sharing the number, there are different ways of routing calls, depending on the needs of the 'owner(s)' of the 116-number, for example calls can be routed to one of the helplines which share a number depending on the location of the caller or depending on the time of the day.

4.3.4 Running two parallel numbers

If there already exists a well known or toll free number for a specific service, it is possible to run the old number alongside the new 116-number. Calls to the existing number can be directed to the new 116-number or the other way around.

4.4 Costs & connectivity: how does a free phone works?

In the existing 116 model, which is based on the 'free phone' model, calls from mobile phones are not envisaged. The 'free phone' model solely obliges to give free to caller access for landline calls, but not for mobile phone calls. This has to do with the fact that 'free phone' numbers are special numbers with their own system and rules, originating from a period before the rise of mobile phones. Confusingly, 'free phone' does not mean that all calls are free of charge to the caller: it only means that calls from landlines are free.

As stated in the EC Decision, telecom operators are not obliged to carry the costs of free phone calls. In principle it is the called party - the 116-helpline - that bears the costs of the call.³¹

To understand the system and its limitations, some explanation might be needed. In order to connect the caller to the helpline, in principle three types of telecom providers/ operators are needed:

- the provider of the caller (A): the network operator from which the call originates
- a national transit provider (B): the operator that connects the network of the provider of the caller to the network of the provider of the helpline
- the provider of the helpline (C): the network operator to which the caller is connected and where the incoming call ends (also called the 'terminating network operator').

³⁰ The experience of MCE in Hungary, for example, is that a 'green number' is very expensive (i.e. a number operated by a not-for-profit organisation, such as an NGO) - more expensive than a number operated by a business.

³¹ The text of the EC Decision states: 'In order to reflect the social function of the services in question, the harmonised numbers should be free phone numbers, without this meaning that operators would be obliged to carry calls to 116 numbers at their own expense'

When calling a free phone number, the costs of the call are paid to the provider of the person who makes the call (operator A) by the provider of the receiver of the call (operator C), who will send the bill to the called party, in this case the 116-helpline.³²

To open up the 116 number for callers, the 116-helpline has to contact the telecom operator which will be the terminating operator network (network operator C). The network operator will have to:

- open up the 116-number and include it in their routing tables, so that the number can be accessible
- add a provision to include the related traffic to the 116-number in their existing interconnection agreements for free phone numbers
- operate either within existing national commercial interconnection agreements, or set a retail price for the calls to be made to the 116-number which the helpline will have to pay.

It is up to the organisation that gets the right of use of the 116-number (the 116-helpline) to negotiate with telecom providers (network operators) about costs and access (connectivity).³³ Again, this makes it important to establish contacts and negotiate with the telecom operators in an early stage. After that, it is up to the telecom operator, in turn, to make all necessary interconnection agreements to ensure that all operators forward the calls to the new number.

4.4.1 Landlines & mobile phones

Whether or not mobile phones have (free) access to the 116-number differs per country. In some countries calls from mobile phones are free of charge for the caller, in others not.³⁴ Some 116-numbers are currently operational if calls are made on a landline, but not for mobile phones (because of the difficulties in resolving questions of roaming costs). Some accept calls from national mobile phones (i.e. with a number registered in the same country), but not from foreign mobile phones. Callers from mobile phones can thus face several scenarios, depending on the national free phone regulations and the existing interconnection agreements between national telecom operators and 116-services:

- Calls to the 116-number will be free of charge for callers from landlines, but not accessible for callers from mobile phones (or not accessible for callers from some mobile phone operators)
- Calls to the 116-number will be free of charge for callers from both landlines and mobile phones (or free of charge for callers from some mobile phone operators and others not)
- Calls to the 116 number will be free of charge for callers from landlines and will be charged for callers from mobile phones (or charged for callers from some mobile phone operators). In this case the provider has to inform the caller that the call will be charged through a message at the beginning of the call.

As stated by GSM Europe³⁵: *"From the mobile operators' perspective 116 XXX implementation is exactly the same as existing national free-phone arrangements. This means that the practical implementation steps and charging models are to follow existing national free phone models. This entails that parties which are receiving calls need to negotiate and conclude a series of interconnection agreements (keeping in mind that there exist several mobile operators per Member State)".*

*Example from the interview with Missing Children Europe:
A family from Belgium on holiday in Greece, one of whose children goes missing, calls the 116 000 number using a Belgian mobile phone. They experience problems when the 116 is answered in Greek and they can't*

³² Of course one can try and find a operator that is willing to act as sponsor. In a number of countries, for example, the terminating network operator bears the costs of calls to the child helpline through a sponsorship agreement.

³³ In some countries, for example, the 'free of charge to caller' rates are 3 times as high as regular rates, as a consequence of the business model that has been chosen for freephone calls.

³⁴ For an overview of the charging regimes of the different EU Member States, see: 'Study on the implementation of the harmonised 116 111 number, CHI 2008, p. 29-30.

³⁵ GSM Europe response to the European Commission consultation with subject 116 numbers Implementing 116 XXX: Mobile operators' position. See for the full text:

http://ec.europa.eu/information_society/policy/ecomms/doc/library/public_consult/116/comments/gsm.pdf

avoid paying mobile phone 'roaming' costs for their calls in Greece. The 116 000 number may be advertised as a 'free phone' line (meaning that the caller does not pay call costs IF they use a landline), in which case the service provider in Greece needs to be able to detect that the call is not free to the caller and warn the caller accordingly.

It is important to keep in mind that calls originating from mobile networks are significantly more expensive than calls from fixed lines. If the 116-service is accessible for calls from mobile phones, the additional costs will have to be born either by the caller or the 116-service. If born by the 116-service, costs can run up significantly. To require calls from mobile networks to be 'free of charge to caller' would thus increase the costs for a 116-helpline for trafficked persons substantially.

Although it is technically possible for 116-numbers to be 'free of charge to callers' from landlines as well as mobile phones, in practice this still meets various obstacles, as the experience of the 116-child helpline and the 116-missing children helplines show. However, according to CoCom, it may be expected that these technical problems will be solved in the next few years, as these are the first 116-numbers that are actually implemented, meaning that they have to pave the way.

Calls from non-national mobile phones

Another issue is calls from non-national mobile phones. This would, for example, be the case if a Polish (or Chinese) woman was to call the 116-number in Germany with her own Polish (or Chinese) mobile phone. Technically this is possible: free phone numbers are handled in the same way as emergency (112) numbers, meaning that a call from a non-national mobile phone would be directed to the local 116-service in the country where the call is made. Again, however, one should keep in mind that giving access to calls from non-national mobile phones has significant financial implications for the organisation running the 116-number, as the organisation will have to bear the costs.

Some telecom providers might be willing to cover the local costs, but not the (unspecified) costs of roaming (i.e. the use of mobile phones with a number in one country being used to make a call to a 116-number in another country).

The experience of Missing Children Europe is that most calls to 116 000 come from mobile phones. In the case of missing children, most of these are mobile phones with an EU country number, rather than mobile phones with a non-EU number, which might be expected in the case of trafficked persons.

4.4.2 National & transnational referrals

Other questions that are relevant, in particular for a potential 116 anti-trafficking helpline, relate to possibilities:

- To redirect calls from a central call centre to local focal points
- To redirect calls from the 116-number in one country to the 116-number in another country
- To have conference calls between a caller in country A, the 116-number in country A and the 116-nr in country B, for example the country of origin of the caller
- To call the 116-number in another country.

Redirecting calls from a central call centre to local focal points

In many countries it is possible to forward a call to a 116-number to another national number and still be toll free. In principle there are two possibilities:

- Calls to a national 116 call centre are automatically redirected to the local focal point that is nearest to the caller. This is no problem for calls from landlines. In the case of mobile phones, however, it is technically possible to locate the caller (through 'caller location identification' devices), but this raises problems from the perspective of privacy protection. This is especially the case when the 116-service requires anonymity or confidentiality, as would be the case with a 116-number for trafficked persons (see chapter 6: Preconditions).
- The national 116 call centre functions as a 'clearing house': the call is answered by the central call centre which on the basis of a needs assessment redirects the caller to the applicable local focal point or service.

Apparently the latter is the most feasible option for a 116-helpline for trafficked persons.

International referrals

Technically it is no problem to transfer calls from the 116-line in one country to the 116-line in another country, e.g. to refer a call from a Romanian victim to the German 116-number to the Romanian 116-number. This, however, should be done through a private internal network, which requires separate agreements between the 116-lines concerned, as it is a special service of the telecom operator. There is evidently a cost to pay. On the basis of an agreement, the operator can establish a direct link between the 116-line in country A and B, in the same way as many businesses have direct links to their offices abroad. Up till now, this is not possible without paying the price for international calls.

In principle such facilities have to be negotiated at the national level, but in this respect the European Federation of Telecom Providers (ETNO) might play a facilitating role. This would, however, presuppose a European organisation of anti-trafficking helplines/organisations that can carry out negotiations at the European level on behalf of its members.

Conference calls between two (or more) national 116-numbers and a caller

It might be interesting for a 116-helpline for trafficked persons to be able to organise conference calls between the victim, the 116-number in the country where the victim is located and the 116-number in the country of origin of the trafficked person. Again, this is technically not a problem but, of course, carries extra costs with it. Also conference calls between the 116-number, the caller and a third national number, for example to include an interpreter in the call, are technically not a problem to arrange.

Calling a 116-number in another country

The numbers are designed to be used within a Member State; it is not possible to make an international call from one Member State to a 116-number in another Member State. A trafficked person can thus only call the 116-number in the country where she or he is located; it is not possible to call the 116-number in her or his country of origin, in case of international trafficking.

4.5 Conclusions

Based on the above, a number of conclusions can be drawn:

- **Costs:** The 'free phone' model on which the 116-numbers are based makes it obligatory to give 'free to caller' access to calls from landlines, but not to calls from national or non-national mobile phones. The latter is technically possible - although the current charging regimes differ from country to country -, but will increase the costs for the organisation that runs the 116-number significantly. The same goes for other technical options which are available or are expected to become available in the near future (e.g. referring calls among 116-lines in different countries or conference calls between the 116 line in the country where the trafficked person is located, the 116-line in her or his country of origin and the trafficked person). At the same time, in particular access for non-national mobile phones could be important taking into account the specific features and the mobility of victims of trafficking. The actual costs of a 116-helpline will depend on a combination of costs for the calls charged and the service providers' own costs. Costs will be particularly high when running a 24/7 helpline and when free access is not only given to calls from landlines (obligatory), but also to calls from mobile phones, in particular non-national mobile phones.
- **Funding:** In order to run a 116-number extensive funding will be needed. The European Commission itself has no budget to implement 116-numbers. To acquire the necessary funding anti-trafficking organisations that are interested in running the 116-number will have to lobby their national Parliaments, try to find national telecom providers that are willing to sponsor the helpline as part of their corporate responsibility commitment, or jointly lobby the European Parliament to designate a specific EU budget line for the implementation of a 116-helpline for trafficked persons. Moreover, they themselves should be financially stable.
- **Implementation:** The EC may reserve a 116-number for trafficked persons, but this does not impose an obligation on the Member States to actually provide the service nor does it

impose any quality standards. The actual implementation of 116-numbers is the responsibility of the individual member states, including the assignment procedure. This means that in order to actually realise a 116-helpline for trafficked persons, national anti-trafficking organisations will need to build up a network including the national ministries concerned, the national regulatory authority (NRA) and the (national) telecommunication providers.

- **Assignment procedures:** The nature of the national procedure for assigning the 116-number (one-step or two-step) has an important impact, as 116 service providers do not usually have the commercial or telecom know-how to negotiate the best terms with telecom operators. A solution is to seek joint applications for both one and two step procedures. In any case, organisations that are interested in running the 116-number should be prepared to build up the necessary knowledge, contacts and level of organisation.
- **Harmonisation of services:** The scope of competence of the EC to set standards is limited to defining the general conditions which Member States should attach to the right of use of 116-numbers. There can be expected, however, to be significant differences between Member States and other stakeholders as to what quality standards a 116-number for trafficked persons should meet, which minimum services should be provided and how a 116-helpline should be organised (see Chapter 6: Preconditions, and 7: Potential models). Moreover, there are significant differences among Member States in existing legislation on trafficking (e.g. who is considered to be trafficked), legal provisions for trafficked persons (e.g. with regard to reflexion periods and access to temporary or long term staying permits) and available services for respectively trafficked women, men and children (e.g. access to shelters and legal, medical, psycho-social and financial aid), as well as the perceived urgency of a 116-helpline for trafficked persons (see Chapter 3: Current situation, and 5: Potential benefits and opportunities). In order to harmonise 116-services among EU member states minimum standards will need to be set. This will require anti-trafficking organisations to organise on the EU level.
- **Publicity:** another key point is awareness campaigns, which again would need money and adequate cooperation on the EU level to do this effectively.

A successful implementation of a 116-number for trafficked persons will therefore depend on, at the one hand, national organisations that can act as a motor behind the project on national level, and at the other hand closer European cooperation, possibly the establishment of a European umbrella organisation of anti-trafficking organisations/helplines, that can build up the necessary knowledge and contacts on the European level and work towards the development of joint minimum quality standards.

In this respect it should be mentioned that both existing 116-helplines - the helpline to report missing children and the child helpline - are organised in a European federation that acts as a motor and European leader for the project. Child Helpline International (CHI) is a membership based organisation that currently has 47 member organisations all over the world, of which a major part in Europe. The Missing Children helplines are organised in Missing Children in Europe (MCE), which today has 23 member organisations from 16 European countries. Almost all the organisations operating 116 000 lines are members of MCE (except in the Netherlands).

Based on their experiences in implementing a 116-helpline, both CHI and MCE remark that it will be difficult to embark on a European project without a proper European organisation that can act as motor, negotiate collectively with telecom providers on behalf of its members, and communicate on behalf of its members with the relevant European bodies.³⁶

Finally, it is wise to keep in mind that the establishment of a 116-number is not the final goal, but rather the provision of adequate services resp. the improvement of services for trafficked persons.

³⁶ Based on their 2 years experience of dealing with the 116 number, MCE has developed a handbook on best practice that will be published soon.

CHAPTER 5 POTENTIAL BENEFITS AND OPPORTUNITIES

Quite a number of respondents expect a single EU-number could spark of other developments. This chapter discusses the potential benefits which respondents to questionnaires and interviews expressed as an assumption of what an EU-wide single number for trafficked persons could bring. The chapter starts with an overview of the general attitude towards an EU wide single number (5.1). In 5.2 the potential benefits are discussed. Expectations are manifold. Benefits seen by respondents are of different levels: direct benefits in terms of better access for victims to support services, and indirect benefits in terms of an increase in expertise, cooperation and referrals, but also opportunities to collect data on European level and carry out joint information campaigns. After a general discussion of the potential benefits, the results from the interviews and questionnaires are examined per professional group.

The results and analysis presented in this chapter are based on the interviews with anti-trafficking helplines/NGOs, linked services, the police and other stakeholders, and questionnaires completed by anti-trafficking helplines. Where percentages are mentioned this refers to the questionnaires included in the quantitative analysis (N=28). Quotes without identification about who the respondent is are taken from the questionnaires for anti-trafficking helplines "set1. Quotes from interviews are identified.

Some of the respondents appear to have misconceptions on the functioning of the 116 helpline number. This appears from statements and conclusions made in questionnaires and interviews.

5.1 General attitude towards a single EU 116-number

Asked if they see advantages for a 116-line, results show both positive and negative responses among respondents. This goes for the questionnaires (anti trafficking helplines/NGOs and linked services), as well as for the interviews with different stakeholders: anti trafficking helplines, linked services, ministries and police. The attitude does not depend on the job and position of the respondents. Both positive and critical attitudes can be found in statements from respondents from all countries but with certain emphases. German respondents for example are very critical towards the 116 helpline number, while Estonian respondents reacted very positively.

There are four types of responses:

- Positive without reservations

Many respondents are quite positive about the idea of a 116-helpline. Some refer to national experience, but others simply support the idea because it seems evident to them that it would bring advantages for trafficked persons.

Significantly, staff members of anti-trafficking helplines have this attitude only as an exception. They refer on the one hand to their specific experience (*"Our clients have never indicated the need of such a service so I do not think it responds to any particular need felt by trafficked persons."* Anti trafficking helpline manager) and on the other hand to their fear of negative consequences for trafficked persons, their own organisation or the existing infrastructure in their region or country (see chapter 7: potential risks).

- Positive with reservations

This is the most frequent attitude. Respondents are in principle positive about the idea and potentials of an EU-wide single number, but they see the benefits very dependent on the fulfilment of a set of specific conditions. Only if these conditions are met, benefits could realistically be expected. They are concerned about confidentiality, the standard of services, language problems, publicity, cost effectiveness, funding, fragmentation of services, etc. (see chapter 6: preconditions and 8: potential risks).

- Why not? Let's try and find out

This attitude combines positive expectations and a critical view in a very easy and optimistic manner. Respondents seem to feel that this would not be a decision for centuries but a pilot project that can succeed or fail and at the end everybody will know more about the needs of the

target group and suitable support services. These respondents do not discuss issues of quality of services, funding, cost effectiveness or political support.

- Doubtful with strong reservations or disapproval

For some respondents the negative presumptions outweigh the positive opportunities. They are very sceptical about the costs of such a helpline in relation to its added value and would rather prioritise other things, such as EU wide coherent standards in services for victims. Others consider a new helpline superfluous as, in their view; there are enough helplines and counselling centres already.

5.2 Potential benefits and opportunities

This section will first deal with direct benefits respondents see for trafficked persons (5.3.1). Secondly other benefits and opportunities will be discussed; that respondents attach to a helpline and that might be of more indirect benefit for trafficked persons. Some benefits expressed by the respondents are attached not only to an EU wide number, but generally to the creation and running of a single number at national level. Other benefits are explicitly expected from a single EU-wide 116 number.

5.2.1 Potential direct benefits for trafficked persons

Benefits attached to a (national) helpline

The most frequently stated potential benefit that respondents of both questionnaires and interviews see in a helpline for trafficked persons is facilitating access to help, in particular in cases of emergency, and to information about their rights and possibilities for help. This is, for example, mentioned by 65% of the respondents to the questionnaire "set 2".for anti-trafficking helplines and NGOs. A helpline is seen as an important first point of contact.

"Easy number to remember." (anti-trafficking NGO)

Benefits attached to a single EU number

As specific benefits of a single 116- number, respondents mention:

- Easy number to remember across borders³⁷

The importance of an EU-wide single number that is easy to remember and to publish across borders is in particular stressed in regard to the situation of trafficked persons, who often change the places they work at, don't speak the language of the country they stay in and live in quite isolated conditions. If provided with the number before they leave the country their chances will be enhanced to make a call in cases of emergency and get immediate help. It is expected that a 116-number will ensure that more trafficked persons are aware of the number and will use the service.

"I see it as certainly as an advantage; maybe even such a number should be run worldwide. A number that is easy to remember and to be recognised and easy to call for trafficked persons in particular... if only one victim is helped it already worth it," stated a representative of Europol.

A 116-helpline might thus facilitate the identification of trafficked persons and provide more persons with help, no matter in which European country they are. In this context various respondents stress that it will be crucial to ensure that (prospective) migrants are informed about the number.

Some respondents combine their positive expectations with critical remarks on the conditions that will have to be fulfilled for the expectations to come true and make it clear that the expected positive results of a helpline will not be achieved just by the existence of a single number (see also chapter 6).

- More visibility and increased awareness of possibilities for help.

³⁷ Some statements in questionnaires and interviews allow the conclusion, that respondents by mistake believe that the number will be "116" and nothing more. EU-wide 116 numbers have three more digits to follow (116 XXX).

Another positive result expected is that the introduction of a single EU-wide number will raise visibility and increase the awareness of trafficking in human beings (31%). Trafficked persons will be more aware of the possibilities for help, which will lead to an increase in their seeking help. Institutions and service providers will be more aware about the issue of trafficking in human beings, in terms of knowledge of existing services and that will - indirectly - be of use for trafficked persons. As one respondent from an anti-trafficking helpline, put it: *"It might raise the awareness of the trafficking phenomenon and that there are support services available in many countries"*.

- More and better services for trafficked persons

Many respondents express the direct or indirect expectation that a single EU number will lead to the improvement of the availability and quality of services for trafficked persons. They state for example: *"Access to helping services will be granted"* or *"if there will be such a number, there will be also a specialized team who can help the trafficked persons to find a way out from this situation"*.

5.2.2 Potential benefits that might indirect benefit trafficked persons

Benefits attached to a (national) helpline

Again some of the potential benefits mentioned are generally linked to the creation and running of a helpline at national level. This is particular the case when it comes to cooperation and the development of an adequate infrastructure and referral system.

- Improvement of existing national infrastructure and development of a referral system

Any helpline will need an adequate national infrastructure and a reliable referral system. Especially in countries where this is missing respondents hope that in the course of implementing the 116 helpline a national infrastructure will be built, as well as that - due to more knowledge and better cooperation - more trafficked persons will be identified and referred. Counting on such a referral system respondents expect that better cooperation will also make the workload for specialised agencies more manageable.

- Better cooperation between agencies

A helpline is expected to improve cooperation of agencies involved in the same case of trafficking as well as increase networking between NGO's and state agencies: *"The number can improve the collaboration between institutions and organizations which provide services for related groups and/or groups that are vulnerable for trafficking"* (respondent from a linked service). The helpline can provide professionals in non-specialised agencies with the knowledge they need to deal with cases of trafficking and to refer trafficked persons to the right services.

Benefits and opportunities specifically linked to an EU wide 116-line

Other potential benefits and opportunities are directly linked to a single EU-wide helpline and the opportunities this offers for cross border cooperation, the exchange of information and good practices, and the development of common quality criteria. Respondents expect the following benefits of a 116-line:

- Better help across borders: development of a transnational referral mechanism

A 116-number could lead to more cross border cooperation among all relevant agencies in dealing with individual cases. As stated by an anti-trafficking NGO: *"Social workers of different countries can communicate and jointly manage a given case through the helpline."*

*"Trafficked persons could get help no matter in which European country they are."
(anti trafficking NGO)*

Some respondents even hope for the development of a cross border crisis unit: *"The hotline could work as a sort of crisis unit across the borders to identify the best solution for the persons assisted"* (anti-trafficking NGO), or, as expressed by another anti trafficking NGO: *"We often feel the need to establish contacts with our counterparts in other EU countries to meet the needs of some foreign assisted persons. We know some organisations in some countries but there are still too few for our needs. A helpline could contribute to establish a sort of transnational referral mechanism. It could provide us with a list of trustworthy organisations to contact when needed"*.

- Harmonisation of services and development of common quality standards

For most respondents the question of quality standards is crucial: *"The helpline will improve the quality of support for trafficked persons."* A single EU number could contribute to the

harmonisation of services and ensure that all victims get the same quality of services in each country. They expect that a single EU wide number will contribute to the (international) exchange of know-how and good practices and to the joint design and implementation of new practices. Moreover, a 116-helpline could, in their view, contribute to better identify the kind of support that victims need: *"More concerted work level in different countries leading to better follow the path of the victim"* (anti-trafficking NGO).

- Increase of (transnational) cooperation and networking: development of an international service and coordination centre.

Various respondents express the expectation that a 116-number will lead to more international cooperation and consultation and/or the development of an EU wide network of anti-trafficking agencies. Some envisage the creation of an international service and coordination centre, where information on available support services in the various countries is collected and which can provide local counselling centres with information about support services throughout Europe. One respondent from a ministry says for example: *"Service providers could use the number to consult each other about legislation and services provided"*³⁸. And another respondent, also from a ministry, says: *"I hope that there would be a 116 headquarter that you could call to get help to get information and contacts with other organisations working with the questions in other European countries"*. Others mention linking service providers in countries of origin with professionals in countries of destination. Some expect that a single EU number will also enhance national cooperation: *"We need to work together and develop multi-agency cooperation frameworks within the countries and across the countries. This process could be supported by an EU helpline"* (police officer). Increased European cooperation would also provide an opportunity to assess Europe wide what services are already in place and which are missing.

- Reporting tool for missing persons or suspicions of trafficking

A 116-number is expected to be also of use to relatives of missing persons to ask for help. Better cooperation, documentation and a harmonised modus operandi in all EU-countries facilitate dealing with missing persons and suspicions of trafficking: *"It will make it easier for people to report suspicions of trafficking"* (anti-trafficking NGO).

5.2.3 Other potential benefits of an EU-wide 116-number

Along with direct or indirect benefits for trafficked persons, a number of other benefits are mentioned.

- Joint EU-wide information and awareness campaigns to promote the number.

A common number would facilitate awareness raising. It would make it possible to develop common campaign materials and to carry out joint campaigns to promote the number, in stead of different numbers that operate locally or nationally. However it should be noted, as stressed by the NGOs united in the 116 platform that for common campaigning a certain uniformity of services and service providers running the different national helplines might be needed.

- European data collection

A number of respondents express the expectation that a 116-number will be a tool to collect data on the European level to understand the problem better and to monitor trends in order to be able to fight trafficking more effectively. One of the interviewed police officers expresses, for example, the wish that a 116 helpline could act as a centralised data base on trafficking cases, although s/he is aware of the need to protect the privacy of the persons concerned. Others hope a 116-line would also provide resources for law enforcement and criminal statistics.

"The principal advantage ... would be a centralised source of information."
(police officer)

- Putting and keeping trafficking more firmly on the political agenda

An EU-wide 116-helpline can function as a tool to hold the issue of trafficking on the political and professional agenda.

- Combination with a website

³⁸ Again this seems to point to the misunderstanding that there would be one EU-wide 116 helpline.

Some respondents suggest that it would be good to combine the helpline with a website, which gives information in different languages. In this way more means can be used to promote the number and to facilitate access to help.

5.3 Benefits from the perspectives of different agencies and professions

Common to all agencies and professions are expectations concerning awareness raising, better access to help for trafficked persons, increase in services and better transnational cooperation. Some benefits, however, are more important for some experts or groups.

5.3.1 Anti trafficking helplines

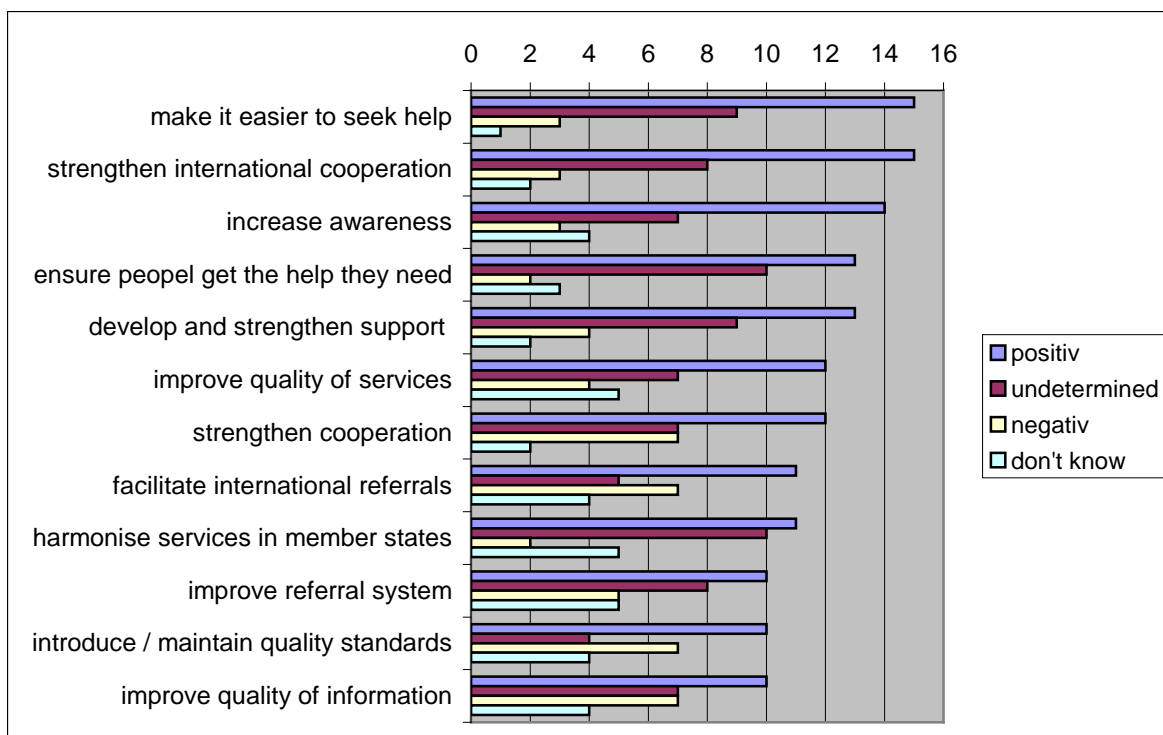
In general anti trafficking helplines reacted rather sceptical but not negative. Above all they are in favour of strategies to the advancement of support services. They keep an eye on all aspects of quality, reliability and confidentiality. They are mostly in favour of an EU-wide number but only under certain conditions. When they speak about these conditions they make it very clear from an expert view what those conditions should be if an EU wide 116-number were to be useful. Their position is depending on the situation in their respective countries. If there is an elaborated infrastructure of national or regional helplines and specialized support services they claim that these achievements should be respected and integrated in new strategies. If there is no comparable infrastructure they hope that it will be developed once a 116-line is implemented, so that more people can be assisted than under current conditions. Positive effects for their organisations are expected on the international level and in terms of standard setting.

Some helpline managers describe ideas for new support strategies, for example a sort of crisis unit across borders and the development of reliable transnational referral systems. This implies that an EU-wide number should not only lead to a national helpline system but further more to transnational structures. To achieve this they consider direct funding and support from the EU as essential.

If looking more closely at the respondents to the questionnaires for anti trafficking helplines and NGOs, it can be noticed that they expect a wide range of benefits from an EU-wide helpline number. However, their opinions differ: 44% give a positive and 16% a negative answer to the presented statements. But 28% are undetermined and 12% say that they don't know.

Rating of potential benefits, questionnaire 2 anti trafficking helplines, N=28

"A 116 helpline will....



The most positive expectations are attached to the facilitation of seeking help (54%) and the strengthening of international cooperation between support services for trafficked people (54%). Least positive expectations are attached to the improvement of information given to nationals considering going abroad for work (35%).

Interview partners from anti trafficking helplines in two countries see the implementation of an EU-wide 116 number for trafficked persons as a priority. They substantiate this with their experience that a helpline is often the first point of contact for victims, respectively that a helpline is central because it generates impulses to the institutions concerned with trafficking (Greece and Romania). Other anti trafficking helpline managers see no (immediate) priority but are not against it (Czech Republic, Austria, France, Italy) or rate it second priority (Lithuania). Others see limited benefits without giving it priority, as they believe it can be a tool to improve the quality of the intervention system (Slovakia). Some clearly do not see a reason for establishing a new helpline (Cyprus, Portugal).

5.3.2 Police

There are some parallels between the position of helpline managers and police: police also argues that the potential benefits of a helpline will be closely connected to conditions and standards. Like helplines managers also the police stress the importance of confidentiality and are very aware of the barriers that exist for trafficked persons to call the police. They stress the importance of good cooperation with the police, being aware of the necessity of data protection. They expect that such a helpline will make access to assistance for trafficked persons easier and help to decrease bureaucracy. Police phrases some reservations because of experience with cases of trafficking in human beings such as language problems etc. (see chapter 7).

Both - anti trafficking helplines / NGO's and police - want better statistical data, but this could lead to a challenging discussion about confidentiality, data protection and the principle of mandatory prosecution.

Police structures in fighting trafficking in human beings, are working on a transnational level. National helplines are appreciated where they exist, but police see clearly additional benefits in an international helpline service.

5.3.3 Linked services

Interview partners from linked services (NGO's in other professional fields such as health, gender violence, migration, victim support, trade unions and religious charities) stress the importance for trafficked persons to have access to support from specialized, experienced and well trained experts. This shows that they are aware of their limits dealing with this problem. Regional and national networks need specialists and the helpline should also be useful for other service providers. Linked services are of importance for referrals to specialized services: *"Many trafficked persons referred to our shelter would probably have called for help earlier if they had known where to address their call; The large majority of victims are currently referred to safe houses and other services by the police or by their embassies and consulates, because victims are most of the times not aware of the existence of different help lines. If they are not referred by other stakeholders, then they have no access to such services."* (Statement of organisation working on gender violence).

Experts from linked services express the expectation that all partners in the network could learn from each other, and that the infrastructure and cooperation would be improved with the launch of a 116 number.

5.3.4 Ministries

Interview partners from ministries (for equality; interior; labour and social affairs; family, senior citizens, women and youth; European and international affairs, etc) emphasise the possible benefits of international cooperation and data collection, improved access, awareness raising, and quality of services without special focus related to their potential influence or responsibility. The idea of similar campaigns in different countries was suggested, as well as the establishment of an 'EU 116-headquarter' for the helpline. Ministry representatives further expected that the number will make it possible to map new trends and changing patterns in trafficking in human beings so that strategies can be adapted.

5.4 Conclusions

Many expectations are tied to the idea of a specific helpline for trafficked persons. Some expectations are more generally linked to the creation and running of a (national) helpline, but others relate to the extra benefits that an EU wide 116-number could offer. Building networks and support structures on an EU level seems a very promising benefit to respondents. In the questionnaires tendencies are quite positive, possibly partly because there was only the possibility to tick the pre-formulated questions. In the interviews statements are more differentiated and give a good insight of the expectations on the one hand and the conditions on the other. An EU-wide 116 number is not a first priority to most respondents. But if such a helpline is created, the most important potential benefits are increased awareness raising and better visibility of the problem and better access to help and information for trafficked persons. Not only trafficked persons as the primary target group may benefit from such a helpline, but also organisations and other target groups such as relatives.

An analysis from questionnaires and interviews shows awareness of the limitations in the current support system for trafficked persons and reflect the wish of respondents that new strategies will lead to better access to specialized services. The input provided also makes clear that respondents want to make sure that the support services provide fits the individual needs of a very diverse target group and that they consider it important to evaluate the effectiveness of what is done.

It is also clear that in order to meet the expectations expressed, just implementing the number will not suffice. A range of other conditions need to be realised. Conditions, for example, to be able to provide emergency aid include 24/7 availability, several languages at the telephone, telephone consultants that are trained in trauma work and emergency situations, a functioning referral system, including access to shelters, and nation wide accessibility of the 116-number from both landlines and mobile phones.

Similarly data collection on European level presupposes common standards, definitions and methodologies, and the willingness of agencies that run the helpline on the national level to spend a considerable part of their time to registration. See further chapter 6 on preconditions.

CHAPTER 6 PRECONDITIONS

This chapter examines the conditions which should be met for an EU-wide single number to be beneficial for trafficked persons and possible other target groups. The first four sections describe the conditions as put forward by the various groups of respondents: anti-trafficking NGOs and helplines, linked services, the police and other relevant state agencies, such as ministries of Justice, of Interior, of Labour & Social Affairs and of Equal Opportunities. The last section (6.5) contrasts the advised situation against the current situation. In this section also information from interviews with international actors, in particular CHI and MCI, has been included. Section 6.6 gives a summary and draws a number of conclusions.

Some conditions are attached not only to an EU wide number, but generally to the creation and running of a single number at national level. These relate to the character and quality of the services provided by such a helpline (6.1) and the conditions that need to be fulfilled for the helpline itself to be operational and sustainable (6.2). Other conditions are explicitly related to the creation of a single EU-wide number. The latter, of course, are of particular interest and will be discussed in section 6.3. Finally, respondents mention a number of conditions that to their opinion should precede the decision about a single European number. These are discussed in 6.4.

The information in this chapter is based on both the interviews with anti-trafficking helplines/NGOs, linked services, ministries and the police and the questionnaires among anti-trafficking helplines/NGOs (N=28). Where percentages are mentioned this refers to the questionnaires.

6.1 Conditions for the services provided

With almost no exceptions, consensus exists among respondents about four major conditions: confidentiality, qualified operators, a solid referral system and multilingual services. More diversity is there with regard to the question whether or not the helpline should be open 24/7. Some respondents also comment on the advisability of the toll free character.

6.1.1 Confidentiality

If trafficked persons were to call, a guarantee of confidentiality and anonymity is generally considered absolutely essential. Only then trafficked persons are expected to feel free and safe to call. Also for other potential caller-groups, like family members or prospective migrants, confidentiality is a crucial condition. This requires a strict distinction between the helpline and the police, respect and acceptance of distinctive roles and responsibilities, and no duty from the side of the helpline operator to provide (personalised) information to the police or any other state authority. If calls were received from young people aged under 18, this would potentially pose a problem in a few cases in countries where agencies in contact with adolescents aged under 18 which learn of any abuse committed against a child have a legal obligation to report that abuse. It should be perfectly clear to potential callers that there is no contact with the police or any other state authority, that no information is shared without the caller's permission and that there is no pressure on callers to participate in legal proceedings. Data can only be published anonymously and a strict regime of data protection should be in place.

At the other hand, respondents stress the importance of good, standardised and, where needed, swift cooperation with the police. In this context the question is posed whether the helpline should avail of technical equipment to track calls.

The principle of confidentiality is also generally accepted by the police, although a few respondents express the wish to be able to use the helpline as a source of police information.

Among anti-trafficking NGOs 93% feel that the helpline should be confidential, 75% is of the opinion that all linked services should be confidential as well.

6.1.2 Professional and qualified operators

Secondly all respondents agree on the need for professional, well trained and experienced operators. They must be able to handle crisis situations, make risk assessments and act according

to the needs and possibilities of the person. They must be gender and culture sensitive, be familiar with immigration law, understand the international dimension of trafficking and have a thorough knowledge of the local, national and international referral system/ available services, not only in theory but also in practice. They must have a good understanding of trafficking and its complexities and be trained to deal with all forms of trafficking and all categories of trafficked persons: women, men and children, national and migrant. NGOs of the 116 platform further stressed for the need of regular coaching. As mentioned in chapter 3 a quarter of the responding helplines do currently not dispose of special telephone counsellors or of any other specialised staff. See further 3.3.

6.1.3 Backed up by a functioning referral system

A third condition is that the helpline is backed up by and embedded in a solid, well organised and coordinated referral system, which covers the whole country and can respond to the needs of trafficked persons. This should include the possibility of immediate assistance in case of emergencies. As one of the anti-trafficking NGOs, stated: *“The point is not the number per se, but whether the number is connected with a wide range of service providers that can guarantee prompt and efficient assistance to trafficked persons”*. The referral system must consist of a multidisciplinary network, cover all forms of trafficking, be equipped for assistance to trafficked women as well as trafficked men and children, and include all relevant stakeholders, such as shelters, police, doctors, counselling centres, etc. Where in place, it should build on existing local and regional services and structures. In large countries the helpline needs to have sub-structures on local level. Moreover, an adequate legal framework on the assistance of trafficked persons needs to be in place: *“Short time shelter and deportation is not useful”*.

*“A helpline means that there is help behind.”
(anti-trafficking NGO)*

Almost 90% of the anti-trafficking NGOs feel that all services that make part of the referral system should be accessible to all trafficked persons, independent of national citizenship and/or residence status; 82% feels that all services that make part of the referral system should be free of charge.

Importance of standards Questionnaire for anti-trafficking helplines N=28	needed to begin with	should be developed in the long run	not needed
	%	%	%
a proven and sustainable referral system	72	21	7
A referral system which provides at the very least:			
crisis intervention	79	14	7
several languages	71	25	4
shelter/housing	71	18	11
basic needs (foods, clothing, toiletry)	71	18	11
legal aid	70	26	4
psychosocial counselling	68	21	11
medical examination and/or treatment	68	18	14
organisation of release from place of exploitation	65	23	12
security arrangements	64	29	7
travel arrangements	64	29	7
financial support	61	29	10
recovery of documents	59	30	11
search for missing persons	32	43	25

6.1.4 Multilingual & cultural sensitivity

A complex question is the issue of languages. All respondents feel that for the helpline to be useful for trafficked persons it is a basic condition that they can speak to a person who speaks their language. Operators should be able to communicate in multiple languages and be sensitive to different cultures and different ethnicities. Being able to speak to somebody

“Imagine you have only one possibility to make a call, because you get the chance to reach the phone, and then you call the number, and you are not being understood.” (police officer)

who speaks your language and understands your culture is considered fundamental for building a relationship of trust and to convey information accurately. Suggestions include multilingual operators, the employment of linguistic-cultural mediators and a network of interpreters who can be enlisted through a conference call if needed. The multilingual character of the hotline is also mentioned in the 2006 European Parliament Report (EP report with a proposal for a European Parliament Recommendation to the Council on fighting trafficking in human beings - an integrated approach and proposals for an action plan, 2006/2078, 18 October 2006). For other potential target groups of the helpline, like family members, prospective migrants or other professionals, the issue of language is less urgent.

6.1.5 Toll free & 24/7

The majority of respondents feel that the helpline should be open 24/7. However, from the anti trafficking NGOs 61 % feels that this is not necessary in the beginning, but can be developed in the long run or is not necessary at all. Based on their experiences some of the respondents are of the opinion that evening hours would suffice.

Most respondents stress that the number should be free of charge and accessible from any telephone network, no matter if the call comes from a landline or a mobile phone, a private or a public phone. One respondent from a German ministry, however, points out that evaluations of existing helplines in a number of countries show that the share of test or fun calls is very high at toll free numbers and might account for 70 to 90 % of the calls: *“That would mean that a structure would be created and offered that predominantly is not used by the target group, but by other callers.”* A small cost sharing, on the other hand, appears to lead to a considerable reduction of the number of fun and test calls. Also the data from the few anti-trafficking helplines that gave information on the type and number of callers seem to indicate that they have to deal with a significant number of crank, abusive or silent calls. Insufficient funding of those running helplines might be an obstacle though to offer toll free services, see also 3.2, 3.4 and 3.8 and 6.2.1

6.2 Conditions for the creation and operation of the helpline

Three conditions are mentioned by all respondents: sustainable funding, political support and effective marketing of the number.

6.2.1 Sustainable funding

A recurrent theme is the need for consistent, secure and long term funding. Given the considerable costs attached to the creation of the helpline and the expectations raised by its creation, the availability of stable and adequate funding is considered to be crucial. This problem is exacerbated by the toll free character of the number, especially when this includes calls from (non national) mobile phones, the need to operate in multiple languages, the high level of training operators should have and the preference for a 24/7 operational number. Various respondents (NGOs, but also respondents from ministries and police departments) indicate that, apart from national funding, they expect a substantial financial contribution, at least at the beginning, from the European Union for a 116- helpline to be viable. As stated earlier, the information from the respondents to the questionnaires has not been sufficiently detailed and reliable to be able to assess the costs of an anti trafficking-helpline. Costs will depend on the number of calls, the number of languages provided, the costs of staff, training, housing and equipment - which will vary considerably among EU member states -, whether or not it has local branches, whether or not a favourable rate could be negotiated with the telephone provider, whether or not (national and/or non national) mobile phone calls are accepted free of charge and whether the helpline stands alone or makes part of a larger organisation. Several organisations provided the Research team with budget figures that included all costs or other costs of the organisations; it seems that those organisations do not have specified budgets on their hotline or helpline expenditure only.

- Example Italy: The Italian hotline on trafficking in human beings (Numero Verde contro la Tratta) has always been funded by the Department for Equal Opportunities. The Italian Department for Equal Opportunities funded the Numero Verde contro la Tratta for 910.000 Euro as follows: central headquarter: 110.000 Euros and 14 local branches: 800.000 Euro. This budget refers to the period between the 1st of June and 31

December 2009. This is because the former budget covered 2 years and finished on the 31st of May 2009.

- Example Austria - the Helpline is part of a NGO LEFÖ (counselling service for migrant women), which is just a part of the organisation's work. LEFÖ receives funding from the government. 22% of the general budget is devoted to the helpline.

Costs in 2007	Total annual budget	410.000.-
Salary / wage costs		270.000.-
Rent of office space		13.500.-
Equipment, office materials		19.000.-
Telephone costs		4.500.-
Publicity, advertisement		3.000.-
Training of staff and volunteers		2.000.-
Shelters		90.000.-

Conditions Questionnaire for anti-trafficking helplines set 2 N=28	needed to begin with %	should be developed in the long run %	not needed %
long term funding	64	36	--
the helpline must be supported by all relevant actors	64	36	--
supported by the government	61	32	7
the helpline must be part of a National Action Plan	57	32	11
operational 24 hrs/ 7 days a week	40	46	14

6.2.2 Political will by governments and other relevant stakeholders

Closely connected to the issue of funding is the need for political support. All relevant stakeholders in the country should support the creation of the single European number and each Member State should be willing to implement it. This is considered to be a necessary condition not only in terms of funding, but also in terms of establishing the number and building the infrastructure and cooperation between stakeholders needed for the helpline to operate properly. An appropriate legal framework would be needed to define the competencies and obligations of the parties involved.

6.2.3 Sustainable and effective marketing of the number

For the helpline to reach trafficked persons, it would need extensive and sustainable promotion campaigns. Respondents point out that the creation of a single number is useless if not accompanied by intensive and continuous awareness campaigns. Trafficked persons are a mobile group and notoriously hard to reach, as they live socially isolated and predominantly work in illegal or hidden (prostitution) or private (domestic work) sectors. Promotion campaigns should therefore not only be directed to trafficked persons, but also to other groups who might get in contact with trafficked persons: service providers, embassies, (border) police, migrant communities, etc. Depending on who else the 116 number should serve, promotion campaigns should also include these target groups. NGO's represented in the 116 Platform raised concerns that for effective marketing of the number, some uniformity of services offered and service providers is needed. *"Common awareness-raising campaigns by networks, promoting the 116 number, might be hampered by the fact that in some countries other - not like-minded organisations received the mandate for this number instead of member organisations of the same network".*

6.3 Extra conditions connected to the EU-wide character of the number: interdependency.

A number of conditions mentioned by respondents are directly connected to the EU-wide character of the number. They go beyond the national level for a number of reasons. In the first place because of the arguments behind the creation of a single European number: it is considered to be a practical tool to support victims in their needs *covering all EU Member States*, whereby the single free phone numbers and the services they provide should be *the same* in all the Member States (ToR, Tender No.JLS//2008/D2/004, Feasibility and assessment study on a European hotline for victims of trafficking in human beings, p. 1).

Secondly, because of the interdependency of the 116 numbers as a 'common brand': the functioning of the number in one Member State will affect the 'name' or 'image' of the 116 number in the other Member States. Whilst this is generally true, this is even stronger so in the case of trafficked persons as a target group, as many of them will not stay in one country but cross borders between various EU Member States - which in fact is one of the reasons to create the number. This means that a victim of country X will not call the 116 number in country Y, if the number cannot be trusted or if it has a bad reputation in her or his country.

The fact that once organisations have a common 116-number they share a common 'brand' requires much trust among the organisations involved as they can potentially damage each others credibility.

It also generates a number of conditions that supersede the national level. The most important conditions that respondents mention are the need for common minimum standards for the services provided and the need for some form of European cooperation and coordination.

6.3.1 Common minimum standards

Almost all respondents - no matter if they come from NGOs, police or ministries - mention common minimum standards with regard to the quality and type of services provided as an important condition if a single EU wide number were to be created. As one of the anti-trafficking NGOs states: *"It doesn't make any sense if all 116 helpline standards are not the same, then this number doesn't help victims or helpline providers. Then we should carry on with existing helplines"*.

"If you make such a helpline, there have to be the same standards EU-wide" (police officer)

At the same time, they are aware that situations differ in various countries - both in relation to the available level of services and in relation to the character and extent of the various forms of trafficking -, and that country specific solutions thus are needed. However, this does not take away the urgency with which it is felt that - for the helpline to be credible - trafficked persons should be offered the same minimum quality and level of services, no matter if they call the 116 number in country X or Y. The same goes for conditions like confidentiality and the standard of data protection. In addition some respondents from linked services refer to principles like a human rights approach, non-discrimination and a non-judgemental attitude and to compliance with the ethical standards of social work. Some respondents feel that the EU has an active role to play in setting such minimum standards.

6.3.2 EU cooperation and coordination

All respondents foresee the need for a more intensified cooperation and coordination on the European level. However, ideas about the shape such cooperation should take vary from the exchange of information on available services and service providers in the different Member States to a kind of 'crisis unit across borders', and from the development of a transnational network of (anti-trafficking) organisations running the 116 number to the establishment of a European coordination centre, which also maintains contacts with countries of origin. Most respondents agree that there should be a structured and organised European network and that, to the least, national 116 numbers should know what services other countries offer.

6.4 Conditions for decision making

Several respondents consider it too early to decide about the establishment of a single European number or feel that first a number of other steps need to be taken. Comments fall into two categories: the first group of respondents feels that more information is needed before a sensible decision can be taken; the second group feels that first the national infrastructures should be in place in all Member States before a single European number can become a useful instrument.

In particular respondents from ministries in a number of countries would like to first have more knowledge on what is needed to assist victims of trafficking for exploitation in industries other than the sex industry and an analysis of what services are already available in the 27 Member States and which are lacking, as well an analysis of the indicators used for trafficking in the different Member States. As one of them states: *"It seems useful to, as a first step, create a web map of what services are available in all 27 countries, clear and unified information per country, distinguished along useful, economic and needed. Thinking about how a helpline could complement the website could be the second step"*. They also would like to have a careful study of the costs, how the service would be staffed and at what times, and how it can be kept available in different languages.

Others point out that before embarking on a single European number, States should be willing to invest more in victim assistance & protection provisions and upgrade their national victim provisions and infrastructure.

6.5 Current situation

If looking at the current situation against the background of the conditions mentioned above,³⁹ from the perspective of interdependency, the issue of common minimum standards and the level of European organisation or coordination are the most interesting. Three questions will be looked at in particular:

- Anti-trafficking helplines: in how many EU Member States do (toll free) anti-trafficking helplines actually operate, what are their target groups, in what languages do they operate, what services do they offer, what are their opening hours and how are they funded?
- National infrastructures or referral systems: to what extent are national referral systems in place, which services are currently available for victims of trafficking and where are gaps?
- European organisation and coordination: are anti-trafficking helplines/ organisations organised on European level, e.g. with regard to coordination of services, transnational referrals or exchange of best practices.

In addition, the issue of political will is relevant. Do the various stakeholders in the Member States support the idea of a single 116 number?

6.5.1 Existing anti-trafficking helplines

Anti-trafficking helplines exist in 18 Member States.⁴⁰ In some states there is more than one helpline. Germany, for example, has (at least) 6 helplines, Bulgaria, Czech Republic, France, Slovakia, Spain and the UK have (at least) 2 helplines. In total data were received from 26 helplines in 15 countries which deal exclusively or partially with trafficked persons.

Some of these helplines (9) are part of a bigger organisation with a wider mandate, others focus exclusively on trafficking. Most are NGOs, a few are statutory or state agencies (2) or faith based organisations (3). In the majority of cases (20 out of 26) the helpline is a minor part of the work of the organisation. A quarter of the helplines has no special telephone counsellors of any other specialised staff.

Almost all helplines offer (telephone) counselling (23), organise emergency assistance and support (23) and make referrals to other service providers (22). Apart from the national language, 15 helplines always have an English speaker available, 6 offer English at particular times. Almost all

³⁹ See for a more detailed discussion of the existing situation Chapter 3: Current situation.

⁴⁰ In one Member State the primary target group of the helpline is other professionals.

helplines also have 1 or more other languages available, either always or only at certain times. Often there is the possibility to be called back in a certain language.

The majority of the helplines has a wide target group: trafficked persons (migrant & national), relatives and friends of possibly trafficked persons, prospective migrants, (undocumented) migrants in general, women and men (migrant & national) in situations of violence, abuse or exploitation, other service providers, the police, the general public. However, less than half of the helplines include trafficked men (migrant & national), a bit more than half of the helplines also includes children (migrant & national).

However very few calls actually come are received from trafficked persons. Other calls came from friends and relatives of possibly trafficked persons, other service providers, the police or people considering migrating. In 2008, calls of trafficked persons count for about 4.4 % of the total nr of calls to the 5 helplines that provided more detailed figures on callers.⁴¹ The proportion of trafficked persons is low in general, but differs among the helplines. The low percentage of trafficked persons that actually calls a helpline is confirmed by the by the experiences of the two anti-trafficking helplines that were set up during the soccer games in Germany in 2005. The evaluation showed that trafficked persons only accounted for a very low share of the calls. Most calls related to other topics regarding violence against women. Many people called because of domestic violence, others because of general emergency situations (Kavemann, Kretschmann & Rabe 2006). The missing children 116-helplines report similar experiences (see Chapter 3: Current situation).

All helplines pay extensive attention to promotion campaigns: by advertising their number on TV, radio, the internet, newspapers, popular magazines and in public places as well as by distributing leaflets in schools, universities, public transport, public buildings, brothels and on the streets. There is, however, no evaluation if the campaigns actually reach the target groups.

Of the 26 helplines 6 are toll free, 20 are not. A number of helplines give financial motives for not being toll free, but a large majority gives (also) other reasons. Reasons are, for example, that the helpline is just a small part of their work, is their regular office phone, is mainly targeting professionals, or that this is the only way that allows them to receive calls from any location in the country. A reason that is mentioned by several helplines is that a toll free line would encourage hoax or joke calls. A few helplines have negotiated special rates with their telecom provider.

Ten of the 26 helplines are opened 24/7, the other helplines operate only during office hours on weekdays or during specific days or hours.

In 12 cases the helpline receives structural funding from the government, in combination with funding from private donors and/or other national and international donors. The other helplines do not receive government funding, but are financed by various national and international donors. Sixteen helplines are mentioned in the national Plan of Action, the others reported not to be mentioned (8) or report that there does not exist a national Plan of Action (2). More than half are member of a national anti-trafficking platform (15).

6.5.2 National referral systems

From the 26 helplines that completed the questionnaire, the great majority (19) is part of an informal or formal referral system. In 4 cases there does not exist a formal or informal referral system. Most referral systems offer services for victims of trafficking for exploitation in the sex industry as well as in other industries/workplaces.

From the 14 managers of anti-trafficking helplines, in 14 different countries, who were interviewed 5 state that there is a sufficient infrastructure in their country. Several mention that there is a sufficient infrastructure for women and girls, but not for men and boys. Others mention that, although there is a sufficient infrastructure, coordination and interconnectedness is lacking. Moreover several gaps in services are mentioned, including lack of shelters and of medical, psychological, social and legal aid.

⁴¹ In total 10 helplines provided detailed information on calls, but as some did not report fully, the information from 5 helplines could not be included in the comparison.

6.5.3 European organisation and coordination

Although most helplines make transnational referrals there is no European coordination or organisation of services. Referrals are to a great extent dependent on personal contacts and knowledge. The various anti-trafficking organisations meet on a regular basis during national, European and international conferences or other events, exchange experiences and work together in various projects, but there is no (formal) European organisation that can speak for the (majority of) European anti-trafficking NGOs and, for example, works on the development of common minimum standards or a European wide network of assistance services.

6.5.4 Political support

The interviews and questionnaires show a mixed picture as to the political support by the various stakeholders for a single 116 number. A majority of the interview respondents from ministries see possible benefits (See Chapter 5), but also great obstacles and risks (see Chapter 9). Some are very critical in terms of cost-effectiveness and fragmentation of services, others are quite clear that they would prefer a helpline for trafficked persons to be integrated in a more general helpline, e.g. on violence against women (see Chapter 8: organisation of a 116 helpline). A similar picture is presented in the interviews with the police. Among the anti-trafficking NGOs which completed the questionnaire opinions differ as well: a bit less than 50% is positive, 20% is against and 30% has not (yet) an opinion. About one third of the respondents advocate integration in a more general helpline: for victims of violence, migrants, victims of crime, women in general or people in crisis situations. A bit more than half votes for a specialised helpline on trafficking.

6.6 Summary & conclusions

According to the view of respondents, the four major conditions a helpline should meet are confidentiality, professional and qualified operators, a solid referral system and multi-lingual services. The majority is of the opinion that the helpline should operate 24/7, but this could also be developed in the long run. Most respondents are of the opinion that the helpline should be toll free, but a significant number has serious doubts, in particular with an eye to the expected increase of crank, abusive or silent calls. The three major conditions for the creation and operation of a 116-helpline are, according to respondents, sustainable funding, political support and effective marketing of the number. In addition respondents consider the development of common minimum standards crucial, as well as cooperation and coordination at the EU level. This is intensified by the fact that once a 116-number is established all 116-helplines share a common "brand", which means that the functioning of a 116-line in one country can affect the credibility of the 116-line in other countries. Whereas this is true for all 116-lines, it is particularly critical for a 116-helpline for trafficked persons with a view to the cross border mobility of the target group.

When contrasting the advisable situation with the current situation, the available data generate a number of significant observations. In the first place, in 9 member states no anti trafficking helpline currently exists, whereas in one of the member states the main target group of the existing helpline consists of other professionals. Less than half of the existing helplines include trafficked men (migrant and national) in their target group, a bit more than half of the helplines also include children (migrant and national).

All helplines that completed a questionnaire meet the condition of confidentiality. However, for most organisations the helpline is only a minor part of their work. A quarter of the existing helplines does not have specific telephone counsellors or other specialised staff. Only 5 of the 14 respondents from existing helplines in 14 different EU Member States are of the opinion that there is a sufficient infrastructure for trafficked persons in their country. According to the respondents to the questionnaires, in 14 member states a sufficient infrastructure for providing services to trafficked persons is present, as well as a (more or less functioning) national referral system. However, a sufficient infrastructure for trafficked men is largely missing in most member states. The majority of helplines provide one or more other languages, next to the national language, though these might not always be available. In 7 member states the helpline(s) provide 2 or more foreign languages on a structural basis (always available).

The majority of the current helplines works on a limited budget & has no structural funding. Most of the existing helplines are not toll free and do not operate 24/7: a toll free anti-trafficking helpline operates in 6 Member States; in 8 member states there is a helpline that operates 24/7.

Political support is mixed. The most frequent attitude is 'positive about the idea and potentials of an EU-wide single number, but dependent on the fulfilment of a set of conditions'. In a

considerable number of Member States, however, there seems to be a lack of political support for a 116-number: in 9 member states respondents are either explicitly negative (3) or undecided (6) about the need for a 116 number. Significantly, staff members of anti-trafficking helplines are generally quite critical. All existing helplines invest significant resources in promoting the number. However, the number of trafficked persons that actually calls the existing helplines is very small: In 2008, calls of trafficked persons count for about 4.4 % of the total nr of calls to the 5 helplines that provided more detailed figures on callers.⁴² The proportion of trafficked persons is low in general, but differs among the helplines. There appear not to be existing common minimum standards as to the level and quality of services provided, nor is there an EU wide organisation of anti-trafficking helplines or NGOs.

Finally, based on the questionnaires, in only 7 member states one or more anti- trafficking helplines/organisations are interested in running a 116 helpline. The majority of existing helplines feel they are not prepared to run a 116-helpline. Capacity and lack of structural funding are important reasons. The interviews with anti trafficking helplines give a slightly more positive picture: respondents from 11 Member States indicate that their organisation or another organisation in their country would qualify to run a 116-helpline, though this would need a lot of changes, e.g. in terms of available languages and funding. In 2 member states respondents indicate the police as the preferable organisation because they are state-funded on a regular basis.

⁴² In total 10 helplines provided detailed information on calls, but as some did not report fully, the information from 5 helplines could not be included in the comparison.

CHAPTER 7 ORGANISATION OF A 116 HELPLINE

This chapter examines how an EU-wide single 116 number on anti-trafficking should be organised, who it should aim at and what it should offer. It describes the conditions as put forward by the various groups of respondents and compares the recommended situation with the current situation in order to conclude on the feasibility of a 116 helpline. The information in this chapter is based on the interviews with anti-trafficking helplines/NGOs, linked services, ministries and the police, as well as the responses to the questionnaires by anti-trafficking helplines/NGOs.

7.1 Who should run an EU-wide 116 helpline?

7.1.1 Non governmental organisations

According to the responses to the questionnaire, in the opinion of the majority of those currently running anti-trafficking a 116 anti-trafficking helpline should be operated by a NGO (20 out of 26 respondents⁴³). Some (6) voted for an IGO (e.g. IOM, UNICEF or OSCE), 4 regarded a state agency other than the police as a possibility.

This view is generally supported by the outcomes of the interviews. The included interviews with helpline staff as well as linked services and other stakeholders, like ministries or the police. Most interviewees, regardless their background, favour a NGO to run a 116 helpline. Respondents do not necessarily prefer a 'NGO', but rather consider a number of requirements vital for potential clients that - from the respondent's perspective - only a NGO can provide, such as independency and confidentiality. The NGOs that participated in the 116 Platform meeting⁴⁴, however, acknowledge "that it is difficult to guarantee that a NGO offering helpline services has the right approach, and will get sufficient support and funding to do so".

In particular the following arguments were given in favour of NGOs running any anti trafficking helpline: firstly the organisation that runs a 116 helpline must be able to work independently. Secondly it must be able to guarantee confidentiality and anonymity to callers: "it should be safe to call". These issues are judged as the most important conditions for trafficked persons to call. Trafficked persons must feel assured that they can stay anonymous as a person and that their data will be treated with confidentiality (see also 6.1.1). If this is not guaranteed trafficked persons are not expected to call a helpline. This argument is particularly linked to the situation of undocumented migrants, who are expected not to report cases of exploitation and trafficking if there is any risk that their data are registered by police and other governmental organisations. Not only should the organisation be independent on an organisational level - as stated by the respondents -, the organisation should also prevent from being regarded as too close with the government. Only a clear distance from governmental organisations will ensure trafficked or exploited persons to use the offered helpline services.

An example is given in the interview with the International Trade Union Confederation (ITUC). The UK's TUC (Trade Union Congress = trade union centre) offers services in Polish and Portuguese for migrant workers from these two countries, including telephone numbers that lead to someone who speaks the relevant language in the TUC office. In the case of Poland, however, problems have been encountered because the British TUC's Polish partner is Solidarity, a trade union closely identified with the Polish government. It appears that many Polish workers in the UK are reticent about using the TUC's services in Polish because of their link with Solidarity, all due to Solidarity's image as being close to the Polish government. (Interview ITUC)

For various reasons the police is explicitly considered as not being suitable to run an anti trafficking helpline by the majority of the respondents⁴⁵. Respondents believe that the police can not provide anonymity and is obliged to take legal action, while also being in charge of deportation. This will generally impede trafficked persons and those vulnerable to trafficking, to call. In particular it is expected to deter undocumented migrants who have committed or think they have committed a

⁴³ Respondents that completed questionnaire 1, which targeted anti trafficking helplines.

⁴⁴ This meeting took place on 27 April 2009 in Brussels.

⁴⁵ It should be noted that a majority of the respondent is representing a NGO.

crime (for example because they have been involved in prostitution which is illegal in a number of countries) from using a helpline. Members of the police argue: *"It is easier to call a sort of 'neutral' number instead of the police to ask for information, help or to provide information. Callers may feel more confident and at ease instead of calling us."*; *"If you call the police number, you must give your personal details: your name, your telephone number, the place you call from, etc. An anonymous call is treated differently from the police officers."* And: *"Because as a policeman I have to do something, I cannot promise secrecy."*

A respondent working at an anti-trafficking NGO describes it as follows: *"If you put the police behind it no one will call, particularly if they are undocumented migrants as they will be thinking of the risk of deportation."*

7.1.2 Other options

Only few respondents - in particular respondents from ministries and the police - consider other organisations than NGOs suitable for running a 116 helpline. They propose different models like, for example, a non-governmental structure operating the helpline under the authority of law enforcement, a collaboration of state and non state actors which apply jointly for running the helpline or a 116 helpline exclusively run by a state actor.

An important argument for such models is the requirement of sustainable funding. The respondents concerned argue that governmental involvement would ensure solid funding. A respondent of a ministry describes it as following: *"A helpline should have permanent and adequate core funding, instead of being funded by projects that sooner or later come to an end resulting in haphazard and irregular operation."*

The second major argument in favour of the involvement of state agencies is the need for a helpline operator to cooperate closely with law enforcement agencies: participation of state agencies ensures such collaboration. However, respondents who are in favour of state agencies operating a 116 helpline vote explicitly against the police as a suitable operator. Only one respondent considers the police appropriate as "they are already operating emergency lines (112) in the country".

A representative of Europol phrases it as follows: *"I do not know who should run such line. I think the best would be a governmental organisation with cooperation of NGOs. I do believe it is the responsibility of the government to protect the victims of trafficking in human beings. Possibly the line could be run by the police, however I do not think Europol should run the line. Europol supports the Member States in fighting organised crime, including prevention, but the core mandate of Europol is not assistance to victims"*.

7.1.3 Selection criteria

Interviewees who vote for a non governmental organisation mention a number of criteria which have to be fulfilled by any organisation that would run a 116 anti-trafficking helpline. These criteria relate to professional ethics, infrastructure, services offered and staff.

From the perspective of the respondents the following criteria are considered to be crucial:

- The organisation has to provide a non judgemental / non discriminatory response to clients. In this context a religious or a certain ideological approach to potential victims is considered to be inappropriate. Some respondents explicitly state that an adequate response to prostitution and illegality is required. For them, the point of reference has to be human rights.
- The organisation has to be embedded in an infrastructure. This should cover:
 - A national coordination mechanism of the 116 helpline(s)
 - A working and proven referral system which covers all relevant services and in which the specific tasks and limitations of the different stakeholders are mutually accepted
 - Regular international meetings amongst the operators of the help lines in the respective countries in order to get to know one another and to share a 'common language' and tools
 - Contacts with countries of origin in order to coordinate referral with them.
- The organisation must relate to the broad definition of trafficking in human beings including trafficking in women, men and children.

- In terms of personnel and finance, the organisation must be capable of providing:
 - staff who has specific experience in anti-trafficking work, is professionally educated, trained on gender and multicultural issues, and undergoes regular training
 - telephone crisis intervention
 - a pool of languages and interpreters, which is readily at hand

7.2 Which target groups should a 116 helpline address & which services should it offer?

The following section looks into the question what target groups a 116 helpline should address.

7.2.1 Target groups and functions of a 116 helpline

Respondents see a number of potential target groups and related functions for an EU-wide 116-helpline. Some credit several functions to such a helpline, others focus on one. For most of the respondents victim support and protection is on the foreground: the most important function is seen in providing (emergency) aid to trafficked persons. However, also other functions are mentioned, such as (legal) advice to prospective migrants or other professionals. According the participants of the NGO 116 platform meeting⁴⁶, helplines on trafficking in human beings “*should also provide information on save migration and fair work (working conditions)*”

The most common target groups and functions mentioned, both in the interviews and the questionnaires, are:

Trafficked persons as the primary group

- Direct help for trafficked persons, in particular the provision of emergency aid.

Being able to provide immediate help in a situation of emergency to trafficked persons as soon as they are able to make a call is seen as a major issue by quite a number of respondents. This implies that certain conditions need to be fulfilled, such as 24/7 availability, direct access under all circumstances, several languages at the telephone, telephone consultants who are trained in trauma work and emergency situations and a functioning referral system, including shelters.

- Pre-migration information and advice to prospective migrants.

The helpline should offer advice to persons who consider going abroad for work or marriage. Experts at the telephone can provide information on workers’ and migrants’ rights, and provide telephone numbers or addresses that can be contacted in case of emergency. Preferably the number for pre migration advice and emergency aid should be the same.

Third parties as a secondary group

- Requests by relatives and friends: An EU-wide well known number is seen as an optimal contact possibility for relatives and friends who are searching for missing family members or suspect a family member or friend has become trafficked.
- Advice, information and referrals for other professionals: The helpline might function as a source of information and referrals for other professionals working with trafficked persons or, more general, in the field of trafficking.
- Reporting tool for citizens: Some of the respondents mention that the helpline might serve as a reporting tool for citizens who suspect a person being trafficked or who are witness of other suspicious situations.
- Information to the general public.

The results of the interviews are supported and specified by the outcomes of the questionnaires completed by anti-trafficking helplines. They were asked about:

- target groups a 116 helpline should aim at
- services a 116 helpline should provide at the minimum
- rating the importance of certain standards for a 116 helpline on trafficking

⁴⁶ This meeting took place in Brussels, Belgium on 27th of April 2009

The possible answers were pre-given in the questionnaire. Approximately half of the respondents are of the opinion, that a 116 helpline should address a broad target group: trafficked persons (migrant and national), relatives and friends of possibly trafficked persons, prospective migrants, (undocumented) migrants in general, women and men (migrant and national) in situations of violence, abuse or exploitation.

The vast majority of the respondents state that a 116 helpline should directly address victims of trafficking regardless of whether they are women, men, children, nationals or migrants. No difference was made between trafficking for exploitation in the sex industry and exploitation in other industries. The same importance was seen with regard to people closely connected to trafficked persons, like friends and relatives.

Approximately half to three quarter of the respondents want the helpline to address people who are in the situation of violence, abuse or exploitation.

The more general the possible answers were phrased, the less respondents considered them to be a target group of a 116 helpline. Less than half of the respondents, for example, voted for undocumented migrants or migrants in general to be a target group.

Generally the results show two tendencies. Firstly, females and migrants are more often voted for being a target group compared to men and nationals. For example, 18 out of 26 respondents are of the opinion that women who consider migrating for working abroad should be a target group of the 116 helpline; 14 persons think so in respect to male migrants in the same situation. 16 respondents mention male migrants who are in the situation of violence, abuse or exploitation as target group; 12 think so with respect to male nationals in the same situation.

Target groups of a 116 helpline Questionnaire, N=26	Total
migrant trafficked women	25
trafficked women nationals	24
persons trafficked for exploitation in the sex industry	23
persons trafficked for exploitation in other industries/workplaces	23
relatives or friends of trafficked persons or persons who might have been trafficked	23
migrant trafficked children (persons under 18 years)	22
trafficked child nationals (persons under 18 years)	21
migrant trafficked men	21
trafficked male nationals	20
female migrants who are in a situation of violence, abuse or exploitation	20
migrant children who are in a situation of violence, abuse or exploitation	19
women who consider migrating for word abroad	18
young people (under 18) who consider migrating abroad for work	18
male migrants who are in a situation of violence, abuse or exploitation	16
Women nationals who are in a situation of violence, abuse or exploitation	16
men who consider migrating abroad for work	14
undocumented migrants	15
child nationals who are in a situation of violence, abuse or exploitation	13
male nationals who are in a situation of violence, abuse or exploitation	12
(im)migrants in general	10
other service providers	17
police	20
the general public	22

The vast majority of the respondents are of the opinion that a 116 helpline must provide services for trafficked persons. This includes telephone counselling as well as organisation of (emergency) assistance and support, including referral to other services. Two third of the helplines consider information and counselling for family members and /or friends of trafficked persons a minimum standard for a 116 helpline. Less than half of the respondents think that services provided for nationals who consider going abroad for work should be a minimum standard. The NGOs represented in the 116 platform, mention crisis intervention & support services; referral to cultural mediators/translators, legal support, including support to claim compensation, social, medical care, psycho-social care, education and vocational training as well as possibilities to obtain basic financial support, technical support, e.g. to get in contact with families.

Services which a 116 helpline should provide at the minimum Questionnaire, N=28	total	%
information and telephone counselling for trafficked persons organisation of (emergency) assistance and support for trafficked persons	25	89%
referral to other assistance and support services for trafficked persons	25	89%
information and counselling for family members and/or friends of trafficked persons or persons who might be trafficked	18	64%
information and (telephone) counselling for other service providers who work with trafficked persons or persons who might be trafficked	18	64%
information and (telephone) counselling to nationals who consider going abroad for work	12	43%

7.2.2 Opening times

Almost 70% of the respondents to the questionnaire for anti-trafficking helplines are of the opinion that a 116 helpline should offer services during 24 hours, 7 days a week. However, most of them consider this a standard that is not necessary met in the beginning, but can be developed in the long run (see also 6.1.5). Furthermore, the NGOs represented at the 116 Platform acknowledge that a decision on operation times should be based on actual (national) needs.

About half of the interview respondents, regardless whether they work at helplines or linked services, note that a 116 number should be toll free for the caller.

7.3 How should a 116 helpline be organized?

Respondents of the questionnaires and interviewees proposed several potential models for a 116 helpline; some of these are already implemented in single countries and were used as examples of good practice. Generally, the proposals reflected the existing anti-trafficking structures in the respective countries. The following aspects were raised:

- the level a 116 helpline is operating on: European, national or local level
- the task division between the various operating levels
- technical telecommunications aspects: possibilities for ‘redirecting’ or ‘rerouting’ calls from landlines and mobile phones; costs of rerouting calls from landlines and mobile phones within countries and across borders
- the relation between the existing anti-trafficking infrastructure (counselling centres etc.) and a 116 helpline

7.3.1 Operating on national level

One model is a 116 helpline operating on the national level. This could be in the form of a 24 hour call centre to be operated by professional support workers with expertise in trafficking. The helpline can provide information, telephone counselling and crisis intervention. In case shelter or

another emergency service is needed, the operator should be able to arrange this through local partners across the respective country.

7.3.2 Operating on national and local level

A second model is a national 116 helpline with local focal points. The central helpline could serve as a ‘clearing house’ which makes a needs assessment and provides the caller with basic information about trafficked peoples’ rights and services available. If needed the central helpline can reroute the caller to a specialised anti-trafficking agency on local level in the neighbourhood of the caller. This means the caller has to make only one phone call.

Example from Italy:

This model is implemented in Italy. It is called the Numero Verde contro la tratta. The Numero Verde is composed of a single central headquarter runned by trained operators, which functions as a filter for the calls, and territorial branches located in 14 different regional or interregional areas throughout Italy. The personnel at the headquarter make the first needs assessment and then redirect the call to the nearest local focal point to the place where the caller is or lives. In most cases, the territorial branches of the Numero Verde are managed by the same NGOs and public institutions that are responsible for the implementation of projects funded within the so called ‘Art. 18 Programme’.⁴⁷

7.3.3 Operating on local level with a switchboard on national level

This model is based on a central switchboard which automatically redirects calls to the focal point closest to the caller’s location. Focal points are specialised anti-trafficking support units. The 112 emergency number functions like this. Wherever callers are dialling the 112 they reach a police unit in the region they stay in.

Example from Belgium:

In Belgium two national helplines are in the process of applying together for running the 116 child helpline. The national regulator set as an extra criterion that the helpline should be shared by two organisations in two languages, one in Flemish and one in French. The idea is to have a national switchboard and depending on the language the child chooses it is connected to either the Flemish or the French speaking helpline. The procedure is still going on, but it is expected that the two big national helplines will get the assignment.

7.3.4 Coordination and cooperation on European level

Another aspect mentioned by respondents refers to the need for coordination and cooperation between national 116 helplines on the European level. Respondents mention a range of potential benefits of a 116-number that clearly require such cooperation: harmonisation of services, the development of common quality standards, improvement of cross border referral mechanisms, joint EU wide information and awareness raising campaigns, European data collection (see Chapter 5). Some even envisage the development of an international service and coordination centre.

The need for European (and/or international) cooperation is underlined in the interviews with Missing Children Europe (MCE) and Child Helpline International (CHI).

CHI was formed in 2003 as a foundation to Dutch law. They are a membership based organisation. Currently they have 47 member organisations all over the world, of which a major part in Europe. In some countries they have more than one member. They have a number of criteria an

⁴⁷ Art. 18 of the Italian legislative decree no. 286/98 (i.e. Immigration law) sets provisions for the issue of a residence permit for humanitarian reasons to foreign citizens who are found in a “situation of abuse or severe exploitation” or have “seen to be endangered as a consequence of attempts to escape from the conditioning of a criminal organisation which engages in one of the afore-cited offences, or as a consequence of statements made during preliminary investigations or in the course of court proceedings”. The same article provides for the funding and implementation of the so-called Social Assistance and Integration Programme for trafficked persons.

organisation should meet in order to become a member, a.o. that their calls have to come from children.

MCE currently has 23 member organisations from 16 European countries. Almost all organisations operating the 116 number are member organisations of MCE. Others attend MCE meetings and cooperate closely with MCE. The organisation has set criteria to select operators to run the 116 helpline under their umbrella organisation.

As umbrella organisations MCE and CHI aim at ensuring certain quality standards that all their member organisations have to meet. On the basis of their experience they strongly recommend to develop (common) criteria for potential operators of a 116-helpline for trafficked persons and a clear definition of which and how services are to be offered, as well as written protocols to define content and limit of the cooperation with the police. Although it is the national regulatory agency (NRA) that decides about the assignment of the number to a specific national organisation, such criteria can support the national procedures and help national anti trafficking organisations to advocate for minimum standards that any potential organisation willing to run the 116-number should meet.

When CHI submitted its proposal for a 116 number for child helplines, it had already developed certain quality standards for child helplines and included these criteria - based on their own membership criteria - in their application, thus stipulating the criteria which national organisations applying to run the number should fulfil in the proposal itself. The adoption of the proposal included the adoption of the criteria set out in it. This means that the national regulator has to assign the 116 number to an organisation that meets these criteria. Recently they lobbied with the European Commission to issue guidelines for national regulators to assist them in the decision making process for assigning the number. In addition they support their members in trying to be granted the assignment by sending a letter of support to the national regulator and develop marketing strategies for their members.

7.4 Technical & financial limitations

Many respondents assume a 116 number to be free of charge for all callers, including from mobile phones. Additionally they envisage opportunities such as the transnational referral of calls or transnational conference calls. However, in this context certain technical limitations and costs have to be taken into consideration (for detailed information see chapter 4). The following issues were raised:

- The 'free of charge to caller' concept: Experiences from 116 child helplines and anti-trafficking helplines show that it is nearly impossible to offer a truly 'free to caller' service, as a lot of callers use mobile phones in stead of landlines. Particularly calls from non-national mobile phones entail (high) roaming costs. Costs are dealt with differently, depending on the existing interconnection agreements between national telecom operators and 116-services. In some countries 116 lines accept calls from national mobile phones but not from foreign. In other countries the 116 numbers only accept calls from landlines (see 3.4.1). Some advertise a free to caller phone number but have to charge roaming costs to mobile phone callers and have to warn such callers immediately. CHI and MCE consider the issue of roaming costs an unsolved problem.
- Additional costs for additional services: Transferring calls from the 116 line in one country to the 116 line in another country is technically possible, but carries extra costs. The same goes for conference calls between two or more 116 numbers and a caller.

Moreover, it should be kept in mind that calling a 116 number in another Member State is not possible: 116 numbers are designed to be used within one Member State; it is not possible for a caller in country A to call the 116 number in country B.

7.5 Linking the 116 helpline to existing anti-trafficking structure

The question of how to link a 116 helpline to existing anti-trafficking structure was both part of the questionnaire and one of the major issues dealt with in the interviews.

Experiences of the 116 Child Helplines show how important it is to build on existing structures in order to ensure quality of the services offered and to avoid needless competition. As a complicating factor, CHI notes that in some countries, governments have little trust in civil society. Instead of supporting the existing structures governments are starting their own helplines, even if there is a good functioning child helpline. Chances are very small in that case that the existing helpline will get the number. This is actually happening in some countries at the moment. In one country, for example, there is a good child helpline, which had been supported by UNICEF till 2008. By that time they had secured funding from the state for the coming years. However, when the 116 number came up, the state child protection agency started its own helpline and it is unclear now if the organisation that ran the helpline in the first place will keep its funding. (Interview with Thomas Müller, Child Helpline International)

Respondents strongly vote for building a 116 helpline on the existing infrastructure. This includes several scenarios:

- A national country wide anti-trafficking helpline already exists

Particularly respondents from countries in which anti-trafficking helplines function well and where nation wide systems are already set up, argue in favour of keeping the existing system. In case of a 116 helpline they see a need in developing cooperation with the other European 116 helplines: *"I would not change the Italian structure of the national anti-trafficking helpline. Instead some changes could be made in order to ameliorate the service and link it to the European counterparts."* In general organisations tend to avoid changing a functioning system.

Example from Austria:

In Austria the child helpline has a very well known 3 digits (148) toll free number. For them a new 6 digit number is only a disadvantage. So what they do is apply and then put it in a drawer if they get it. (Interview Child Helpline International)

- Local anti-trafficking helplines and anti-trafficking NGOs exist

In some countries smaller helplines or local anti-trafficking structures already exist. The vast majority is of the opinion that they *"must be cultivated and supported and should not be replaced by a harmonised helpline. The existing structures should be included, maybe by joining into a national helpline. Keep the existing number(s) and connect it to the helpline in some way."*

Rather than creating new 116 help lines, NGOs of the 116 Platform advocate *"to carefully look first at the existing services and standards"*. Further they stress that *"if a 116 hotline number is to be run, it should not replace existing numbers"*.

Respondents from anti-trafficking helplines mention different ways how to connect existing services with a 116 helpline. At any case a 116 helpline should refer callers to the existing service providers. Referral could be based, for example, on a *"link between a central unit and local structures that is provided through partnership agreement and a suitable working procedures framework which defines the role for each structure involved in the helpline"*. Within such framework the 116 helpline could function as a clearing house.

In addition some respondents propose the helpline should function as a coordinator of a network of linked service providers, including local helplines.

7.6 Separate or integrated?

Setting up an EU-wide 116 helpline raises the question whether it should be a separate, specialised line for trafficked persons solely or whether it should be integrated in a more general helpline, such as a helpline for migrants or for women, or a helpline against violence in general.

30% of the respondents of the questionnaire for anti-trafficking helplines argue for the integration of the 116 helpline into a more general hotline: for victims of violence against women (2), for migrants (2), for victims of crimes in general (1), for women in general (1), for people in all kind of crisis situations (2). 54% vote for a specialised helpline and 14% does not know.

These results are supported by the interviews. Regardless whether the respondents are anti-trafficking NGOs, members of linked services, the police or ministries, most of them argue for a separate 116 helpline, and only few favour an integrated model.

7.6.1 Separate 116 helpline for trafficked persons

Those respondents who are in favour of a specialised anti-trafficking 116 helpline focus on the uniqueness of trafficking. In their opinion the helpline has to be specialised in order to be able to provide a high quality of services in line with the needs of the clients. Additionally they note that dealing with trafficking requires special knowledge in different areas which are not necessarily relevant for other groups of victims. Apart from the counselling victims might need to be referred via the National Referral Mechanism. In some cases risk assessments have to be coordinated. A strong cooperation with law enforcement agencies nationally and internationally is needed. Also some respondents can not think of a helpline in which services for trafficked persons could be integrated. Integration in a helpline for women who are victims of violence would, for example, mean to leave out male victims of trafficking, whereas integration in a migrant's helpline might mean that internally trafficked persons are left out.

"The hotline must be visible for callers, workers and network partners nationally and internationally" (anti-trafficking NGO)

7.6.2 Integrated in a general helpline

Respondents who are in favour of an integrated 116 helpline argue that a helpline which addresses more general problems like violence, or a migrant's helpline might increase the number of identified victims and include also callers who would not identify themselves as trafficked. Secondly the integrated structure is thought to minimise cases where people are referred to a different line or turned down and then do not gather enough strength to take further steps.

Simultaneously the respondents stress the importance and the need of specialised training for the operators: *"It (integrating the anti-trafficking work in a general helpline) would require great training as well as increasing the level of awareness and knowledge around this issue, as most hotlines don't know about the issue and don't know how to identify the persons or how to refer them."*

7.7 Current situation contrasted with recommended situation 116 helplines

The following section compares the current situation of anti-trafficking helplines with respect to the organisation who should run it, funding, target groups, callers and opening times with the requirements which a 116 helpline should meet as mentioned by the various respondents. For more detailed information about the current situation see chapter 3.

7.7.1 Who runs and funds anti-trafficking helplines?

The majority of the respondents feel that a 116 helpline should be run by an NGO for reasons of independency. Moreover they stress the need for sustainable funding of a 116-helpline. Currently, 21 out of 26 respondents that operate an anti-trafficking helpline are non governmental organisations. Only 12 receive funding from the government on a structural basis. The others have to rely on national and/or international private funds and donors. Whereas the majority of the helplines is run by NGOs, the issue of sustainable funding obviously presents a major problem.

7.7.2 Who do anti-trafficking helplines target?

Although respondents differ in their opinion who exactly a 116 number should target, the vast majority agrees that trafficked people themselves should be the primary target group. The most important function of a 116-helpline is seen in providing (emergency) aid to trafficked persons, no matter in which industry they are exploited and regardless of whether they are women or men, nationals or migrants, adults or children.

In practice, many of the anti-trafficking helplines that responded have a wide target group, varying from trafficked persons and their relatives and friends, potential migrants, migrants in general and/or women and men (migrant and national) in situations of violence, abuse or exploitation, to other service providers, the police and the general public.

However, the majority of the existing anti-trafficking helplines only address women. Most of them include trafficked women exploited in the sex industry as well as in other industries, female migrants who are in a situation of violence, abuse or exploitation and friends and relatives of the women concerned. Most of them also address the police and the general public.

Less than half of the helplines include trafficked men as a target group for their services, a bit more than half of the helplines includes children (migrant and national). Only a few of the services offered address male nationals and children who are in a situation of violence, abuse or exploitation. These figures show a huge gap between whom, according to respondents, a 116 helpline should address and whom anti-trafficking helplines actually address.

7.7.3 Who calls anti-trafficking helplines?

In the first place it must be noted that very limited information was received on the actual callers of existing helplines. On the basis of the available information it must be concluded that only very few calls come from trafficked persons. In 2008, calls of trafficked persons counted for about 4.4 % of the total number of calls to the five helplines that provided more detailed figures on callers.⁴⁸ In general, the percentage of trafficked persons who call a helpline is very low, although there are slight differences per helpline. Also, some calls came from women who had other violence related problems. A second observation is that trafficked men or children are not or hardly reached. Moreover, helplines have to deal with a huge number of so called silent calls: calls in which the person does not speak. Finally, a major issue is abusive calls. This problem is also experienced by already operating 116 helplines, like the missing children helplines.

The figures show a huge gap between the envisaged primary target group of a 116 helpline, notably trafficked persons, and the number of trafficked persons who call the existing helplines. Trafficked persons only make up a very small percentage of the actual callers.

7.7.4 At what times can anti-trafficking helplines be called?

Most respondents feel that in the long run a 116-helpline for trafficked persons should be available 24 hours/ 7 days a week.

Currently, 13 out of 27 of the anti-trafficking helplines offer services from Monday to Friday, of which 11 are open to callers every day. Most of them are only accessible at the usual office hours of their respective country, 10 offer services 24 hours the day. The results also show that offering services 24 hours does not automatically mean 24 hours availability. Some of the anti-trafficking helplines use answering machine which means a caller does not always get a life person on the line. This means that there is still a long way to go for even the existing helplines to offer 24/7 availability.

7.7.5 How should a 116 helpline be organised?

Several models are mentioned: a national call centre which if needed refers to local services, a national 'clearing house' connected to local focal points, and a national switchboard which reroutes the call to the nearest service. The first two models already function in a number of countries.

7.7.6 How should they cooperate?

A large majority favours transnational/European cooperation among national 116 lines for a variety of aims. In practice such cooperation currently does not exist. Though anti trafficking NGOs and helplines meet on a regular basis during conferences or on specific topics,⁴⁹ and might, in some cases, implement joint projects, there is no formal European structure in which anti trafficking NGOs and helplines are organised and which can speak and act on behalf of its members.

7.7.6 Separate of integrated in general helplines?

Opinions differ on the question whether a 116 helpline should be specifically for trafficked persons or be integrated in a more general helpline. Currently all or almost all existing helplines which target trafficked persons are separate specialised helplines on trafficking.

7.8 Summary

⁴⁸ In total 10 helplines provided detailed information on calls, but as some did not report fully, the information from only 5 helplines could be included.

⁴⁹ An example is the ad hoc 116 Platform that consists of a number of anti trafficking NGOs running helplines and in which the developments around a possible 116 helpline are discussed.

A 116 EU wide helpline has to be run by an organisation which is formally and by reputation independent from the state and able to guarantee anonymity and confidentiality to the caller: the vast majority of the respondents is of the opinion that only a NGO can meet these criteria. The NGO running a 116 helpline has to fulfil a wide range of requirements with regard to professional ethics, infrastructure, services offered and staff. Most of the respondents do currently not meet these criteria. If respondents propose a government agency to run the helpline, this is predominantly for reasons of financial sustainability. Sustainable funding is a major problem for the majority of helplines: only 12 out of 26 of the responding helplines receive structural government funding. Only a small minority of the existing helplines operates 24/7.

The 116 helpline should aim at all trafficked persons, including women, men and children. In this regard a huge gap exists between whom a 116 helpline, according to respondents, should address and whom anti-trafficking helplines aim at currently. Men and children are hardly included and consequently hardly reached.

A 116 helpline should preferably be run as a specialised helpline. If it would be integrated in a more general helpline it would require specialised training. One major contradiction remains unclear and is not discussed. On the one hand the vast majority of anti-trafficking NGOs vote for a helpline that aims at trafficked persons and their social environment - which has huge implications for services, staff, languages etc. -, on the other hand trafficked persons do rarely call to existing helplines, as far as can be concluded from the available data.

The data quality on calls and callers is poor. Solid statements on numbers and type of callers are not possible. Assessment of experts is mainly based on estimation.

Respondents vote strongly for a system that integrates existing structures and builds upon them. The results show that among the EU member states anti-trafficking helplines and structures vary hugely. Against the background of this heterogeneity of grown structures and expertise it would not be advisable to impose one model or way how to organise a 116 helpline in every country. An example of a good practise is the process around the setting up of an national helpline on violence against women in Germany: In a first step the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) commissioned a feasibility study on a national helpline on violence against women. Based on the outcomes of the study they held a workshop with the relevant NGOs on how to set up a helpline like this and discussed questions like target groups, organisational models etc.

However it should be noted that much diversity at the national level might lead to obstacles for harmonizing services at the wider European level. Harmonisation of services is considered an important issue, as well as the development of minimum quality standards, transnational referral mechanisms, joint campaigns, etc. This requires cooperation and coordination among 116 helplines on a European level. An EU wide organisational structure in which anti trafficking NGOs and helplines cooperate currently does not exist.

CHAPTER 8 RISKS AND THREATS

Respondents to questionnaires and interviews reported that the introduction of a single EU-wide telephone line would entail a number of risks and oblige them to confront various threats, which they wanted taken into account.

Some are risks created not only by an EU-wide single number, but by creating a single telephone number at national level. These are considered first in each of the three sections below. Risks which relate directly to the creation of a single EU-wide 116 number are mentioned secondly in each of these three sections. The first section (8.1) considers risks for trafficked persons. The second (8.2) considers risks for organisations. The third (8.3) considers risks for the wider endeavour of creating a single telephone hotline or helpline. The fourth (8.4) draws some conclusions and suggests a way forward, taking the various risks into account.

Possible ways of minimising or managing the risk are suggested in each case in text contained in a box. Some of suggestions come from the authors and others from respondents.

8.1 Risks for trafficked persons

8.1.1 Risks linked to the creation of a single national telephone number

(a) A trafficked person calls asking for urgent help in a language that no-one answering understands. He or she expected an emergency response but none is forthcoming.

This risk is difficult to eradicate completely. It exists already with respect to various emergency service telephone numbers (e.g., calls to a 112 number requesting the intervention of the police) including current anti trafficking helplines. The risk can be reduced by monitoring the languages spoken by individuals who have recently been identified as 'trafficked' and ensuring that telephone operators can understand the most frequently used languages. Less urgent calls in foreign languages could be referred to interpreters (on call for this purpose) if the language in question can be identified. With an investment in information technology, it would also be possible to use voice recognition and identify the language spoken by a caller automatically - which would be worthwhile if calls in that language could be responded to by someone speaking the relevant language.

(b) Many people who have been trafficked do not perceive themselves to have been 'trafficked' and consequently do not call a service which advertises itself as being especially for 'trafficked persons'.

A possible implication is that a helpline should be designed to meet the needs of a wider group than just those who have been trafficked, although there was no agreement among respondents as to what this wider group should be. Several respondents comment that most people who are trafficked are migrants from other countries and perceive themselves primarily to be 'migrant workers', so the helpline could possibly offer services to migrants or migrant workers. One respondent was convinced that the abuse experienced by trafficked women was quite different to the abuse experienced by migrants, or trafficked male persons, and that a telephone line should be just for trafficked women (rather than anyone who has been trafficked). Publicity materials need not to focus on the terms 'trafficked' or 'trafficking', but could depict the circumstances in which someone is coerced into earning money for someone else.

(c) A trafficked person makes a call using someone else's mobile or landline phone. Details of the call, including the number called, are recorded so that the proprietor of the phone is aware of the call and s/he punishes the trafficked person who made the call. The same circumstances may arise if a trafficked person uses her/his own mobile phone and this is monitored by a trafficker. Evidently this risk exists already for any trafficked person who makes a telephone call seeking advice or assistance.

In the course of negotiations with telephone operators, organisations running a telephone line could possibly convince telephone operators that calls to their number must not appear on bills and or look for other possibilities that the number remains secret and untraceable, once called. It seems unlikely that they could be removed from a telephone's internal memory. Possibly best practises on

providers of anti trafficking helplines could be shared on how to avoid risks for callers. Otherwise, this might be a risk that callers would have to manage themselves.

(d) A trafficked person who is an undocumented migrant is detained by law enforcement officials as a result of making a call. Or Potential callers do not trust telephone services in countries other than their own enough to use them, or fear that police or immigration officials might monitor calls.

Organisations selected to run either a national telephone line for trafficked persons or a 116 number should not be ones which enforce government policy, meaning they are (and are perceived to be) neutral and independent. In the course of negotiations to set up a national hotline or helpline, a formal Memorandum (of Understanding) (MoU) could be signed between the organisation running the number and relevant law enforcement agencies, guaranteeing that they will not listen to calls or require the organisation to divulge details about callers. Currently there are anonymous lines to call to report crimes etc, but in order to get support provided these lines will not be sufficient and trafficked persons should be able to provide more details on their situation without any risks. Publicity and promotional materials about the single number can mention that calls are confidential and that police and immigration officials are not involved. Unfortunately they can not be referred back to an organisation in another country.

(e) Personal information shared during a phone call is recorded and shared inappropriately with others, violating a caller's right to privacy.

The organisation running the telephone line allocates each caller an anonymous reference number, so that personally identifying details are not shared inappropriately. Evidently some other organisations participating in a referral system to provide services to trafficked persons will require personal details about someone who is referred to them, meaning that the danger of personal information being leaked can be minimised but not eliminated entirely.

(f) The organisation operating a helpline is unable to deliver the service which is requested or needed, either because the service is temporarily unavailable (e.g., if the only shelter for trafficked women is already full) or because the infrastructure to assist trafficked persons has not yet been established in the country concerned, or for any other reason. At the moment services to trafficked persons which are available in some EU Member States are not available in others.

As stated by a representative of Europol, it is of *'upmost importance that the structure is there, when the number is being advertised; if the first telephone calls will fail to be followed up with adequate services, the line will loose credits. All the countries should have a structure, not necessary a full NRM, but the person answering the phone, should know exactly what to do and how to help the person and who to refer to; thus be able to provide help in a professional way and be able to answer all kind of request and scenario. Although the line can start at a smaller scale, e.g. a couple of countries, I believe the full services should be set up in a country, before the line is being advertised'*.

At the time a single national telephone number (or a 116 number) is agreed, a set of minimum standards should be agreed concerning the services which must be available, either directly from the organisation running the number or from other organisations working in the same referral system. For (partly) understandable reasons there is great diversity in the standards at present (e.g. some EU Member States perceive themselves to be countries of origin of trafficked persons, not countries of destination, and do not reckon to provide services suitable for a trafficked person who has just been withdrawn from the control of a trafficker).

(g) In countries where calls are routed to a regional rather than a national answering service, calls are routed to a regional service in a different region, which is not familiar with the specifics of the area where a caller is located.

Landlines calls can be routed to an appropriate regional focal point, either automatically or after making contact initially with a national service operating the single helpline or hotline number. It is more difficult (and more expensive for those paying for the calls) to find out where mobile phone users are located when making a call, but possible using 'caller location identification' devices. It

would be possible for one regional focal point to forward a call to another if it is deemed more appropriate.

8.1.2 Extra risks linked to an EU-wide 116 number

(a) Trafficked persons chose not to use the 116 number because of difficulties for mobile phone users to access the number.

Calls to the 116 number are free for callers using landlines, but not necessarily to callers using mobile phones registered in the country concerned, nor for mobile phones registered in a different country (who use 'roaming' facilities). It seems highly probable that trafficked persons would use mobile phones more frequently than landlines. In some countries mobile phone operators refuse to give mobile callers access to 116 numbers, while in others they will charge the caller.

If callers have to pay for their calls, but can still access the 116 line, they may nevertheless ring the number and not be deterred. However, if a would-be caller with no credit on her/his mobile phone was to complain publicly that this had prevented her/him seeking help; this might reduce the credibility of the 116 number. If the operator does not give a mobile phone caller access to a 116 number, callers will not be able to reach the 116 number. In such circumstances, it seems likely that the 116 number would lose credibility.

At national level, regulators have the power to oblige telephone service providers to give access to calls from mobile phones (i.e., this has to be negotiated at national level and cannot be stipulated by the European Commission). It might be possible for an organisation running the 116 number doing this, or for a network or federation representing all the national organisations to do so with particular mobile phone service providers across the EU.

(b) Trafficked persons do not trust the 116 number, as they suspect that, in their own country, police or immigration officials are involved in running the number.

(Again) Publicity and promotional materials about the single number can mention that calls are confidential and that police and immigration officials are not involved, if this is indeed the case. Adopting standard criteria throughout the EU concerning the organisation which runs a 116 number on trafficking could exclude police or immigration agencies from running the number. If the number is run by police/law enforcement this should be clear to the caller.

(c) A trafficked person hears about the 116 number in one country where the number is operational, or before travelling from outside the EU to an EU country, and tries calling it in another EU country where the number is not operational.

Publicity materials should specify in which countries the 116 number is currently operational and be modified whenever it becomes operational in a new country. Whenever publicity materials describe the 116 number as being available in the EU as a whole, they should specify the countries in which the 116 service for trafficked persons is not yet operational. Whenever appropriate, they could also mention the alternative hotline or helpline numbers available in countries where the 116 number is not operational.

8.2 Risks for organisations

8.2.1 Risks linked to the creation of a single national telephone number

(a) Substantial numbers of abusive or fraudulent callers.

Existing 116 numbers (e.g., Missing Children in Europe) report a significant number of abusive or fraudulent calls, including prank calls. In one country, Missing Children in Europe estimated that 31 per cent of calls were an abuse.⁵⁰ Some were intended specifically to prevent effective action being taken (to recover a missing child), i.e., sabotage calls. This also leads to financial costs for the organisation providing the helpline services, if running toll free services.

⁵⁰ Interview with Francis Herbert, Brussels, 28 April 2009.

Once the style or approach commonly used by abusive callers is recognised, these can be referred by the operator to a standard response or block.

(b) Traffickers or their associates use the number.

Traffickers or their associates could misuse a telephone on trafficking either to get information for their own, criminal purposes or to introduce misleading information about a particular individual. For example, they might call the number in order to find out what the police response procedures are to calls for help or to find out where a shelter or safe house for trafficked persons is located.

As part of their training, operators should be trained to avoid divulging confidential information which might help traffickers. This risk already exists with current anti trafficking helplines.

(c) Organisation has difficulties to respond to calls made in a range of languages.

See 8.1.1.a above

(d) It is difficult to assess whether a caller is genuinely a trafficked person or not.

It is known to be difficult to distinguish trafficked persons from others who express a need for help, so those responding to callers should assume callers are genuine unless it is clear they are not.

(e) Calls come principally from organisations rather than individuals in need of assistance.

There appears to be a need in some EU countries for a telephone helpline for organisations which provide services to trafficked persons to use, e.g., to check on progress in the referral of individuals whose cases have already been reported.

If a national referral system is already in place and functioning, it should be able to perform this function or be asked to make suitable arrangements to do so. While a 116 number could take on this role as well, it would be a rather different function to a hotline or helpline available to the public and possibly not appropriate for a 116 number. However there are currently anti trafficking helplines that in particular serve (provide consultation and advice to) professional groups, like social workers, judiciary and the law enforcement that are being in contact, or direct support trafficked persons.

(f) Services available to trafficked persons do not improve, despite substantial investments of time and resources in setting up a single national helpline or hotline number.

Some respondents (to questionnaires and interviews) expressed a concern that the creation of either a national single helpline or a 116 number would require them to divert resources into publicity, away from services currently available to trafficked persons.

In some EU countries there was a (strong) message that trafficked persons require access to services in the place where they are situated. This was interpreted by some to mean that the helpline they need to call should be situated at local, rather than national level, giving access to a local-level referral system. In countries such as Germany and Spain, some informants feared that introducing a single national number would add a layer of bureaucracy and thereby delay access to the services required.

The introduction of a single national number does not necessarily mean that local telephone helpline numbers cease to be used, just as the introduction of a 116 number does not mean that an existing national number has to be dropped. Italy currently operates a national telephone line which refers callers back to local level services.

(g) Relations between organisations providing services to trafficked persons deteriorate (instead of improving) as a result of arguments about responsibilities related to a single national number.

As discussions in most countries about a 116 telephone line for trafficked persons are in their infancy, a period of discussion (which should allow for disagreements as well as agreement) is required before agreement is likely to be reached on whether a 116 line should be established and which organisation should run the 116 service.⁵¹ The comments from questionnaire respondents currently running anti-trafficking helplines suggested that they were more in favour of providing a helpline for women than one that also caters for trafficked men, boys or girls, i.e., either a line with a focus on trafficked women or one for women victims of violence in general. Further, more than three quarters of the respondents want a specialised NGO to run such a helpline, but most of those currently doing so expressed the view that it would not be feasible for them to take on running a 116 number.

In countries where several organisations provide overlapping services (e.g., trade unions providing advice or assistance to migrant workers who have experienced force labour or other abuse), competition between organisations has made it difficult to harmonise the services or to agree a single referral system, yet alone to agree which organisation should coordinate a single national telephone number. While achieving consensus might be desirable, it may not be possible. In Belgium, for example, it took several years for organisations providing services to undocumented migrant workers to agree to a common response. Further, the process might provoke further divisions between organisations which ought to be working together in a single referral system.

Careful and sensitive management of discussions might avoid arguments, e.g., if an organisation that does not have an interest in running the single national number or in providing relevant services manages the discussions and is perceived to have enough legitimacy to do so. Further the relevant authorities should ensure that the selection of 116 helpline providers is conducted well according adequate criteria and in line with national referral mechanisms and agreements in place.

(h) It is expensive to run a dedicated telephone hotline or helpline and inadequate resources are available to promote it.

A pre-condition for setting up a national hotline or helpline for trafficked persons should be that sustainable funding is likely to be available. While this does not mean that funding is secure on an indefinite basis, it implies that funders make commitments for more than a few months and to cover more than just a portion of the costs.

Costs can be reduced if an operator is only available certain hours a day, e.g., the hours or times of the week when existing telephone helplines for trafficked persons report they already receive calls from trafficked persons. At other times an answering machine can be used (unless national regulators insist that the service should give access to an operator 24 hours a day and seven days a week).

Once a single national number is in operation, all the organisations to which trafficked persons might be referred for services can seek extra resources to publicise the number ensure that trafficked persons are aware of the number.

8.2.2 Extra risks linked to an EU-wide 116 number

(a) Organisations running a 116 number experience resource difficulties - with the result that their current services are reduced.

Organisations which want to run a 116 number would have to invest significant resources in setting up and running the number. They might be able to get some new resources to help them do so, but most were pessimistic (or realistic) about this possibility and feared that it would mean switching some of the resources they have away from the services they currently provide to trafficked persons. They worry that no sustainable funding will be available for a 116 number or that sustainable funding will require investing more than at present in publicity to attract the attention of donors, notably focusing on some outstanding successes in enabling trafficked persons to get access to protection, when such successes are not typical and may not occur).

⁵¹ Only one third of the respondents (to questionnaires) currently running anti-trafficking helplines were aware of any discussions in their country about a possible 116 line for trafficked persons.

The 116 number could be set up on the premise that the organisations running it ‘ring fence’ their existing services and do not invest existing resources in setting up the new service, but depend on getting new resources to do so. This in turn carries with it a risk that the 116 number might fail if insufficient new resources are available.

(b) Extra expenses are incurred in setting up and running a 116 number.

Before a 116 number is established, organisations which are interested in running such a number will have to dedicate resources to meeting with their colleagues from other EU countries (and possibly from countries outside the EU as well) and to setting up a formal or informal umbrella organisation or federation at EU level to coordinate future action. Respondents commented that the advantages of setting up a 116 number have to outweigh the extra costs involved. The most cynical ones commented that there would be more benefits for donors and politicians than for trafficked persons themselves.

Further, national 116 operators might incur significant extra costs by running a 116 number, compared to the costs of running a single national helpline number. While the costs incurred while paying for ‘free to caller’ calls from landlines might be no greater than those for a single national number, it seems likely that a 116 number would receive more calls from national or roaming mobile phones; costs that the organisation running a 116 number would have to meet. Similarly, they might have to pay the cost of making calls to other countries, e.g., forwarding a call from someone in their country to a 116 operator in another EU country or connecting with an organisation in a trafficked person’s home country outside the EU.

An EU-wide federation could urge the European Parliament to make money available to pay for some of the costs involved in setting up the 116 number, although there is no certainty that such resources would be forthcoming.

8.3 Risks for the project as a whole

8.3.1 Risks linked to the creation of a single national telephone number

(a) Trafficked persons do not call the number.

A lack of calls could be due to various reasons: that people who have been trafficked do not know about the service on offer; or that they do not believe it offers a useful service, or that they do not perceive themselves to be ‘victims of trafficking’ and do not realise that either a national helpline for trafficked persons or a 116 number is designed for them. There is a danger that significant resources could be dedicated to publicity campaigns about a hotline or helpline number without increasing the calls - if the reasons that trafficked people do not call the number is not because they are unaware of it.

At the same time, there is clearly a risk at present that trafficked persons do not know what number to call or, when various different telephone helplines advertise their services, trafficked persons are baffled and do not know which one would be safest to call or would give them the best response.

This appears to be a difficult risk to mitigate. The experience of existing services is that creating trust between a caller and the person who responds is important, and that this is easiest when the person who responds speaks the caller’s own language and/or is situated in her or his country of origin. The first appears feasible to arrange for callers who use some languages. The second is reported to be difficult to arrange, but feasible if the costs of forwarding a call can be met.

8.3.2 Extra risks linked to an EU-wide 116 number

(a) The organisations running 116 lines at national level find it very time-consuming or even impossible to agree among them how to run an EU-wide federation or user group.

Non-governmental organisations providing services to trafficked persons in the EU have diverse views about various issues on the topic of trafficking in human beings. While in theory difference of views on issues such as whether men who pay for sex should be criminalised and whether prostitution should be legalised should not prevent separate organisations cooperating in providing services to people who have been trafficked, they have meant that there is no unified lobby on the issue of human trafficking or on the need for a 116 number of trafficked persons.

The experience of existing 116 lines suggests strongly that national 116 operators require an EU-wide federation or similar umbrella organisation in order to communicate with the European Commission and other relevant European agencies and to negotiate with telephone service providers. Collective negotiations would be required to sort out how to manage certain calls concerning trafficked persons, e.g., forwarding calls from one country to another.

If a confederation or other umbrella organisation of suitable organisations aspiring to run a 116 service is formed soon, this would act as a signal that there is support for the proposed 116 line on trafficking and would enable the organisations concerned to combine their efforts. However, if such an umbrella organisation were to be established before agreement had been reached among a substantial number of current service providers that a 116 number would be helpful, its establishment might institutionalise further conflict between organisations in favour of a single 116 number and those which continue to consider that a single 116 number is not needed.

An alternative would be to adopt a stepped approach, in which a decision about a 116 number is postponed for several years to see if more hotlines or helplines are set up at national level in EU countries which do not at present have a single national number. In those EU countries where a single hotline or helpline number exists at national level, the organisations running the numbers should be encouraged to meet and exchange views on issues such as the minimum services which need to be made available to trafficked persons.

(b) National regulators select organisations with inadequate expertise to run the 116 number.

The European Commission can recommend criteria for national regulators to use when selecting an organisation to run a 116 helpline, but these criteria are not mandatory, so national regulators may choose to ignore them. This could result in so much diversity among the organisations running 116 numbers at national level that cooperation among them at EU level is made difficult. Further, it would mean that a police agency or NGO with no experience of providing services to trafficked persons is chosen to run the 116 number.

Nevertheless, national regulators may pay attention to criteria suggested by the European Commission and by organisations with relevant experience.

(c) Lack of political commitment to the proposed 116 number by the relevant government ministry or national authority.

At national level the ministry responsible for issues concerning human trafficking would be expected to take the lead and persuade other ministries to take appropriate action to set up this 116 number. If the relevant ministry lacks confidence in the organisation that applies to run the number, the ministry may drag its feet.

Organisations supporting the proposal for a 116 number on human trafficking should lobby officials in the relevant ministry to ensure they understand the aims of the 116 line and the criteria for selecting an appropriate organisation to run it.

(d) Inconsistency in standards between countries undermines the credibility of the 116 number (or it proves hard for organisations in different EU countries to agree common minimum standards).

The umbrella organisations administering existing 116 numbers consider that good 'quality' (of response to callers) is crucial, from the beginning of the process of applying for a 116 number to actually operating hotlines. Organisations which consider their current helplines provide a range of good quality services are worried that, by associating themselves through a 116 number with

organisations with different or lower services standards, they will lose credibility - and receive less calls.

Various suggestions have been made on the common or minimum standards that should be met by all organisations responsible for a 116 number on trafficking. If and when these are agreed, it will be important that an EU wide umbrella organisation or federation checks that they are observed and that national regulators pay heed to criticisms of the quality of services provided by an organisation running a 116 number.

8.4 Conclusions

Setting up a 116 line for trafficked persons or about human trafficking evidently carries with it some risks which should be taken into account in the 'SWOT' exercise in the next chapter. The risks for individuals who have been trafficked do not appear substantially different in the case of a 116 number, compared to a single national number. Some risks also exist in the current situation.

On the other hand, the challenges involved in setting up an EU-wide federation or other umbrella organisation which can support the national 116 lines on trafficking, work towards the establishment of common minimum standards and negotiate with telephone service providers on behalf of its members, appears to be a serious cause of worry to many existing organisations. While some may be worried about losing their control of their own helpline, the primary cause of concern are the potential costs of setting up an EU-wide organisation and of setting up and running a 116 line, along with the fact that paying for these expenses might detract from existing services provided to trafficked persons. In the most extreme cases, organisations feared that running a 116 line could force them into bankruptcy.

A strategy for dealing with some of these risks would be to proceed with a stepped approach (already mentioned in 8.3.2 (a) above). This would mean postponing a decision on whether to set up a 116 number on trafficking for several years in order to allow various preparatory steps to occur.

In the first place, it will be relevant to see if more single number hotlines or helplines are set up at national level in EU countries which do not at present have a single national telephone number for trafficked persons.

In those EU countries where a single hotline or helpline number already exists at national level, the organisations running the numbers should be encouraged to meet, compare their experiences and exchange views both on their experiences so far and on the need to establish an EU-wide network or federation of such organisations. This would be the most appropriate forum to conduct discussions about the minimum standards for telephone hotlines or helplines to respect regarding the services they make available to trafficked persons.

In view of the diversity of views about the most appropriate responses to cases of human trafficking, it would be helpful if individuals or an organisation could be chosen to act as convenor who have experience in managing negotiations and who are perceived by others to be independent and neutral.

CHAPTER 9 SWOT ANALYSIS

In this chapter, a so called SWOT analysis is made. A SWOT analysis can be used to evaluate the Strengths, Weaknesses, Opportunities and Threats involved in a project. In this case a SWOT analysis is used to identify the internal and external factors that are favourable and unfavourable to the creation of a 116 number for the support of trafficked persons.

Strengths and weaknesses refer to internal factors, opportunities and threats refer to external factors:

- “Strengths” are internal factors that are supportive to achieving the aim and that will help the project to be successful. This box describes the ‘internal’ conditions that are fulfilled in the current situation and on which the project can build.
- “Weaknesses” are internal factors that can be harmful to the project or stand in the way of achieving its aim. This box contains the ‘internal’ conditions that are not fulfilled at this moment and that need to be addressed and improved for the project to be successful.
- “Opportunities” are external factors that will help to achieve the objective. This box contains the opportunities and possible benefits that respondents attach to a 116-number and of which advantage can be taken.
- “Threats” are external factors that can affect the project negatively. This box contains the risks and threats that are identified by the respondents and that need to be taken in consideration and/or need a plan of action in order to counter them.

The SWOT analysis builds on the preceding chapters and in that respect can be read as a summary of the chapters 3 to 8 of the report. The information used for the SWOT analysis is based on the outcomes of both the questionnaires and the interviews.

Below the outcomes of the SWOT analysis are first presented in a table, followed by an explanation of the various factors identified in the four boxes. ‘MS’ is used as abbreviation for EU Member States, ‘AT’ as abbreviation for anti trafficking.

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ Helplines for trafficked persons already exist in a majority of MS ▪ The majority of existing helplines provide (access to) emergency assistance. Most also provide (access to) forms of long term assistance ▪ Half of the MS have a functioning referral system for (female) victims of trafficking ▪ The majority of helplines make transnational referrals, mostly to NGOs in other MS ▪ In 7 MS one or more organisations are interested in running a 116 helpline. ▪ Respondents in a majority of MS are 'mixed' positive or positive with reservations ('yes, if') about the establishment of a 116 helpline for trafficked persons ▪ Political support from the European Parliament 	<ul style="list-style-type: none"> ▪ Very few calls from trafficked persons and almost no calls from men and children ▪ In 10 MS no national AT helpline exists ▪ Most AT helplines are not toll free, have limited opening hours and provide for a limited number of languages on an incidental basis. ▪ Lack of involvement of telecom providers ▪ Lack of standardisation/ harmonisation of services ▪ Lack of services/infrastructure & referral systems for men and children ▪ Lack of sustainable funding of current helplines ▪ In 7 MS there is no organisation that is interested & qualified to run a 116 helpline ▪ Lack of political support in a considerable nr of MS ▪ Lack of organisation of AT helplines on EU level
Opportunities	Threats
<ul style="list-style-type: none"> ▪ Better access to (emergency) assistance for trafficked persons ▪ More & better services for trafficked persons ▪ Development of transnational referral systems ▪ Harmonisation/standardisation of services on EU level ▪ Improvement of national & EU cooperation among anti trafficking agencies ▪ Development of an EU wide network of AT helplines/organisations ▪ Joint information and awareness campaigns ▪ European data collection ▪ Technical possibilities (redirecting calls between countries, etc.) 	<ul style="list-style-type: none"> ▪ Trafficked persons make no use of the 116-helpline ▪ Failure to fulfil promises/provide trafficked persons with the help they need ▪ Inconsistency of services which undermines the general credibility of the 116 number ▪ Abusive, fraudulent or silent calls ▪ Negative impact on existing services and/or national cooperation ▪ Failure to secure sustainable funding/bankruptcy of organisations running a 116 number ▪ Lack of suitable organisations to run the 116 number ▪ Lack of political commitment of the relevant national authorities ▪ Failure to establish EU wide cooperation

9.1 Strengths

Existing anti trafficking helplines

In 17 member states⁵² one or more specific helplines for trafficked persons are in operation. Some of them function on national level, others on regional or local level. In one case the anti-trafficking helpline does not primarily target trafficked persons, but addresses professionals and organisations that provide services to trafficked persons as part of a national referral system.⁵³ In 10 member states the helpline makes part of the national Plan of Action.

A toll free anti-trafficking helpline operates in 6 member states. In 8 member states there is a helpline that operates 24/7.

The majority of the helplines provide English, next to the national language. Most helplines also provide one or more other languages, though these might not always be available. In 7 member states the helpline(s) provide 2 or more foreign languages on a structural basis (always available).

The majority of the helplines make transnational referrals, mostly to NGOs in other member states.

For most of the organisations that run an anti trafficking helpline, the helpline is a minor part of their work.

Services provided

In 14 member states the helpline(s) provides (access to) emergency assistance, including basic needs such as food and clothing, shelter, pocket money and counselling. Most also provide (access to) forms of long term assistance, such as support during criminal proceedings, counselling and negotiations with the family.

Infrastructure

In 14 member states a more or less sufficient infrastructure for providing services to trafficked persons, in particular women, is present, along with a more or less functioning national referral system. In 12 member states the anti trafficking helpline(s) make part of a formal or informal referral system.

Organisations interested & qualified to run a 116-helpline

In 7 member states one or more anti trafficking helplines/organisations are interested in running a 116 helpline.

Political support

To realise a 116-number, political support is an important factor: in a majority of member states respondents are predominantly positive or positive with reservations ('yes, if') about the establishment of a 116 helpline for trafficked persons, although a 'yes if' attitude clearly prevails and notable differences between the various groups of respondents exist (see for a more detailed discussion chapter 5 Potential benefits and opportunities).

Another important political factor is the support from the European Parliament, which in 2006 took the initiative to call for a 116-helpline for trafficked persons.

9.2 Weaknesses

Callers

A major weakness seems to be that only very few trafficked persons call to the existing helplines: In 2008, calls of trafficked persons count for about 4.4 % of the total nr of calls to the 5 helplines that

⁵² Austria, Belgium, Bulgaria, Czech Republic, Estonia, France, Germany, Greece, Italy, Latvia, Lithuania, Poland, Portugal, Romania, Slovakia, Spain, UK (based on the outcomes of the questionnaires and the interviews).

⁵³ Netherlands.

provided more detailed figures on callers.⁵⁴ The proportion of trafficked persons is low in general, but differs among the helplines.

However, it must be noted that the data base is poor. Only 11 of the 26 helplines that completed a questionnaire provided figures on the number and type of calls they receive. More research on this point would be needed.

Based on the available data men and children do not seem to be reached: the existing helplines receive hardly any calls from these two groups.

Lack of anti trafficking helplines & diversity among existing helplines

In 9 member states currently no anti trafficking helpline at all exists. Where anti trafficking helplines exist, there is a great diversity with regard to the costs for callers, the languages provided and opening hours:

- Most existing AT helplines are not toll free, mainly due to lack of funding
- Most existing AT helplines have limited opening hours
- Most existing AT helplines provide only for a limited number of languages on an incidental basis (only available on certain times/calling back in a certain language is possible)
- Most existing helplines report obstacles for callers to access their services, such as lack of money or language problems.

Most existing helplines report obstacles for callers to access their services, such as lack of money or language problems

Lack of involvement of telecom providers

Most existing AT helplines have no special arrangements with telecom providers. This points to a general lack of experience in negotiating with telecom providers and/or a general lack willingness from the side of telecom providers to act as donor for anti trafficking helplines.

Lack of (structural) funding: lack of organisations willing & able to run a 116 helpline

A major weakness is lack of sustainable funding. The majority of the current helplines works on a limited budget & has no structural funding. One helpline had to close because of lack of funding. Only in 7 countries there are one or more helplines that receive structural funding from the government. Consequently, the majority of the organisations that currently run a helpline do not see it feasible for them to take on running a 116-number. In 7 MS there is no organisation that is interested & qualified to run a 116 helpline. This is mainly due to lack of capacity in terms of staff and funding.

Lack of harmonisation of services

Great differences exist among member states as to the existing infrastructure and/or referral systems. In various member states respondents mention the lack of (national) coordination of services as a problem.

There is no standardisation or harmonisation of services among member states. EU wide minimum standards as to the level & quality of services to be provided by the helpline are missing.

Lack of services for men

Also the services available for trafficked persons vary greatly among member states. In particular services for trafficked men are generally lacking. For children this is more difficult to say as most of the helplines that completed a questionnaire only work with adults.

Lack of political support

In a considerable number of member states there seems to be a lack of political support for a 116-number: in 9 member states respondents are either explicitly negative (3) or undecided (6) about the need for a 116 number.

Lack of organisation on the level of the EU

Helplines are not organised on EU level. There is no EU wide cooperation among AT helplines and a structure for such cooperation is missing.

⁵⁴ In total 10 helplines provided detailed information on calls, but as some did not report fully, the information from 5 helplines could not be included in the comparison.

9.3 Opportunities

The majority of respondents view a 116 helpline in the first place as an opportunity to improve access to (emergency) assistance help for trafficked persons. Moreover, they expect a 116 helpline to spark other developments, such as an improvement of services available for trafficked persons, increased awareness on the issue, harmonisation of services on EU level, the development of transnational referral mechanisms, or the development of an EU wide network or organisation of anti trafficking agencies.

9.3.1 Direct opportunities and benefits for trafficked persons

Most respondents see a 116-number as an opportunity to facilitate access to (emergency) assistance services as well as to information on their rights and possibilities for help for trafficked persons: a 116 number is easy to remember and easy to publish across borders. It offers the opportunity to make trafficking more visible and increase awareness about trafficking among prospective migrants, trafficked persons and other service providers who might come into contact with trafficked persons.

Moreover, respondents see it as an opportunity to improve the level and quality of services for trafficked persons, for example, they expect more exchange of know how.

Some opportunities are closely related to technical and financial matters, in particular the possibility to

- redirect calls from the 116 number in one country to the 116 number in another country
- have conference calls between the 116-numbers in two or more countries and the trafficked person
- Possibility of combination with a website to allow transnational access of the 116-number through internet.

(See for a more detailed examination of the technical (im)possibilities of a 116-number chapter 4)

9.3.2 Indirect benefits for trafficked persons

Apart from direct benefits to trafficked persons, a number of other opportunities a 116 number would offer are mentioned, that indirectly benefit trafficked persons:

- Improvement of existing services, national infrastructures and referral systems, especially in countries where these are currently missing
- Improvement of national cooperation between anti trafficking agencies & increased networking between NGOs and state agencies
- Development of transnational referral systems, incl. cross border crisis units
- Harmonisation of services on EU level; development of common quality standards, so that all victims get the same assistance, independent of the EU country in which they are located.

Another opportunity mentioned is the increase of transnational cooperation, for example the development of an EU wide network of anti trafficking helplines or, wider, of anti trafficking agencies or of a European service and coordination centre, which can advise national helplines on available services in the various EU countries.

A 116 number is also expected by the respondents to make it easier to report missing persons or suspicions of trafficking.

9.3.3 Other potential opportunities & benefits

Other opportunities mentioned are:

- Joint EU wide information and awareness campaigns
- European data collection
- Increased political awareness of trafficking: putting and keeping trafficking more firmly on the political agenda (which could help in securing sustainable funding)
- Possibility of combining the 116-number with a website to allow transnational access through internet.

9.4 Threats or risks

Some threats or risks are related to trafficked persons themselves, others risks are related to the organisation level or concern the wider endeavour of creating an EU wide single number. It should be kept in mind that some risks are attached to a helpline in general and not specific to an EU wide 116 helpline (see for a detailed examination of risks Chapter 8).

9.4.1 Risks in relation to trafficked persons

A first risk is that trafficked persons do not make use of the 116-line or not to the extent that justifies the considerable costs attached to the creation and running of a 116-number. This can have diverse reasons:

- They do not self-identify as being trafficked
- They have no access to a telephone
- They do not trust the helpline, e.g. for fear that the police might monitor calls or because the 116 helpline in their own country has a bad name
- The helpline has a negative image in the country the trafficked person comes from

Another risk - which exists in relation to any helpline - is that trafficked persons may be endangered by calling the 116-line. This can be because the trafficker/exploiter detects that the trafficked person has made a call seeking help, but can also be connected to the operation of the helpline itself, for example when the privacy of the caller and the confidentiality of the call is not sufficiently ensured. This may lead to personal information from the trafficked person being shared inappropriately with law enforcement agencies, resulting in the arrest, detention and/or deportation of the trafficked person. It may also happen that the police assess the situation of the trafficked person different from the helpline.

A third risk - directly attached to a 116-number - is the failure to fulfil promises created by an EU wide 116 helpline because:

- The 116-helpline is not (yet) operational in the country in which the trafficked person is located
- The operator does not (yet) give access to calls from (non national) mobile phones
- The operator charges calls from mobile phones and the trafficked person has no credit on her/his mobile phone
- The helpline does not (yet) provide the language of the trafficked person

But even if the trafficked person reaches the helpline, they might not receive the help they need because:

- The services needed, e.g. shelter, are not available by lack of an adequate infra structure and/or referral system in the country where the trafficked person is located
- The situation of the trafficked persons is differently assessed by the helpline and the police, in the worst case leading to the arrest and detention of the trafficked person
- The call is routed to a national or regional answering service which is not familiar with the services in the area where the trafficked person is located
- Existing capacities may prove insufficient

When these risks materialise they may seriously undermine the credibility of the helpline, not only of the 116-line in a particular country, but of the image of the 116-helpline in all EU countries.

9.4.2 Risks for the organisation(s) involved

Organisations run the risk that the helpline is used in an unintended way. This includes a possible increase of abusive or fraudulent calls, including calls from traffickers. Helplines may also experience difficulties in assessing whether a person is genuinely trafficked or not.

Also calls may come primarily from organisations (or the general public) rather than trafficked persons. This might be one of the functions of a 116 number, but in that case the question arises if this justifies extremely expensive provisions like 24/7 availability and the availability of multilingual operators.

Another risk is that - contrary to the expectations - the creation of the helpline will not improve services to trafficked persons or even undermine existing services for trafficked persons because:

- the (extra) costs of the creation and running of the helpline causes organisations to divert resources with the result that their current services are reduced
- a national helpline might add an extra layer of bureaucracy compared to existing local or regional helplines, thereby delaying access to services for trafficked persons

Moreover, cooperation between existing service providers might deteriorate, because

- there is a lack of agreement on whether a 116-helpline should be established and which organisation should run it
- the process provokes further divisions, e.g. with regard to views on how to deal with undocumented workers or prostitution, between organisations who should cooperate

Finally there are considerable financial risks for the organisation involved. These include the risk that it appears impossible to secure sufficient and sustainable resources in order to run a 116 number and publicise it adequately, but also the risk that the (partly unpredictable) costs of running a 116 number may cause the bankruptcy of the organisation. This is particular the case when 'free to caller' access is also given to calls from (non-national) mobile phones. At the beginning there will be few calls, with the risk that funders want to have quick results and refrain from further funding.

9.4.3 Risks for the project as a whole

On the national level it might appear difficult to find organisations that are willing and qualified to run the 116 number. Moreover, there is a risk that national regulators assign the number to organisations that lack the necessary experience and expertise.

A connected risk is the lack of political commitment of the relevant national authorities to the establishment of a national 116-helpline.

A second risk is the lack of the development of an EU wide umbrella organisation. Although currently there is a lot of cooperation between anti trafficking organisations, a more formal EU wide network of service providers is missing. The creation of such formal cooperation might meet difficulties, given the great differences among organisations running helplines and their views on, e.g., the need for a 116 number or how to deal with undocumented workers or prostitution.

Without cooperation on EU level, it will be impossible to conduct collective negotiations with both the European Commission and telecom providers (e.g. with regard to forwarding calls from one country to another) or to develop common EU wide minimum standards.

Inconsistency in standards between EU countries might undermine the credibility of the 116 number. Moreover, a failure to develop consistent standards throughout the EU as to the level and quality of services might deter organisations currently successfully running helplines to associate themselves through a 116-number with organisations with different of lower services standards.

A final risk is that significant resources are dedicated to (EU wide) publicity campaigns without increasing the calls of trafficked persons. Or that significant resources are spent to the launching of the 116-number, but not to the improvement of the services behind the 116 number, which in the end may undermine its use and credibility.

9.5 Conclusions

Although in a majority of the EU member states a 116 number can build on existing services and infrastructures, in many member states such a basis is still missing. In addition, based on the available data, it is not clear to what extent a 116-number meets the need of trafficked persons, that is: will be actually called by trafficked persons. Finally, a number of serious risks are attached to the creation of a 116 number that (on the short or long run) may undermine its credibility and that need to be dealt with before the opportunities start to outweigh the risks.

CHAPTER 10 SUMMARY, CONCLUSIONS & RECOMMENDATIONS

10.1 Introduction to the study and methodology used

The aim of this study has been to map the existing helplines that partly or exclusively deal with victims of trafficking in human beings in all EU Member States and the assistance services for trafficked persons linked to these helplines, as well as to assess the need for and the feasibility of the implementation of a European wide 116-helpline for trafficked persons.

The study has been carried out by the German Sozialwissenschaftliches FrauenForschungsInstitut Freiburg (SoFFI F.)⁵⁵ in cooperation with Mike Dottridge and Marjan Wijers, two qualified consultants/experts with extensive experience in the field of trafficking in human beings, and La Strada International, a network of 9 European NGOs in 9 European countries. La Strada International acted as main applicant and played a coordinating and facilitating role in ensuring that stakeholders in each of the 27 EU member states were identified and consulted.

A multi-methodological approach was chosen, combining quantitative and qualitative research methods. Two online-questionnaires were designed for anti trafficking helplines/NGOs, the first asking for data, the second for opinions. In total 34 anti-trafficking helplines/NGOs from 18 countries completed the first questionnaire and 29 anti-trafficking helplines/NGOs from 16 countries completed the second questionnaire.

A third on-line questionnaire was designed for helplines operating in related areas, such as violence against women and migrant helplines. In total 26 related helplines from 13 countries completed this questionnaire. For a full overview of questionnaires received please see appendix 2. In total data from 23 countries could be collected and analysed. In spite of various efforts the research team did not succeed in getting data from Hungary, Luxembourg and Malta.

Next to the questionnaires, national coordinators were identified to conduct interviews with the various national stakeholders: anti-trafficking helplines, linked services, ministries and the police. In total the national coordinators conducted 56 interviews:

- 14 interviews with anti-trafficking helpline operators from 14 countries
- 13 interviews with ministries from 12 countries
- 10 interviews with police from 10 countries, and
- 18 interviews with linked services and one trade union from 11 countries.

In addition, the research team conducted 7 interviews with European actors, including the Communication Committee (CoCom), members of the European Parliament; the existing 116-line for Missing children and the Child helplines. For a full overview of all interviews conducted please see appendix 2.

Finally a meeting was held with the 116-Platform at which 10 anti trafficking NGOs that are involved in the discussions around a 116-number for trafficked persons were present.

Despite extensive efforts, it appeared impossible to find a national coordinator in every Member State for various reasons: in a number of Member States, e.g. Luxembourg and Malta, no anti-trafficking NGOs or helplines exist, in other Member States no anti trafficking NGO was able or willing to act as national coordinator, among others due to lack of time and capacity. Where possible this had been compensated by making use of information from other sources, including information from the internet and information collected by La Strada International on existing NGOs and available services in the EU Member States concerned. This was particularly relevant for the country mapping.

Since there is no common understanding of the term helpline or hotline, this study uses the term helpline, defined as:

“A publicly advertised telephone service aimed at a specific target group, which can be reached by callers within the advertised opening hours, and which provides (emergency) assistance and protection (crisis intervention) and/or information and advice on trafficking.”

⁵⁵www.soffi-f.de

A broad definition was chosen in order to encompass as many existing helplines and linked services as possible.

The study met a number of obstacles and limitations that need mentioning:

Firstly, regardless all discussions currently ongoing in the anti-trafficking field about data collection, existing anti trafficking helplines/NGOs collect and register data in very different ways. This means that data from different helplines are only to a very limited extent comparable. Secondly, in various instances there is a lack of basic data (in particular about the number and type of calls existing helplines receive), so the conclusions that are based on that information are not necessarily dependable. The degree to which respondents had direct experience of running telephone helplines varies greatly. It was also noticeable that responses tended to reflect the specific national experience of running a helpline on trafficking, which a representative of an organisation was involved in or aware of in his or her own country. Likewise, some respondents based their comments primarily on what appeared to be the interests of their own organisation. Thirdly, despite many months liaising with people in different countries, virtually no responses were received from some EU Member States and only incomplete information was available from others.

10.2 Summary of the outcomes and conclusions

This study came across many good reasons why an EU-wide 116 telephone helpline should be established on the issue of human trafficking, but also heard from many organisations with relevant expertise which do not think the 116 number should be established, or at least not in the immediate future, before certain criteria are fulfilled that would ensure the helpline functioned properly.

The challenge in carrying out a classic SWOT analysis or a cost-benefit analysis on the basis of the information received is that the information acquired about the likely costs and benefits is not all of the same type. For example, it was noticeable that some of the most enthusiastic supporters of the proposal to establish a 116 number have relatively little experience of running telephone helplines for trafficked persons, while some that have relevant experience were much less enthusiastic. A major finding of this study is that the majority respondents who were enthusiastic about the establishment of this 116 service said that specific preconditions needed to be attached concerning the nature of the organisation running the line at national level or the services to be provided. The procedures in force in the EU do not currently make it easy for the European Commission to impose such conditions on national regulators, although it would give them advice about both the types of organisation which are likely to be most appropriate to run a 116 line and the categories of service that should be available.

Rather than repeat the previous chapter's SWOT analysis, this chapter considers the conclusions (and recommendations) made in previous chapters (10.1), assesses the needs for a 116 line on trafficking in human beings (10.2) and concludes with recommendations (10.3).

10.2.1 Current situation

Existing helplines in the EU member States vary considerably in terms of their mandate, target groups and services provided. Due to the lack of a common definition, various types of anti-trafficking services consider themselves to be a helpline: on the one hand organisations whose main function is to operate a 24 hour national helpline on trafficking, on the other hand anti-trafficking NGOs which operate a telephone service for a limited number of hours per day or week as a relatively minor part of their counselling centre services. Anti-trafficking NGOs providing similar services (including advice over the telephone) qualify themselves as 'helpline' or not, depending on their own perception. This was observed within one country (e.g. Germany) and also between EU Member States.

Anti-trafficking helplines currently exist in 18 Member States, of which one focuses predominantly on other service providers. The majority of the current helplines on trafficking in human beings are run by anti trafficking NGOs for whom the helpline is only a minor part of their work. Opening times are generally limited and the target group remains predominantly women. Most helplines are not

toll free. The services helplines provide directly or indirectly are mostly free for trafficked persons and consist of a broad range of short term and long term services. Although trafficked persons belong to the target group of most helplines and much effort is made to make the number known, in practice the existing helplines are called by only very few trafficked persons: In 2008, calls of trafficked persons count for about 4.4 % of the total number of calls to the 5 helplines that provided more detailed figures on callers.⁵⁶ The proportion of trafficked persons is low in general, but differs among the helplines.

The majority of callers are cooperation partners (other service providers, including the police) and persons abused or exploited in ways and contexts other than trafficking. In comparison helplines in related areas receive much more calls, including calls from trafficked persons, but these are not always a designated target group.

The various anti-trafficking organisations based in different countries report that they meet on a regular basis during national, European and international conferences or other events, exchange experiences and work together in various projects, but that there is no formal European organisation in existence that can speak on behalf of most European anti-trafficking NGOs or which works on the development of common minimum standards for the whole of the EU as far as assistance for trafficked persons is concerned.

The way anti-trafficking organisations relate to each other within a country varies from country to country. In some countries there are several telephone helplines available to trafficked persons, which do not work together within any formal coordination structure.

The infrastructure for providing assistance to trafficked persons is reported to be well developed in some EU Member States and virtually non-existent in others.

There is also a great deal of heterogeneity in the state of the national referral mechanisms being developed in EU Member States on the issue of trafficking in human beings. Despite several initiatives to develop transnational referral mechanisms, this is still in its infancy. Referrals between one country and another are reported to depend to a great extent on personal contacts and knowledge.

10.2.2 Legal framework and technical questions

Existing 116 numbers have experienced a number of problems related to technical issues that impose limitations on how they operate. These concern in particular the 'free to callers' model and interconnection problems related to mobile phones and roaming.

The 'free phone' model on which the 116-numbers are based makes it obligatory to give 'free to caller' access to calls from landlines, but not to calls from national or non-national mobile phones. The latter is technically possible - although the existing 116-lines still experience difficulties in this respect and the current charging regimes differ from country to country -, but will increase the costs for the organisation that runs the 116-number significantly. The same goes for other technical options which are (expected to become) available in the near future, e.g. referring calls among 116-lines in different countries. The actual costs of a 116-helpline will depend on a combination of costs for the calls charged and the service providers' own costs. Costs will be particularly high when running a 24/7 helpline and when free access is not only given to calls from landlines (obligatory), but also to calls from mobile phones, in particular non-national mobile phones.

A significant limitation of the free phone model is that callers can only reach the 116 number in the country in which they are located. Trafficked persons would thus not be able to call the 116-number in their country of origin.

The fact that 116 services are 'free to callers' only when made from landlines is a challenge which requires overcoming, especially as trafficked persons are more likely to use mobile phones, including mobile phones registered in other countries. The issue of mobile phone roaming and the costs incurred by a 116 service if it is able to receive calls from such phones are a further

⁵⁶ In total 10 helplines provided detailed information on calls, but as some did not report fully, the information from 5 helplines could not be included in the comparison.

challenge. Another problem is the cost of prank calls which already represent a significant expense for organisations running existing 116 numbers.

In order to run a 116-number extensive funding will be needed. The European Commission itself has no budget to implement 116-numbers. Acquiring the necessary funding will put a considerable burden on anti-trafficking organisations that are interested in running the 116-number, especially in view of the fact that most anti trafficking helplines currently work on limited budgets with no structural funding.

The EC may reserve a 116-number for trafficked persons, but the actual implementation of 116-numbers is the responsibility of the individual member states. In order to actually realise a 116-helpline for trafficked persons, national anti-trafficking organisations will need to build up a strong network including all relevant stakeholders, such as the relevant ministries, the national regulatory authority (NRA) and the (national) telecommunication providers. They should also be prepared to build up the necessary 'telecom' know-how and contacts in order to be able to negotiate with telecom providers. A solution is to seek joint applications of anti-trafficking NGOs and telecom providers, as the first is generally lacking telecom expertise and the latter trafficking expertise.

The scope of competence of the EC to set standards is limited to defining the general conditions which Member States should attach to the right of use of 116-numbers. There can be expected, however, to be significant differences between Member States as to what quality standards a 116-number for trafficked persons should meet, which minimum services should be provided and how a 116-helpline should be organised.

Moreover, there are significant differences among Member States in existing legislation on trafficking, as well as in the perceived urgency of a 116-helpline for trafficked persons. In order to harmonise 116-services among EU member states minimum standards will need to be set.

This will require anti trafficking organisations to organise on the European level.

The successful implementation of a 116-number for trafficked persons will therefore depend partly on national organisations that can act as a motor behind the setting up of a 116 helpline on national level, as well as the development of a strong European umbrella organisation of anti-trafficking organisations/helplines, that can build up the necessary knowledge and contacts on the European level and work towards the development of joint minimum quality standards.

10.2.3 Benefits of a 116 number

Almost all respondents agree that it would be easier for potential migrants to remember just one helpline number when arriving in the EU and recognised the tremendous advantages of this. Benefits were seen not only for trafficked persons, but also for others, including anti-trafficking organisations. Many of the benefits mentioned related to third parties, rather than directly to trafficked persons.

For most respondents an EU-wide 116 number is not a first priority. But if such a helpline is created, the most important potential benefits they expect are increased awareness and visibility of the problem and better access to help and information for trafficked persons and other (risk) groups. A 116 service would, for example, offer the opportunity to organise publicity campaigns on an EU-wide basis and thereby achieve a greater impact. They also note that the introduction of a 116 number might contribute to increasing the services available to trafficked persons and improving their quality. Moreover, not only trafficked persons as the primary target group may benefit from such a helpline, but also other target groups, in particular potential migrants and relatives of possibly trafficked persons as well as other (service) organisations for which the 116-line may function as a central information, expertise and referral point.

There is wide recognition by respondents of the *de facto* situation in many EU Member States, that a national referral mechanism is not up and running, and an expectation that the creation of either a single helpline number at national level or a 116 number would help establish such a referral system, as the organisation running the telephone helpline would in practice act as the hub of a referral system. There is an expectation by many respondents that a 116 service would contribute to making transnational referrals easier, although the evidence available does not make it clear how this would happen.

These two expectations (or hopes) make it clear that the study has identified two specific needs that are felt in many different European countries: for more effective referral systems (and the attached infrastructure for providing services) for trafficked persons and for transnational referrals or even the development of a coordinated 'cross border crisis' response to the cases of individuals who have been trafficked.

Various respondents expect a 116-number to lead to the establishment of an EU-wide umbrella organisation or federation of anti-trafficking organisations running national 116 lines, or even of a broader network of anti-trafficking agencies.

The responses suggest that the expected benefits from a 116 line greatly exceed anything that it would be likely to achieve in its first few years of operations. However, even if it would not automatically bring about some of the benefits that are hoped for, it would constitute a framework within which further international cooperation could occur and help bring about benefits that go beyond the intended results of a 116 service.

10.2.4 Preconditions

There is a high degree of consensus among respondents that a 116 number could only operate successfully if certain conditions are met. There is also a high degree of consensus about the four conditions that are considered the highest priority:

- personal details revealed during calls must be kept confidential
- 116 operators must be suitably trained and qualified
- a solid referral system must be in place
- there must be some potential to answer calls in languages other than the national language(s) spoken in the country concerned (i.e. multilingual services).

Organisations running existing helplines stressed the importance of "quality, reliability and confidentiality" of any helpline for trafficked persons.

There is less agreement on whether or not a 116 helpline needs to be answered on a 24/7 basis (i.e. a telephone line that has someone responding to calls all the time - 24 hours a day and seven days a week - rather than an answer phone where messages can be left). Differences also exist as to the toll free character of the helpline: most respondents are of the opinion that the helpline should be toll free, but a significant number has serious doubts, in particular with an eye to the expected increase of crank, abusive or silent calls.

There is an expectation that a high proportion of genuine callers would use mobile telephones rather than landlines and that such calls made by mobile phones need to be free to the caller, including when the mobile telephone is registered in another country. This would increase the costs to the 116 service provider significantly, both for genuine calls and prank calls.

A recurrent message from the respondents is the need for consistent, secure and long term funding for any organisation running a 116 number. A great deal of worry was expressed that the expense of both establishing and running the 116 number would be substantial and difficult to raise funds to pay for.

Another recurrent message is the need for common minimum standards. This is intensified by the observation that once a 116-number is established all 116-helplines share a common 'brand', which means that the functioning of a 116-line in one country can affect the credibility of the 116-line in other countries. Whereas this is true for all 116-lines, it is particularly critical for a 116-helpline for trafficked persons with a view to the cross-border mobility of this target group.

Most respondents agreed that there should be a structured and organised European network of organisations running the 116 line and that, to the least, national 116 numbers should know what services other countries offer.

10.2.5 Organisation of the 116 line

Several models of a 116 helpline are proposed and various suggestions are made about a range of other practical aspects of the way a 116 line should function. Proposals are mostly made on the

basis of the existing anti-trafficking structures in the respective countries. Most respondents stress the importance of a model for a 116-helpline that integrates existing structures and builds upon them.

Some compelling reasons are cited for an organisation which is independent of the government and the police to run a 116 helpline for trafficked persons at national level. Significantly, it is not only respondents in NGOs who argue for this, but also in police agencies and ministries. However, there is recognition that a statutory organisation (funded by and accountable to the government) would probably face fewer difficulties in securing adequate finance to set up and run a 116 line than an NGO.

Despite the consensus that an organisation running the 116 line needs to be seen (by trafficked persons and others) to be independent of the government and police, there is wide recognition that the organisation must have close links to relevant law enforcement agencies (working in a referral system with them) and that these would need to be formalised in a Memorandum of Understanding (MoU) or other legally binding document. Various other suggestions have been made on what criteria should be used for selecting an organisation to run the 116 service at national level.

There are numerous suggestions on who should be expected to make calls to the 116 number. Approximately half of the respondents agree that a 116 helpline should be available to be used by a range of target groups: trafficked persons (migrant and national), relatives and friends of individuals, who might have been trafficked, prospective migrants, (undocumented) migrants in general, and women and men and children (migrant and national) in situations of violence, abuse or exploitation. While existing 116 lines point out that trafficked children aged below 18 could already secure assistance by contacting them, some existing anti-trafficking helplines noted that older adolescents contact them, possibly because they do not feel that a helpline for 'children' is intended to benefit them.

Nevertheless, as in other discussions about human trafficking, there is some disagreement about whether the prime target group expected to use a 116 service should be migrant women who have been trafficked for the purpose of sexual exploitation or a wider cross-section of women, men and children trafficked for various purposes. No difference was made between trafficking for exploitation in the sex industry and exploitation in other industries.

While many argue that the 116 service should meet the needs of anyone who has been trafficked and anyone who is concerned about a relative or friend who might have been trafficked, there is recognition that women trafficked for the purpose of sexual exploitation have specific needs which overlap with those of other women who have been subjected to violence. It is noticeable that existing anti-trafficking helplines have more experience of being contacted by women (and sometimes girls) trafficked for the purpose of sexual exploitation than a wider target group.

Although there is consensus that the 116 number should provide advice and assistance to people who have been trafficked, it is noted that, despite all the publicity about the issue of trafficking, many of those who have been trafficked do not identify themselves as 'trafficked' or 'trafficking victims'. This raises the question of whether the 116 service should target a wider group, such as exploited migrants in general. However, this is seen as problematic as well. Further, existing telephone helplines for trafficked persons report⁵⁷ that very few of their calls come from individuals who have been trafficked, prompting the observation that such telephone helplines have either not been successful at reaching their prime target audience or there are strong reasons why trafficked persons do not call telephone helplines (which are quite likely also to restrict the number of calls from trafficked persons to a 116 number).

The answers also show that a 116 number is expected to play different roles in different places. In countries to which people are trafficked, it is expected to be of use to such individuals. In countries from which many people migrate and from which some migrants are trafficked, it is expected to be of use to potential migrants to get advice which, among other things, is expected to reduce the likelihood that they will be trafficked. The friends or relatives of someone who is feared to have

⁵⁷ Insofar figures are available.

been trafficked might be located in either type of country but seem most likely to have remained in a country of origin, from which people migrate and are trafficked. They comprise one of the groups which are located in one country but want to phone a 116 helpline in another country (where they think their friend or relative is situated). At present the system will not allow this.

The organisation running a 116 helpline itself has to fulfil a wide range of requirements relating to professional ethics, infrastructure, services offered and staff. It is notable that most of the respondents do not currently meet these criteria. A 116 helpline should be run as a specialised helpline. Those few respondents who vote for the integration of a 116 helpline in a more general helpline stress the specialised training this would require. Respondents vote strongly for a system that integrates existing structures and build upon them.

Anti-trafficking helplines and structures vary greatly among the EU Member States. Against the background of this heterogeneity of existing structures and expertise it is clear that it would not be advisable to impose a single model throughout the EU on how a 116 helpline should be organised at national level, but that efforts should be made to avoid losing the benefits and expertise of existing anti-trafficking telephone helplines and the services they make available.

10.2.6 Risks and Threats

Setting up a 116 line for trafficked persons or about human trafficking evidently carries with it some risks which should be taken into account and, whenever possible, minimised by future decisions.

Relatively few of the risks that were mentioned concerned individuals who have been trafficked. The most important of these are the risk that, despite extensive publication, trafficked persons will not use the helpline, will not be able to access the number when using a (non national) mobile phone or will not receive the help they need and expect. Most of the risks affecting trafficked persons appear to be the same, whatever sort of telephone line is established, i.e. whether there are several in a country or a single national helpline or a 116 number.

However, there is a likelihood that telephone lines which receive substantial publicity, such as a 116 number, would also receive a substantial number of prank calls and that the cost of these calls would be one of several drains on the resources of whichever organisations run the 116 service. The drain on resources and a fear that investing funds in setting up a 116 service would mean that current services for trafficked persons are reduced constitute serious risks for many organisations which might otherwise want to see a 116 service established.

Some risks are directly attached to an EU wide 116 number and the interdependency this creates, in particular the risk of inconsistency of standards or the selection on national level of organisations with inadequate expertise to run a 116-number for trafficked persons, which might undermine the credibility of the 116-number in all EU countries as they share a common 'brand'.

A range of challenges have also been identified concerning the organisations which run anti-trafficking helplines or which would apply to run a 116 number. If an EU-wide umbrella organisation or federation of such organisations was already in existence, it would provide a foundation for cooperation between organisations and on which various aspects of a 116 service could be developed. The absence of such an organisation at the moment is not an absolute reason for not going ahead, but it is certainly an obstacle that would need to be overcome. One solution would be to force the pace by going ahead with a 116 number, but there appear to be sufficient disagreements and suspicions between the various organisations engaged in anti-trafficking work that this might produce a rather unstable coalition with the result that the effectiveness of the 116 number is undermined.

10.2.7 SWOT analysis

The SWOT analysis points out the many opportunities that a 116 number would offer, as well as summarising the strengths, weaknesses and threats. In some ways, a cost-benefit analysis could focus specifically on the opportunities in order to assess whether the various hopes and expectations are realistic or could be achieved more effectively or efficiently by other means.

An important conclusion is that, although in a majority of the EU Member States a 116 number could build on existing services and infrastructures, which can be considered a strength, in many

Member States such a basis is lacking, which can be considered a significant weakness. In addition, based on the available data, it is not clear to what extent a 116-number meets the need of trafficked persons, that is: will be actually called by trafficked persons. Finally, a number of serious risks are attached to the creation of a 116 number that (in the short or long run) may undermine its credibility and that need to be dealt with before the opportunities start to outweigh the risks. Among these are the risk of failure to fulfil expectations raised, the financial risks for the organisations involved, inconsistency of standards and a deterioration of existing services instead of improvement.

10.3 Needs assessment

An assessment of needs is not the same as an assessment of the feasibility, which is the focus of this study. Nevertheless, the study received information which helps assess the needs for telephone helplines for people who have been trafficked.

The study learnt about 26 telephone helplines that deal exclusively or partially with trafficked persons. The outcomes suggest that a relatively small proportion of the calls to these helplines are from people who have been trafficked: in 2008, calls of trafficked persons count for about 4.4 % of the total nr of calls to the 5 helplines that provided more detailed figures on callers.⁵⁸ The proportion of trafficked persons is low in general, but differs among the helplines.

This data can be explained in two different ways:

- First, that the existing telephone helplines have not been publicised adequately to enable trafficked persons to call them;
- Secondly, that there are other reasons why trafficked persons do not call existing helplines.

The first explanation suggests that there is a substantial need to be met and that harmonising existing telephone lines into single national numbers or into a 116 number might help meet this need. Evidently publicity for a 116 number would be vital, but if this explanation is correct, the nature of the publicity required might have to be markedly different to that given to existing helplines.

The second explanation implies that the need to establish more or better helplines for trafficked persons is not great. It implies that it would be appropriate to identify and address the reasons why trafficked people do not call telephone helplines before increasing the capacity of telephone helplines.

The need to strengthen mechanisms for identifying victims of trafficking and referring them to services was identified in the European Commission's October 2008 evaluation of the EU's actions to stop human trafficking.⁵⁹ This evaluation, based on an analysis of the replies from 23 EU Member States and Norway to a questionnaire circulated by the Commission, commented that inadequate information was available on the numbers of victims who had received support, which totalled 2,676 'in recent years' in the nine EU Member States which provided information. However, 2,153 of these individuals were in one country alone (Italy), indicating that 533 had been supported in the eight other EU Member States that had provided data.

While there is doubtless a need to strengthen victim identification and referral, it would be inappropriate on the basis of the information received by this study to assume that this would automatically increase the number of calls from trafficked persons.

In contrast, a different need was identified by the study for telephone services to act as part of the national referral system for trafficked persons, helping coordinate cases by telephone and acting as a central depository of information about individuals who have already been identified in a country. In order to contribute to the effectiveness of a national referral system or mechanism, this would

⁵⁸ In total 10 helplines provided detailed information on calls, but as some did not report fully, the information from 5 helplines could not be included in the comparison.

⁵⁹ European Commission, Evaluation and monitoring of the implementation of the EU Plan on best practices, standards and procedures for combating and preventing trafficking in human beings, Brussels, 17.10.2008, COM(2008) 657 final, paragraph 3.2

have to be a single national telephone service. However, it would only need to be an EU-wide service if it was to perform a role with respect to transnational referrals between different EU Member States. Such an EU-wide service would bring numerous benefits, but would probably not be entitled to a dedicated 116 number. Two other needs which were identified by the study concerned inquiries by relatives or friends of someone who they fear is under the control of traffickers and requests for advice from potential migrants.

10.4 Recommendations on the ways forward

At the end of this study it is clear that there are numerous 'pros' and 'cons', but on the whole it is still unclear whether one outbalances the other. This uncertainty can be interpreted in a positive way, indicating that further information is needed before a decision on setting up a 116 line is taken and that various preparatory steps would make it easier to assess the need and to embark on establishing a 116 number.

A clear need for the establishment of such a helpline at this moment has not been identified, at least not for the immediate future. Respondents almost unanimously stress that certain conditions are to be fulfilled first for a 116 helpline to function properly in the future and to be beneficial for trafficked persons and other (risk) groups.

It is expected that the establishment of a 116 number would at this moment require additional human and financial resources that are not (made) available or that might even go at the expense of existing services for trafficked persons. To address this concern, the 116 number could be set up on the premise that the organisations running it 'ring fence' their existing services and do not invest existing resources in setting up the new service, but depend on getting new resources to do so. This in turn carries with it a risk that the 116 number might fail if insufficient new resources are available.

Moreover, respondents stress that it is not feasible to run a helpline on trafficking in human beings in all 27 members' states, as long as basic criteria and conditions are not fulfilled and as long as the gaps in the current situation, in particular with regard to infrastructure and available services for trafficked persons, are not addressed.

It must be concluded therefore that it is not advisable to establish a 116 number on trafficking in human beings at this moment, but rather first collect more reliable data on the need for a 116 helpline (in particular on the number and type of callers to existing helplines), and address the gaps in existing infrastructures and services for trafficked persons, in order to create a more sustainable basis for a later decision on the establishment of a 116 number.

The majority of the respondents identify as a priority the overall establishment of more sustainable services for trafficked persons, including helpline referral services at the national level. Such services should meet basic standards and include emergency assistance, provisions to address basic needs of trafficked persons, accommodation/shelter and long and short term legal, medical and psycho-social support.

Currently great differences exist among Member States as to the existing infrastructure and/or referral systems. The infrastructure for providing assistance to trafficked persons is reported to be well developed in some EU Member States but virtually non-existent in others. Furthermore respondents express the need to harmonise helpline services at the national level and ensure closer cooperation amongst them. In various Member States respondents mention the lack of (national) coordination of services as a problem. In addition, despite several initiatives to develop transnational referral mechanisms, this is still in its infancy. Referrals between one country and another are reported to depend to a great extent on personal contacts and knowledge.

Moreover, it would be helpful if clearer data were available about the number of trafficked persons who call telephone helplines for emergency protection or assistance. Currently registration of data of callers is poor and lacks uniformity. Not only would it be useful to know who calls to existing numbers, also it would be advisable to identify and address the reasons why trafficked people do not call existing helplines before increasing the capacity of telephone helplines.

Finally, if a 116 helpline were to be established, respondents stress that it should be integrated in existing structures and build upon them. It would therefore not be advisable to impose a single model throughout the EU on how a 116 helpline should be organised at national level, rather efforts should be made to avoid losing the benefits and expertise of existing anti-trafficking helplines and the services they make available.

10.4.1 Opting for a stepped approach

Chapter 8 (on risks) ended by summarising a way forward which would make many of the risks mentioned in the chapter more manageable. This was a suggestion for a stepped approach that would involve postponing a decision on whether to set up a 116 number on trafficking for several years in order to allow various preparatory steps to occur. The disadvantage of this option is that the benefits identified with a single 116 number would be postponed as well. The advantage is that the postponement should result in more favourable conditions being created for the establishment of a 116 number on trafficking in human persons. This in turn should mean that, if and when a 116 number is launched, it would become effective in a shorter time than if launched in 2009 or 2010.

The team that conducted this study believes that a stepped approach offers the best way forward. The option only makes sense if the steps required are taken (in effect, to fill a series of gaps). As most of these depend on developments at national level which cannot be controlled or determined by the European Commission, it would be appropriate for the Commission to draw the attention of both Member States and relevant organisations to the steps required as soon as possible, in order to review in the future whether enough has been done to go ahead with the 116 number.

The steps the study suggests are as follows:

Firstly, in order to be able to decide whether the potential benefits of a 116 helpline would outweigh the (considerable) costs, clearer data are needed. Currently there are insufficient data available on the number and type of callers to existing helplines in order to make a sound decision whether or not a 116 helpline is a good means for trafficked persons to access help. This gap should be addressed first (see below).

In the second place it would be relevant to see if more single number help- or hotlines are set up at national level in EU countries which do not at present have a single national telephone number for trafficked persons.

Thirdly, in those EU countries where a single hotline or helpline number already exists at national level, the organisations running the numbers should be encouraged to meet, compare their experiences and exchange views both on their experiences so far and on the need to establish an EU-wide network or federation of such organisations. This would be the most appropriate forum to conduct further discussions about the minimum standards that telephone hotlines or helplines should meet regarding the way they operate and the services they make available to trafficked persons.

Translated into practical steps, this would mean the European Commission taking the following actions:

1. To encourage and facilitate all anti-trafficking telephone helplines to uniformly record data on callers for the calendar year 2010 and make this available for review at the beginning of 2011. While the priority is to identify the number of trafficked persons who make calls and the circumstances in which they make such calls (i.e., using landlines or mobile phones, whether they can be called back or are able to make a second call, at what times of the day calls are received, etc.), it is also necessary to categorise other calls clearly, i.e. as (a) inquiries from friends or relatives, (b) requests for advice from migrants or potential migrants, (c) requests from people, other than trafficked persons, who have been abused (d) inquiries by organisations involved in a referral system or providing assistance to trafficked persons, (e) prank calls and (f) silent calls. Further, in the collection of relevant data, there should be a clear distinction between callers and calls (i.e. the total number of calls in each category does not indicate how many different callers there were). More knowledge on if and how trafficked persons make use of helplines is crucial to be able to decide whether a 116 helpline would be a good means for trafficked persons to access help.

2. In EU Member States where no telephone helpline on trafficking in human beings is available, call for a review on whether such a service is needed, noting that such a service could have various functions (e.g. it could be directed primarily at people who have already been trafficked; or to provide advice to people who want to avoid being trafficked; or to receive inquiries from the friends or relatives of someone who has gone missing and who may have been trafficked).
3. In EU Member States where one or more telephone helplines on trafficking in human beings are already available, without functioning at national level, call for a review on whether it would be helpful to set up a single national helpline. If this results in a decision not to set up a single national helpline, the reasons for the decision should be recorded.
4. In all EU Member States, call for a review on whether the existing national referral mechanism would benefit from the establishment of a telephone helpline for individuals who have been trafficked to call, i.e. to act as a 'self referral' entry point into the referral system.
5. In those EU countries where a single hotline or helpline number already exists at national level, the European Commission should encourage the organisations running the numbers to meet, compare their experiences and exchange views on their experiences so far. In particular they should be encouraged to assess whether minimum standards can be agreed as far as the services provided in response to calls are concerned. They should also be encouraged to review whether there is a need to establish an EU-wide umbrella organisation or federation of such organisations. As the organisations concerned are unlikely to have the resources to organise such a meeting, it would be appropriate for the European Commission to provide the resources required.

In order to facilitate these steps, it would be useful if the Commission provided a common definition of an 'anti-trafficking help- or hotline'.

10.4.2 Preconditions to be fulfilled

Three sets of conditions on different levels have been identified which need to be fulfilled for a 116 helpline to be beneficial to trafficked persons and possible other target groups. The first set of conditions relates to the services provided by anti trafficking helplines, whether or not in the form of 116 number. The second set relates to the pre-conditions that need to be fulfilled for the creation and running of a 116 helpline. The third set relates to a set of extra pre-conditions connected to the EU wide character of a 116 number, among others to address the 'credibility' risks attached to sharing a common 'brand'.

1. Preconditions which any anti trafficking helpline must meet:

- Confidentiality of calls
- Professional and qualified operators
- Backed up by and embedded in a solid referral system
- Multilingual services

Opinions differ whether such helpline needs to be toll free and/or needs to operate 24/7. Particularly the last requirement is seen as something that can be realised on the long term.

2. Preconditions for the creation and running of a 116 helpline:

- Sustainable funding
- Political will by governments and other relevant stakeholders
- Sustainable and effective marketing of the number

A precondition for setting up a 116 helpline for trafficked persons should be that sustainable funding is likely to be available. While this does not mean that funding is secure on an indefinite basis, it implies that funders make commitments for more than a few months and to cover more

than just a portion of the costs. Costs can be reduced if an operator is only available certain hours a day, e.g., the hours or times of the week when existing telephone helplines for trafficked persons report they already receive calls from trafficked persons. At other times an answering machine can be used (unless national regulators insist that the 116 service should give access to an operator 24 hours a day and seven days a week).

Further, national 116 operators might incur significant extra costs by running a 116 number, compared to the costs of running a single national helpline number. While the costs incurred while paying for 'free to caller' calls from landlines might be no greater than those for a single national number, it seems likely that a 116 number would receive more calls from national or roaming mobile phones; costs that the organisation running a 116 number would have to meet. Similarly, they might have to pay the cost of making calls to other countries, e.g., forwarding a call from someone in their country to a 116 operator in another EU country or connecting with an organisation in a trafficked person's home country outside the EU.

In particular, free access for (non national) mobile calls would require considerable (extra) funding, either on the national or European level, either by state or by private donors. Experiences from the existing 116 lines show that the probability of telecom service providers to be willing to fund the costs of calls (that is: pay for them themselves) is low. To avoid any misunderstanding: 'free access' does not mean that the telecom provider concerned pays for the costs of the call, it just means that the caller does not pay, but that the costs for the call are carried by the organisation that receives the call. This is the current system for 'free access' for landline calls, and there is no reason to assume this will be different in the case of 'free access' for (non national) mobile calls. There is no way to oblige telecom providers to carry the costs for 116 numbers.⁶⁰

At national level the ministry responsible for issues concerning human trafficking would be expected to take the lead and persuade other ministries to take appropriate action to set up this 116 number.

3. Preconditions connected to the EU wide character of a 116 number:

- Common minimum standards
- A national infrastructure & referral system to be in place in every Member State
- EU cooperation and coordination among (potential) 116 helpline operators

At the time a 116 number is agreed, a set of minimum standards should be agreed upon concerning the (quality) standards which a 116 line should meet and the services which must be available, either directly from the organisation running the number or from other organisations working in the same referral system.

A national infrastructure of services offered for trafficked persons, including a national referral system, has to be guaranteed in every country. At the moment services to trafficked persons which are available in some EU Member States are not available in others. This would require action from the Member States concerned.

The above mentioned pre-conditions imply that the successful establishment and running of a 116 line requires anti trafficking helplines to organise themselves on the European level, which they are not at this moment. The experience of existing 116 lines⁶¹ suggests strongly that national 116 operators require an EU-wide federation or similar umbrella organisation in order to work together in successfully running a 116-line, develop joint standards, communicate with the relevant European agencies and support negotiations with national telephone service providers. Collective negotiations would be required to sort out how to manage certain calls concerning trafficked persons, e.g., forwarding calls from one country to another.

Practically this means that before a 116 number is established, organisations which are interested in running such a number will have to take action to set up a formal or informal organisation or federation at EU level to coordinate future action, preferably including (relations with) anti trafficking organisations from countries of origin. This would require action from the existing anti trafficking NGOs/helplines in the various EU member states.

⁶⁰ In fact the EC Decision concerned mentions explicitly that "telecom operators are not obliged to carry the costs of free phone calls".

⁶¹ Missing Children and Child Helplines International

10.4.3 Summary of steps to be taken

In summary, the following steps need to be taken before the establishment of a 116 helpline:

1. Collection of clearer and uniform data on the number of trafficked persons who call helplines for emergency assistance and protection in order to get better evidence if a 116 helpline is a viable way for trafficked persons to seek help. In other words: if a helpline meets the needs of trafficked persons. This requires action from the European Commission and the existing helplines.
2. Ensure that all Member States meet minimum standards with regard to the infrastructure and services available for trafficked persons, including a proper referral system. This requires action from the Member States.
3. Setting up of an EU wide organisation or federation of anti trafficking NGOs that works towards the development of minimum standards for anti trafficking helplines and the services they should provide, and can build up the necessary knowledge needed to communicate on the European level with the relevant bodies (e.g. the European Federation of Telecom Providers) and support its members to successfully negotiate with national telecom providers. This requires action from the national anti trafficking organisations. The European Commission might consider to facilitate and support such an initiative

In the mean time, careful and sensitive management of discussions at national and European level has to be initiated. By preference such discussion is managed by an organisation that does not have an interest in running the single national number or in providing relevant services and is perceived to have enough legitimacy to do so. As discussions in most countries about a 116 telephone line for trafficked persons are in their infancy, a period of discussion (which should allow for disagreements as well as agreement) is required before agreement is likely to be reached on whether a 116 line should be established and which organisation should run the 116 service. However, it should be kept in mind that in countries where several organisations provide overlapping services (e.g., trade unions providing advice or assistance to migrant workers who have experienced force labour or other abuse), competition between organisations has made it difficult to harmonise the services or to agree a single referral system, yet alone to agree which organisation should coordinate a single national telephone number. While achieving consensus might be desirable, it may not be possible. Further, the process might provoke further divisions between organisations which ought to be working together in a single referral system.

In the case it is decided that a 116 number should be set up:

1. The national 116 helpline should be embedded and build upon the existing structures in the member states
2. The 116 helpline operators should meet a number of criteria, of which the main are:
 - Organisations selected to run a 116 number should not be ones which enforce government policy, meaning they are - and are perceived to be - neutral and independent. In the course of negotiations to set up a national hotline or helpline, a formal Memorandum (of Understanding) (MoU) could be signed between the organisation running the number and relevant law enforcement agencies, guaranteeing that they will not listen to calls or require the organisation to divulge details about callers in order to guarantee the confidentiality of calls.
 - A possible criterion is that a helpline should be designed to meet the needs of a wider group than just those who have been trafficked, although there was no agreement among respondents as to what this wider group should be. Several respondents comment that most people who are trafficked are migrants from other countries and perceive themselves primarily to be 'migrant workers', so the helpline could possibly offer services to migrants or migrant workers. Publicity materials need not to focus on the terms 'trafficked' or 'trafficking', but could depict the circumstances in which someone is coerced into earning money for someone else.
 - Telephone operators must be able to understand the most frequently used languages. Less urgent calls in foreign languages could be referred to interpreters (on call for this purpose) if the language in question can be identified. With an investment in information

technology, it would also be possible to use voice recognition and identify the language spoken by a caller automatically - which would be worthwhile if calls in that language could be responded to by someone speaking the relevant language.

- Telephone operators must be professional, experienced and trained to deal with emergency situations. Moreover they must be non-judgmental and gender and cultural sensitive.

To this aim, the European Commission might develop guidelines for national regulators to use when selecting an organisation to run a 116 helpline.

4. Publicity materials should specify in which countries the 116 number is currently operational and be modified whenever it becomes operational in a new country. Whenever appropriate, they could also mention the alternative hotline or helpline numbers available in countries where the 116 number is not operational.
5. In the course of negotiations with telephone operators, organisations running a telephone line should convince telephone operators that calls to their number must not appear on bills and or look for other possibilities that the number remains secret and untraceable, once called. Possibly best practises on providers of anti trafficking helplines could be shared on how to avoid risks for callers.
6. A solution has to be found for calls from mobile phones. Calls to the 116 number are free for callers using landlines, but not necessarily to callers using mobile phones registered in the country concerned, nor for mobile phones registered in a different country (who use 'roaming' facilities). It seems highly probable that trafficked persons would use mobile phones more frequently than landlines. At national level, regulators have the power to oblige telephone service providers to give 'free access' to calls from mobile phones. It might be possible for an organisation running the 116 number doing this, or for a network or federation representing all the national organisations to do so with particular mobile phone service providers across the EU. Again to avoid any misunderstanding: solving the problem of giving 'free access' for mobile phone calls does not mean that the telecom provider is obliged to carry the costs for such calls. It just means that calls from mobile phones to the 116 number are free for callers and that the costs are carried by the organisation that receives the call (see 10.4.2, point 2). Thus, also if national telecom providers would give 'free access' to mobile phone calls, this does not solve the need for considerable funding of the 116 helpline operators in order to be able to carry the costs for calls from (national and non national) mobile phones.
7. A way has to be found to deal with abusive or fraudulent calls. Existing 116 numbers (e.g., Missing Children in Europe) report a significant number of abusive or fraudulent calls, including prank calls. This also leads to financial costs for the organisation providing the helpline services, if running toll free services. Once the style or approach commonly used by abusive callers is recognised, these can be referred by the operator to a standard response or blocked.

Finally, there appears to be a need in some EU countries for a telephone helpline for organisations which provide services to trafficked persons to use, e.g., to check on progress in the referral of individuals whose cases have already been reported. If a national referral system is already in place and functioning, it should be able to perform this function or be asked to make suitable arrangements to do so.

Appendix 1 Country profiles

Austria⁶²

A. Country Information

Anti-trafficking helplines

According to information received, there is one organisation in Austria that runs a special helpline on trafficking in human beings, which is LEFÖ - Counselling, Education and Support for Migrant Women. The department of LEFÖ which runs the helpline is LEFÖ - IBF (Intervention Centre for trafficked women). The organisation also manages a website for passing information in cases of trafficking of women.

Related helplines/116 helplines⁶³

The European helpline number 116 123 Emotional support helpline has been assigned according a report the research team received, however it is not clear to what extent it actually functions, neither is the assignment of this number known to other organisations working in the anti trafficking field, like the organisation LEFÖ mentioned above. There is also the Women's Helpline against Male Violence, run by the Austrian Women's Shelter Network AÖF. Additionally the Women's Department of the City of Vienna runs a 24-hour Emergency Hotline (MA 4) for women and girls who have been raped; there is also the Helpline for victims in general which is working 24 hours nationwide.

Referral System

The helpline is not mentioned in the national plan of action and is not part of a formal referral system.

B. Information on anti-trafficking helplines

	Helpline LEFÖ
type of organisation	NGO, part of a larger organisation
Helpline work	Minor part of work
Helpline funding	Funded by government of country on a long-term basis
Helpline charges	Not toll-free
opening hours	Monday to Friday, for a specific audience 24 hours
target groups	women and girls victims of trafficking for all industries (nationals & migrants) female victims of violence professionals friends and relatives
total calls	Not registered
calls of trafficked persons	Not registered

⁶² Questionnaires were received from 1 anti trafficking helpline: LEFÖ - Counselling, Education and Support for Migrant Women

⁶³ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

C. Information on services provided & linked services

Helpline LEFÖ

- Services: information, (telephone) counselling, (organization of) emergency assistance and support
- Languages: German (national language), English, Polish, Bulgarian, Rumanian, Russian, Spanish, French, Hungarian, Arabic
- All of the linked services are accessible for women and girls. They are free of charge for migrants with an official residence status, undocumented migrants, nationals and persons who are identified as victims of trafficking.

Details on short-term/emergency assistance and support services

	Helpline LEFÖ	
	by own organisation	by linked service/agency
organisation of release from place of exploitation	x	
shelter/housing	x	
medical aid	x	x
legal aid (counselling)	x	x
crisis intervention	x	
psychosocial counselling	x	
basic needs (foods, clothing)	x	
Financial support/pocket money	x	
Recovery of legal documents	x	
security arrangements & protection	x	
travel arrangements	x	
search for missing persons	x	x

Details on Long-term assistance and support services

	Helpline LEFÖ	
	by own organisation	by linked service/agency
legal representation in court	x	x
security escort	x	x
accompanying victim to court	x	x
organisation of guardian for minors	x	x
psychosocial counselling	x	
psychotherapy		x
negotiations with family	x	
visits in prisons and hospitals	x	
language courses for non nationals	x	x
vocational training/education	x	x
job search	x	x
long-term monitoring of cases	x	

Belgium⁶⁴

A. Country Information

Anti-trafficking helplines

According to information received, there are several NGOs, including the NGOs Pagasa and Payoke, which run helplines and offer assistance to trafficked persons in Belgium.

Related helplines/116 helplines⁶⁵

Or.C.A. is an organisation dedicated to assist clandestine labour migrants and has a hotline/helpdesk for workers without payment. The shelter Centre d'Accueil d'Urgence Ariane ASBL runs a helpline for those in need. Further in Belgium the organisation Ghapro, assists persons working in the sex industry with medical, social and juridical support, and is reachable by a more general telephone line.

116 000 Missing Children helpline has been assigned and is functioning in the country.

Referral System

Information is received that the anti trafficking helpline of Payoke is mentioned in the national plan of action. It is part of a formal referral system. The helpline has formal agreements with all linked services: police, shelters, medical practitioners, clinics, hospitals, lawyers/ legal aid institutions, social workers, psychologists/ therapists, child care institutions, educational institutions, job training centres, job agencies. In Brussels, the Network Assistance Human trafficking (Hulpverlening Mensenhandel / Réseau d'assistance Traite des Etres Humains) is set up.

B. Information on anti-trafficking helplines

	Helpline Payoke	Helpline Pagasa
type of organisation	NGO	NGO
Helpline work	Main focus of work	
Helpline funding	Funded by national donors on a temporary basis and by government of country on a long-term basis.	Funded by national donors on a temporary basis and by government of country on a long-term basis.
Helpline charges	Not toll-free	Not toll-free
opening hours	Every day, 24 hours a day	24 hrs service, every day
target groups	Women, men and children victims of trafficking for all industries (nationals & migrants) prospective migrants women, men and children victims of (domestic) violence relatives and friends professionals	
total calls	Not registered	
calls of trafficked persons	Not registered	

⁶⁴ Questionnaires were received from 1 anti trafficking helpline: Payoke

⁶⁵ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

C. Information on services provided & linked services

- Services of Payoke include: information, (telephone) counselling, (organization of) emergency assistance and longer term support, including a shelter for victims of trafficking, referral to other service providers and services of Pagasa included: shelter, social services and counselling, legal and administrative assistance.
- Languages (Payoke helpline): Flemish/ Dutch (national language), English, Russian, Spanish, French, Polish, Bulgarian, Rumanian, Thai, Chinese, Albanian
- All of the linked services are accessible for women, girls, men and boys. They are free of charge for persons who are identified as victims of trafficking.

Details on short-term/emergency assistance and support services

	Helpline Payoke		Helpline Pagasa	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation	X			X
shelter/housing	X		X	X - additionally
medical aid	X		X	X - additionally
legal aid (counselling)	X		X	
crisis intervention	X		X	
psychosocial counselling	X		X	
basic needs (foods, clothing)	X		X	
Financial support/pocket money	X		X	
Recovery of legal documents	X		X	
security arrangements & protection		X	x	
travel arrangements			x	
search for missing persons		X		

Details on Long-term assistance and support services

	Helpline Payoke		Helpline Pagasa	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court	X		X	
security escort		X		x
accompanying victim to court	X		x	
organisation of guardian for minors	X			X
psychosocial counselling	X		X	
psychotherapy	X		X	
negotiations with family	X		X	
visits in prisons and hospitals	X			X
language courses for non nationals	X			X
vocational training/education	X			X
job search	X			X
long-term monitoring of cases	X		X	

Bulgaria⁶⁶

A. Country Information

Anti-trafficking helplines

According to information received, there are two organisations in Bulgaria that run special helplines on trafficking in human beings: Animus Association and Open Door Centre Association. There are other NGOs which run helplines/ offer assistance to trafficked persons, but no further information from them or about them was received. In August 2009, the helpline run by Animus (080018 676) became a toll free line.

Related helplines/116 helplines⁶⁷

Bulgaria has a 112 emergency number. A 116 111 child helpline has been assigned to Animus Association by the State Agency for Child Protection after a public tender. The 116 111 hotline received its first calls in November 2009.

Referral System

The above mentioned anti trafficking helplines are mentioned in the Reference Book of the National Commission for Combating Trafficking. There are several anti-trafficking NGOs, as well as shelters to which the helplines can refer. Both helplines are not yet part of a formal national referral mechanism (NRM) but such a system is currently being set up in Bulgaria. Both helplines have formal agreements with the majority of linked services: police, shelters, lawyers/ legal aid institutions, child care institutions, job agencies. Open Door Centre as well as Animus Association makes transnational referrals to organisations in other countries.

B. Information on anti-trafficking helplines

	Helpline Animus Association	Helpline Open Door Centre
type of organisation	NGO, part of a larger organisation	NGO
Helpline work	Significant part of work	Main focus of work
Helpline funding	Mixed funding (including government of country) on a temporary basis	Funded by various donors on a temporary basis
Helpline charges	Toll-free since august 2009	Toll-free
opening hours	The helpline provides free legal consultations for Wednesday from 17. 30 to 21.30. There is a phone line available on a daily basis for emergency situations.	Available Monday to Friday during regular office hours
target groups	women and children victims of trafficking for the sex industry (nationals & migrants) prospective migrants women and children victims of (domestic) violence general public	women and children victims of trafficking for all industries (nationals & migrants) prospective migrants women and children victims of violence (nationals & migrant) professionals general public
total calls	2008 :1370 2007: 1474 2006: 1328	2008: 1050 2007: 964 2006: 800
calls of trafficked persons	2008 :trafficked women: 37 2007: trafficked women: 187 2006: trafficked women: 107	Not registered

C. Information on services provided & linked services

⁶⁶ Questionnaires were received from 2 anti trafficking helplines: Animus Association and Open Door Centre.

⁶⁷ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

Helpline Animus Association

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers
- Languages: Bulgarian (national language), English, Russian, Spanish, French
- All of the linked services are accessible for women, girls and boys. They are free of charge for persons who are identified as victims of trafficking.

Helpline Open Door Centre

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.
- Languages: Bulgarian, Russian
- All of the linked services are accessible for women and girls. They are free of charge for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.
- For men and boys the range of available services is very restricted

Details on short-term/emergency assistance and support services

	Helpline Animus Association		Helpline Open Door Centre	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation		x		
shelter/housing	x		x	
medical aid		x	x	x
legal aid (counselling)	x		x	x
crisis intervention	x		x	
psychosocial counselling	x		x	
basic needs (foods, clothing)	x		x	
financial support/pocket money	x			
recovery of legal documents	x		x	x
security arrangements & protection	x		x	
travel arrangements	x		x	
search for missing persons				

Details on Long-term assistance and support services

	Helpline Animus Association		Helpline Open Door Centre	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court		X	x	
security escort	X			
accompanying victim to court			x	
organisation of guardian for minors	x		x	x
psychosocial counselling	x		x	
Psychotherapy	x		x	
negotiations with family	x		x	
visits in prisons and hospitals	x		x	
language courses for non nationals				
vocational training/education				
job search	x		X	
long-term monitoring of cases	x		X	

Cyprus⁶⁸

A. Country Information

Anti-trafficking helplines

There is a free helpline run by the police for all citizens, to report all crimes, including trafficking of human beings. Trafficked persons can call this line as well. This line is called the "Citizen's Line". The Citizen Communication Line (Help line - Tel. number 1460) has been operating at Police Headquarters since 2002. Its aim is to enable citizens to directly contact Headquarters for help, information or to make complaints. Thus the Line provides to the callers information and advice, as well as referrals to other service providers/agencies, while any information that the caller gives is treated confidentially. It is a way for citizens to receive immediate help or assistance and at the same time to give the police useful information without any fear or prejudice. It essentially serves as a vital discrete bridge of communication between the Police and the public. This Line does not in any way substitute the Police Emergency Line (199/112). All messages/information received by the Line are recorded, and where possible the response by the Line personnel is immediate. If an immediate response is not possible, then the information received is passed on to the appropriate Police Department/Service for further handling. The Citizen Communication Line functions on a 24 hour basis and calls are free of charge. According to the Line's statistical data, the most calls received daily are between 4 pm and 12 pm and especially during the weekends.

Related helplines/116 helplines⁶⁹

Future Worlds Center currently runs a hotline in Cyprus (Cyber Ethics Project) for people to report indecent material aimed at children and cyber bullying that occurs on the Internet. Further the Association for the Prevention and Handling of Violence in the Family runs a Crisis Center-Emergency Hotline (1440). The Crisis Center Phone Line 1440 is free of charge. The phone line operates daily from 9:00 am until 10:00 pm. During holidays and weekends the emergency Hotline operates on a 24-hour basis. The Crisis Center is constituted by scientific personnel (psychologists and a social worker) trained in crisis intervention, listening and referral techniques. The Crisis Center provides psychological support, information and briefing to victims, regarding their rights, possibilities and options. They also provide information about and cooperate with other services. In 2006 the Crisis Center handled 626 cases while within the first six months of 2009 594 cases of violence (physical, psychological and sexual) were reported at the Center.

116 000 Missing Children helpline, 116 111 is the Child helpline (for children to call for assistance) and the 116 123 Emotional support helpline have been assigned and are functioning in the country.

Referral System

The Organisation KISA- Action for Equality, Support, Anti racism operates a Migrants and Refugee Centre in Nicosia and envisage the operation soon of another Centre in Limassol, they do provide services to victims of trafficking through their general services mandate whenever victims contact or are being referred to them. The organisation does not operate a hotline as such, but provides a 24 hours service for migrants in emergency situations (+357 22 878181). Future Worlds Center (NGO) can be called (+357 22 873820) regarding the issue of trafficking in human beings, but apparently does not run a specific helpline. Future Worlds Center has operated the Unit for the Rehabilitation of Victims of Torture (URVT) since 2006 and in 2009 began offering psychological and social services from URVT to victims of human trafficking. According to the relevant legislation, the Director of Social Welfare Services, is the "Guardian of Victims of Trafficking and Sexual Exploitation". The victims have the right to protection and support, temporary shelter, care and psychiatric support until they have recovered completely from their traumatic experience. People can report cases of human trafficking to a Social Welfare Officer of their District Social Welfare Services Office (+357 22406709). Additionally, the Office of Combating Trafficking in Human Beings (+357 22808917) operating under the Cyprus Police refers all the victims of trafficking after they have reported the crime to the Social Welfare Services in order to be supported and treated.

⁶⁸ From Cyprus 5 questionnaires were received.

⁶⁹ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

Czech Republic⁷⁰

A. Country Information

Anti-trafficking helplines

According to information received there are two organisations in the Czech Republic that run special helplines on trafficking in human beings: Caritas Czech Republic (project Magdala) and La Strada Czech Republic (La Strada). The La Strada helpline is dedicated only to trafficked and exploited persons, as well for their relatives and friend. Project Magdala runs a helpline for trafficked and exploited people and for victims of domestic violence.

Related helplines/116 helplines⁷¹

116 111 Child helpline has been assigned and is functioning in the country. Further, the Association for integration and migration/ Counselling Centre for refugees, which is an organization providing services to all categories of migrants (not only to refugees as their name suggests) apparently also runs a helpline.

Referral System

Both La Strada and Caritas are mentioned in the National Strategy to Combat Trafficking in Human Beings (2008-2011) and are part of a national referral system. Caritas makes transnational referrals to church organisations and to other organisations for persons who experienced all forms of trafficking, similarly for La Strada, who also refer to other LS members abroad. La Strada has formal agreements with the majority of linked services: police, medical practitioners, lawyers/ legal aid institutions, psychologists/ therapists and job training centres. As for Caritas Prague, no information on this is available. Caritas Prague mentioned to be member of a national anti-trafficking platform.

B. Information on anti-trafficking helplines

	Helpline Caritas	Helpline La Strada
type of organisation	Religious organisation (NGO), part of a larger organisation	NGO
helpline work	Main focus of work	Minor part of work
helpline funding	Mixed funding (including government of country) on a temporary basis and on a long-term basis	Funded by national and various international donors on a temporary basis and by government of country on a long-term basis
helpline charges	Not toll-free	Not toll-free
opening hours	Service available every day/ 24 hours	Accessible Tuesday and Thursday 10a.m. to 4 p.m. and Wednesday 12- 6 p.m. Every Wednesday, a Russian hot-line is being operated from 4 until 6 p.m.
target groups	Women, men and children (im)migrants and undocumented migrants victims of trafficking for all industries (nationals & migrants) prospective migrants victims of (domestic) violence (nationals & migrants) relatives and friends professionals general public	women and men victims of trafficking for all industries (nationals & migrants) prospective migrants women and men victims of violence (nationals & migrant) professionals general public relatives and friends
total calls	2008 : 599 2007: not registered 2006: not registered	2008: 314 2007: 275 2006: 288

⁷⁰ Questionnaires were received from 2 anti trafficking helplines: Caritas Prague and La Strada

⁷¹ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

calls (of trafficked persons) - divided by gender	Not registered	2008: 200 women and 114 men 2007: 201 women and 74 men 2006: 236 women and 50 men
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C. Information on services provided & linked services

Helpline Caritas

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers
- Languages: Czech (national language), Russian, German, Mongolian
- All of the linked services are accessible for women, girls and boys. They are free of charge for persons who are identified as victims of trafficking.

Helpline La Strada Czech Republic

Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.

- Languages: Czech, Russian, Moldavian, Ukrainian, English
- All of the linked services are accessible for women and men. They are free of charge for persons who are identified as victims of trafficking.

Details on short-term/emergency assistance and support services

	Helpline Caritas		Helpline La Strada	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation	x	x		x
shelter/housing	x		x	x
medical aid	x	x		x
legal aid (counselling)	x		x	x
crisis intervention	x		x	x
psychosocial counselling	x		x	
basic needs (foods, clothing)	x		x	
financial support/pocket money	x		x	
recovery of legal documents	x		x	
security arrangements & protection		x	x	
travel arrangements	x	x	x	x
search for missing persons				

Details on Long-term assistance and support services

	Helpline Caritas		Helpline La Strada	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court	x	x	x	x
security escort		x	x	x
accompanying victim to court	x		x	
organisation of guardian for minors	x			
psychosocial counselling	x		x	x
psychotherapy	x			x
negotiations with family	x	x	x	
visits in prisons and hospitals	x			
language courses for non nationals		x		x
vocational training/education		x		x
job search	x		x	x
long-term monitoring of cases	x			

Denmark⁷²

A. Country Information

Anti-trafficking helplines

Apparently a free helpline for trafficked persons to call is expected to be launched soon. Until 2007 the GO "Reden-Stop Kvindehande" has been in charge of a hotline for female victims of human trafficking. Currently, the governmental Danish Anti-Trafficking Centre, established within the National Board of Social Services, which is an independent subdivision of the Ministry of Social Affairs, runs a Danish hotline to be used if one suspects a person to be victim of trafficking.

Related helplines/116 helplines⁷³

116 000 Missing Children helpline, 116 111 Child helpline (run by different NGOs) and the 116 123 Emotional support helpline have been assigned and are functioning in the country.

Referral System

The new Centre for Human Trafficking is. There is a Danish Working Group Against Trafficking in Women, involving the main stakeholders. The organisation Pro-centret and Reden in Copenhagen provide assistance to trafficked persons, in particular women working in prostitution.

⁷² From Denmark no questionnaires were received by the deadline of July 1, 2009, information is still expected.

⁷³ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

Estonia⁷⁴

A. Country Information

Anti-trafficking helplines

According to information received, there is one organisation running a helpline on trafficking in human beings in Estonia: Living for Tomorrow. They run the helpline since 2004. There are several NGOs that work in related areas, among which the Child Support Centre (Tartu), the AIDS Information and Support Centre, the Life Line Atoll Centre and the National Institute for Health Development.

Related helplines/116 helplines⁷⁵

116 111 Child helpline has been assigned and is functioning in the country.

Referral System

The helpline run by Living for Tomorrow is part of the National Development Plan for Combating Trafficking in Human Beings. There are three shelters that offer different social services, to which the helpline can refer. The helpline is part of a referral system for persons trafficked for exploitation in the sex industry as well as in other industries/ workplaces. The helpline has formal agreements with all linked services: shelters, social workers, psychologists, therapists. The helpline makes transnational referrals to NGOs and state agencies.

B. Information on anti-trafficking helplines

	Helpline Living for tomorrow
type of organisation	NGO
Helpline work	Main focus of work, NGO works on youth, sexual health and gender issues
Helpline funding	Funded by government of country on a temporary basis
Helpline charges	Not toll-free
opening hours	Available Monday to Friday, 10 am to 6 pm
target groups	women, men and children (im)migrants and undocumented (im)migrants victims of trafficking for all industries (nationals and migrants) Prospective migrants women, men and children victims of violence (nationals and migrants) relatives and friends professionals
total calls	2008: 416 2007: 371 2006: 343
calls of trafficked persons	Not registered

C. Information on services provided & linked services

Helpline

Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers

⁷⁴ Questionnaires were received from 1 anti trafficking helpline: Living for tomorrow

⁷⁵ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

- languages: : Estonian (national language), English, Russian, Polish
- Almost all services offered are accessible for women, girls, men and boys. Almost all services that are free of charge are so for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.

Details on short-term/emergency assistance and support services

	Helpline Living for tomorrow	
	by own organisation	by linked service/agency
organisation of release from place of exploitation	x	
shelter/housing		x
medical aid		x
legal aid (counselling)	x	
crisis intervention		x
psychosocial counselling		x
basic needs (foods, clothing)		x
financial support/pocket money		
recovery of legal documents	x	
security arrangements & protection		x
travel arrangements	x	
search for missing persons	x	

Details on Long-term assistance and support services

	Helpline Living for tomorrow	
	by own organisation	by linked service/agency
legal representation in court		x
security escort		x
accompanying victim to court		x
organisation of guardian for minors		x
psychosocial counselling		x
Psychotherapy		
negotiations with family	x	
visits in prisons and hospitals	x	
language courses for non nationals		
vocational training/education		
job search		
long-term monitoring of cases	x	

Finland⁷⁶

A. Country Information

Anti-trafficking helplines

Apparently there is no free helpline for victims of human trafficking in Finland but there is a plan to establish one for foreign trafficked persons in connection with the "Rikosuhripäivystys" (VICTIM SUPPORT FINLAND) but it has not found sufficient funds so far. According to their own information, Pro Tukipiste is the only NGO working with sex workers and trafficked persons in Finland. They provide services for sex workers and trafficked persons, including outreach work, a drop-in centre, medical/health, legal and social services.

Related helplines/116 helplines⁷⁷

A support system has been set up to help victims of human trafficking in connection with the reception system of asylum seekers by the State Reception Centres, in particular by the Reception Centres of Joutseno (for adults) and Oulu (for children). Calling to these reception centres is free. These centres coordinate the work and victims are advised but they are not victim help lines in the strict meaning of the word. The responsible Ministry is the Ministry of Labour.

Further Tukinain Ry has a Rape Crisis Center in Helsinki run by Heli Heinjoki, reachable by phone. The Mannerheim League for Child Welfare has a helpline for children and young people.

The 116 111 Child helpline has been assigned and is functioning in the country. 116 123 Emotional support helpline has been assigned to a service provider.

Referral System

See above.

⁷⁶ 3 questionnaires were received from Finnish organisations.

⁷⁷ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

France⁷⁸

A. Country Information

Anti-trafficking helplines

According to information received, there are two organisations in France that run a special helpline on trafficking in human beings: France ALC and Hors la Rue. Whereas the main focus of France ALC is on giving information to professionals and the general public, Hors la Rue offers services for migrant persons. There are other NGOs which run helplines/ offer assistance to trafficked persons. However, no information on those services was received.

Related helplines/ 116 helplines⁷⁹

There is 114 a number for abused children, a free number on violence against women and a paid number for abused women. The organisation INAVEM (Institut National d'Aide aux Victimes Et de Médiation) helps victims of whatever kind to get in touch with local associations and runs a helpline called "08 Victimes". Additionally the Fédération Nationale Solidarité Femmes, an organisation fighting any kind of violence against women, has got a helpline called "3929 Violence Conjugale Info". FNARS (Fédération Nationale des Associations d'Accueil et de Réinsertion Sociale), occupied amongst other things with general health, runs a helpline called "115-accueil sans abri". 116 000 Missing Children helpline has been assigned and is functioning in the country.

Referral System

The above mentioned anti trafficking helplines are mentioned in the National Plan of Action. Both of them are part of a formal referral system and have formal agreements with the majority of linked services - both with shelters and social workers and Hors la rue additionally with police, lawyers/ legal aid institutions, child care institutions, educational institutions. ALC France as well as Hors la Rue makes transnational referrals to organisations in other countries. While Hors de la Rue is a member of a national anti-trafficking platform, France ALC is not. The National Association of Assistance to Foreigners at Borders (Anafé), is a network of French NGOs that provides assistance to migrants,

B. Information on anti-trafficking helplines

	Helpline France ALC	Helpline Hors la Rue
type of organisation	NGO	NGO, part of larger organisation
helpline work	Minor part of work	Minor part of work
helpline funding	Funded by the government of the country on a long term basis	Funded by various donors on a temporary basis and by the government of the country on a long-term basis.
helpline charges	Not toll-free	Toll-free
opening hours	Service available Monday to Friday during the usual office hours	Available Monday to Friday during regular office hours
target groups	professionals general public	Migrant women, men and children victims of trafficking for all industries
total calls	Not registered	Not registered
calls of trafficked persons	Not registered	Not registered

⁷⁸ Questionnaires were received from 2 anti trafficking helplines: ALC France and Hors la Rue

⁷⁹ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

C. Information on services provided & linked services

Helpline ALC

- Services: information, (organization of) emergency assistance and support, referral to other service providers
- Languages: French (national language), English, Italian
- All of the linked services are accessible for women and men. They are free of charge for persons who are identified as victims of trafficking. Short time assistance and support services are free of charge for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking. Long-term assistance and support services are only completely free for nationals and migrants with an official residence status. For undocumented migrants and persons who are identified as victims of trafficking, there are restrictions.

Helpline Hors la Rue

- Services: information, (telephone) counselling, (organization of) emergency assistance and support.
- Languages: French (national language), English, Rumanian, Serbian, Croatian, Pigeon.
- All of the linked services are accessible for migrant boys and girls (with an official residence status and undocumented). They are free of charge for migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.

Details on short-term/emergency assistance and support services

	Helpline France ALC		Helpline Hors de la Rue	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation			x	
shelter/housing	x	X		
medical aid		X		
legal aid (counselling)	x	X	x	
crisis intervention	x	X		
psychosocial counselling	x	X		
basic needs (foods, clothing)	x	X	x	
financial support/pocket money	x	X		
recovery of legal documents		X		
security arrangements & protection	x	X	x	
travel arrangements	x	X		
search for missing persons		X		

Details on Long-term assistance and support services

	Helpline France ALC		Helpline Hors de la Rue	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court		X		
security escort				
accompanying victim to court	x	X	x	
organisation of guardian for minors			x	
psychosocial counselling	x	X	x	
psychotherapy	x	X		
negotiations with family	x	X	x	
visits in prisons and hospitals	x	X	x	
language courses for non nationals	x	X	x	
vocational training/education		X		
job search		X		

Germany⁸⁰

A. Country Information

Anti-trafficking helplines

According to information received there are six organisations in Germany that run special helplines on trafficking in human beings: Koofra e.V. - coordination centre against trafficking in women, Karo e.V., Frauenberatungsstelle Düsseldorf, Diakonisches Werk Kassel, Belladonna and Ban Ying. There are further other NGOs which run helplines/ offer assistance to trafficked persons.

Related helplines/116 helplines⁸¹

The 116 111 Child helpline has been assigned and is functioning in the country.

Referral System

Three of the six anti-trafficking helplines are mentioned in the national plan of action (koofra, Frauenberatungsstelle Düsseldorf, Diakonisches Werk Kassel). Four helplines have stated that they are part of a referral system (koofra, Frauenberatungsstelle Düsseldorf, Diakonisches Werk Kassel, Ban Ying), two say that there is no referral system. All of the helplines that are part of a referral system have agreements with some of the linked services. Additionally, the helpline Karo has agreements with some linked services although it is not part of a referral system. Three helplines report to be members of a national anti-trafficking platform (koofra, Frauenberatungsstelle Düsseldorf, Diakonisches Werk Kassel), whereas Ban Ying states that there is no anti-trafficking platform in Germany. Three of the helplines make transnational referrals - two to NGOs (koofra and Frauenberatungsstelle Düsseldorf) and one to NGOs and state organisations (Ban Ying).

B. Information on anti-trafficking helplines

	Koofra e.V.	Karo e. V.
type of organisation	NGO, not part of a larger organisation	NGO, not part of larger organisation
helpline work	Minor part of work	Minor part of work
helpline funding	Funded by private donors on a temporary basis and by the government of the country on long-term basis.	Funded by various donors on a temporary basis and on a long-term basis.
helpline charges	Not toll-free	Not toll-free
opening hours	Available Monday to Thursday 11 a.m. to 5 p.m. Friday 11 a.m. to 2 p.m.	Available every day, 24 hours/ day
target groups	women and children victims of trafficking for the all industries (nationals & migrants) prospective migrants (women and children) women and children victims of (domestic) violence (Nationals and migrants) general public relatives and friends other service providers police	Undocumented (im)migrants Women, men and children victims of trafficking for the sex industry (nationals & migrants) prospective migrants (men and children) victims of violence (nationals & migrant) police general public relatives and friends health advice
total calls	Not registered	Not registered

⁸⁰ Questionnaires were received from 6 anti trafficking helplines: koofra e.V. - coordination centre against trafficking in women, KARO e.V., Frauenberatungsstelle Düsseldorf, Diakonisches Werk Kassel, Belladonna, Ban Ying

⁸¹ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

calls of trafficked persons	Not registered	Not registered
	Frauenberatungsstelle Düsseldorf	Diakonisches Werk Kassel
type of organisation	NGO, not part of a larger organisation	Church/ religious organisation, part of a larger organisation
helpline work	Minor part of work	Minor part of work
helpline funding	Funded by the government of the country and private donors on along-term basis.	Funded by various donors on a temporary basis.
helpline charges	Not toll-free	Not toll-free
opening hours	Available every day from 10 a.m. to 10 p.m.	Available Monday to Friday during the usual office hours
target groups	(Im)migrants, undocumented (im)migrants Women (nationals and migrants) and migrant children victims of trafficking for the all industries prospective migrants (women and children) national and migrant women and migrant children victims of (domestic) violence general public relatives and friends other service providers police	Women and children victims of trafficking for all industries (nationals & migrants) female victims of violence (nationals & migrant) police general public professionals relatives and friends
total calls	Not registered	Not registered
calls of trafficked persons	2008: 1 trafficked girl Other years: not registered	Not registered

	Belladonna e.V.	Ban Ying e.V.
type of organisation	NGO	NGO
helpline work	Minor part of work	Minor part of work
helpline funding	Funded by the government of the country on along-term basis.	Funded by the government of the country on a temporary basis.
helpline charges	Not toll-free	Not toll-free
opening hours	Available every day, 24 hours/ day	Available Monday to Friday 10 a.m. to 3 p.m.
target groups	(im)migrants in general, undocumented (im)migrants women and children victims of trafficking for the all industries (nationals & migrants) prospective migrants (women and children) women victims of (domestic) violence (nationals and migrants) general public relatives and friends other service providers police public authorities	Undocumented (im)migrants Women victims of trafficking for all industries (nationals & migrants) women victims of violence (nationals & migrant) other service providers police general public relatives and friends
total calls	Not registered	Not registered
calls of trafficked persons	Not registered	Not registered

C. Information on services provided & linked services

Koofra e.V.

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers
- Languages: German (national language), English, Polish Bulgarian, Rumanian, Russian Spanish French, Thai ('We try to provide all languages needed. At the moment we can provide 16 languages through our staff, others are organised with cooperation partners.)
- All of the linked services are accessible for women and girls. For men and boys only organisation of release from place of exploitation is accessible.
- The services are free of charge for persons who are identified as victims of trafficking. Organisation of release from place of exploitation is additionally free of charge for nationals, migrants with an official residence status and undocumented migrants.

KARO e.V.

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.
- Languages: German (national language), Russian, Czech
- Most of the linked services are accessible for women, men, boys and girls. Most of them are free of charge for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.

Frauenberatungsstelle Düsseldorf

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.
- Languages: German (national language), English, Rumanian, Russian
- Linked services are accessible only for women. All of the services are free of charge for persons who are identified as victims of trafficking. For nationals, migrants with an official residence status and undocumented migrants, there are restrictions.

Diakonisches Werk Kassel

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.
- Languages: German (national language), English, Polish, Bulgarian, Rumanian, Russian, Spanish, French, Thai, Albanian, Czech
- Most of the linked services are accessible for women and girls. All of them are free of charge for nationals, migrants with an official residence status and persons who are identified as victims of trafficking. For undocumented migrants, there are some restrictions.

Belladonna e.V.

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers. Belladonna also offers other services like take persons to a train etc.
- Languages: German (national language), English, Polish, Bulgarian, Rumanian, Russian
- All of the linked services are accessible for women and girls. They are free of charge for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.

Ban Ying e.V.

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers. Ban Ying also offers shelter, personal counselling and contact to lawyers.
- Languages: German (national language), Russian, Spanish, French, Thai, Chinese. Ban Ying calls back in any other language.
- All of the linked services are accessible for women. All of them are free of charge for nationals, migrants with an official residence status and persons who are identified as victims of trafficking. For undocumented migrants, there are some restrictions.

Details on short-term/emergency assistance and support services

	Helpline Koofra e.V.		Helpline Karo e.V.	
	by own organisation	by linked service/agency	by own organisation*	by linked service/agency
organisation of release from place of exploitation	X	x	x	x
shelter/housing	X	x	x	
medical aid		x	x	x
legal aid (counselling)		x	x	x
crisis intervention	X	x	x	
psychosocial counselling	X	x	x	x
basic needs (foods, clothing)	X	x	x	
financial support/pocket money	X	x	x	
recovery of legal documents	X	x	x	x
security arrangements & protection		x	x	x
travel arrangements	X	x	x	x
search for missing persons	X	x	x	x

* Karo e.V. also offers: prevention, street work, health care and advice

	Frauenberatungsstelle Düsseldorf		Diakonisches Werk Kassel	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation	X			x
shelter/housing	X		x	
medical aid		x		x
legal aid (counselling)	X	x	x	x
crisis intervention	X		x	
psychosocial counselling	X	x	x	
basic needs (foods, clothing)	X		x	
financial support/pocket money	X	x	x	
recovery of legal documents	X		x	x
security arrangements & protection	X	x		x
travel arrangements	X		x	x
search for missing persons	X			x

	Belladonna e.V.*		Ban Ying e.V. **	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation	X			x
shelter/housing		x	x	x
medical aid		x		x
legal aid (counselling)		x		x
crisis intervention	X		x	
psychosocial counselling		x	x	
basic needs (foods, clothing)	X	x	x	
financial support/pocket money	X		x	
recovery of legal documents	X	x	x	
security arrangements & protection	X	x		

travel arrangements	X	x	x	
search for missing persons	X		x	x
* Belladonna also offers: Accompanying to abortions, help with or referral to acknowledgement of paternity				
** Ban Ying also offers to contact family members				

Details on Long-term assistance and support services

	Helpline Koofra e.V.		Helpline KARO e.V.	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court		x	x	x
security escort		x		
accompanying victim to court	X	x	x	x
organisation of guardian for minors		x	x	x
psychosocial counselling	X	x	x	x
psychotherapy		x	x	x
negotiations with family	X	x	x	x
visits in prisons and hospitals	X	x	x	
language courses for non nationals		x	x	
vocational training/education		x	x	x
job search	X	x	x	
long-term monitoring of cases	X		x	

	Frauenberatungsstelle Düsseldorf		Diakonisches Werk Kassel	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court	X	x		
security escort		x		
accompanying victim to court	X	x	x	
organisation of guardian for minors	X	x		
psychosocial counselling	X		x	
psychotherapy	X	x		x
negotiations with family	X			
visits in prisons and hospitals	X		x	
language courses for non nationals	X	x	x	x
vocational training/education	X	x	x	x
job search	X		x	x
long-term monitoring of cases	X	x	x	

	Bellaodnna e.V.*		Ban Ying e.V.	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court		x		x
security escort	X	x	x	x
accompanying victim to court	X		x	
organisation of guardian for minors		x		
psychosocial counselling	X	x	x	
psychotherapy		x		x
negotiations with family	X		x	x
visits in prisons and hospitals	X		x	
language courses for non nationals		x		x
vocational training/education		x		x

job search	X	x	x	x
long-term monitoring of cases	X		x	

Greece⁸²

A. Country Information

Anti-trafficking helplines

According to information received, there is one organisation in Greece that runs a special helpline (+ 30) 2651 33033) on trafficking in human beings: Research and Support Center for Victims of Maltreatment and Social Exclusion (CVME). It operates from 8:00 am till 15:30 PM. The telephone number 800 111 4400 and the landline (+30) 210 7704547 belonged to the NGO European Network of Women (Greek Section). These were dedicated anti-trafficking hotlines, but have ceased to operate due to lack of funding.

Related helplines/ 116 helplines

There are other NGOs which do not offer specialised or exclusive help on the issue of trafficking in human beings, but run helplines/ offer assistance to trafficked persons, including the NGO KEPAD which operates a general telephone service for human rights issues, including trafficking, offering advice, help when dealing with public sector and further referral to specialised services. According to information received they are available from 9.00 am to 9.00 pm every day (7/7). There is further a hotline (800 11 37777) run by the NGO Solidarity. It is a more specialised line for victims of trafficking, victims of violence mainly women and children. It is staffed by psychologists that offer on the spot counselling and operates from 8:30 am to 8:30 pm in Greek and English. Solidarity is based in Athens and also runs a safe house. The NGO "Klimaka" (801 801 99 99) runs a hotline for suicide intervention. This is an NGO working on issues of psychological health, social exclusion, human trafficking and violence. They also receive calls from trafficked persons or from other service providers at their main office line +30 210 3417160 and they offer a wide range of services to victims and other special specialists.

The National Centre for Social Solidarity is a state run centre under the supervision of the Ministry of Health and Social Solidarity which provides services ranging for all kinds of social problems, psychological health, social exclusion and human rights issues and refer to services of others, from psychological counselling, to the sheltering of the temporarily homeless. This state centre runs a helpline called, "197". Further the 116 000 Missing Children helpline has been assigned and is functioning in the country.

Referral System

The anti trafficking helpline is part of a referral system for persons trafficked for all industries. It has formal agreements with the majority of linked services: police, shelters. It makes transnational referrals to NGOs and to state agencies. It is member of a national anti-trafficking platform. The NGO KEPAD also coordinates a regional network on trafficking in human beings, called ARIADNE and refers trafficked persons to specialised service providers in Greece (e.g. helped her find shelter, psychologist etc) and abroad.

B. Information on anti-trafficking helplines

	Helpline of CVME
type of organisation	NGO
helpline work	Minor part of work
helpline funding	Funded by government of country on a temporary basis

⁸² Questionnaires were received from 1 anti trafficking helpline: Research and Support Center for Victims of Maltreatment and Social Exclusion (CVME)

helpline charges	Not toll-free
opening hours	Monday to Friday 8.30 am to 3.30 pm.
target groups	(undocumented) (im)migrants women (national & migrant) victims of trafficking for all industries women victims of (domestic) violence relatives and friends general public professionals
total calls	2008 : 98 2007: 107 2006: 112
calls of trafficked persons	2008 :trafficked women: 14 2007: trafficked women: 31 2006: trafficked women: 25

C. Information on services provided & linked services

Helpline

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers
- Languages: Greek (national language), English, Russian, French, Bulgarian, Romanian
- All of the linked services are accessible to women. They are free of charge for persons who are identified as victims of trafficking. For others, there are restrictions. Long-term assistance and support is only accessible to women.
- For men and boys the range of available services is very restricted.

Details on short-term/emergency assistance and support services

	Helpline CVME	
	by own organisation	by linked service/agency
organisation of release from place of exploitation		
shelter/housing	x	
medical aid	x	
legal aid (counselling)	x	
crisis intervention		
psychosocial counselling	x	
basic needs (foods, clothing)	x	
financial support/pocket money	x	
recovery of legal documents	x	
security arrangements & protection	x	
travel arrangements		X
search for missing persons		

Details on Long-term assistance and support services

	Helpline CVME	
	by own organisation	by linked service/agency
legal representation in court		
security escort		
accompanying victim to court		
organisation of guardian for minors		

psychosocial counselling	x	x
psychotherapy	x	x
negotiations with family		
visits in prisons and hospitals		
language courses for non nationals	x	x
vocational training/education		
job search		
long-term monitoring of cases	x	x

Hungary⁸³

A. Country Information

Anti-trafficking helplines

The organisation NANE (Women Together Against Violence) did run a prevention helpline on the issue of trafficking in human beings, but stopped doing so due to lacking funds. It is unclear if the organisation still provides services to trafficked persons currently.

Related helplines/116 helplines

116 000 Missing Children helpline has been assigned and is functioning in the country. Also 116 111 Child helpline has been assigned and is functioning in the country
Hungarian Baptist Aid also runs a hotline number.

Referral System

No further information was received.

⁸³ No questionnaires were received from Hungary.

Ireland⁸⁴

A. Country Information

Anti-trafficking helplines

There are several organisations supporting trafficked persons, including the faith based organisation Ruhama and the Migrant Rights Centre, which offers support to migrants in general including trafficked persons. They run however no specific helpline on trafficking in human beings.

Related helplines/116 helplines

Both the 116 111 Child helpline has been assigned and is functioning in the country. The 116 123 Emotional support helpline has been assigned to a service provider. A National victim's crime helplines exist in Ireland, for example for victims of domestic violence. Further there is a Crime stoppers police helpline to report crimes. Further there is also a free Women's Aid number available. Apparently also a Rape crisis centre has a helpline (to report rape and sexual exploitation).

Referral System

No further information on Ireland's referral system was received.

Also on support services no further information was received.

84 A questionnaire was received from the Municipality of Venice.

Italy⁸⁵

A. Country Information

Anti-trafficking helplines

A national helpline on trafficking is run by the local community of Venice⁸⁶, Numero Verde contro la tratta di esseri umani (Toll free number or Hotline against trafficking in human beings). The main objectives of the hotline are to provide detailed information on legislation and services granted to trafficked persons in Italy and, upon request, refer them to the specialised anti-trafficking agencies. The Numero Verde is composed of a single central headquarter, based in Venice, Italy, run by trained operators, that functions as a filter for the calls, and territorial branches located in 14 different regional or interregional areas throughout Italy. The personnel at the headquarter make the first needs assessment and, then, redirect the call to the nearest local focal point to the place where the caller is or lives.

The Numero Verde contro la Tratta exists since 2001 and has always been funded by the Department for Equal Opportunities. The Italian Department for Equal Opportunities funded the Numero Verde contro la Tratta for 910.000 Euros as follows: central headquarter: 110.000 Euros and 14 local branches: 800.000 Euros. This budget refers to the period between the 1st of June and 31 December 2009. This is because the former budget covered 2 years and finished on the 31st of May 2009.

In most cases, the territorial branches of the Numero Verde are managed by the same NGOs and public institutions responsible for the implementation of the social assistance & integration projects for trafficked persons funded within the framework of the so called Art. 18 Programme⁸⁷. The NGO Association On the Road is the local NGO that runs the territorial branch of the Numero Verde that covers the Marche, Abruzzo and Molise regions. As for NGOs running the hotline at the local level, information is provided in the various languages spoken by the target group, including: English, Albanian, Russian, French, Spanish, Rumanian and Bulgarian.

Related helplines/116 helplines⁸⁸

There is a widespread infrastructure of support services thanks to the social assistance and integration programmes (so-called article 13 and article 18 projects) that are available in most Italian cities and towns. A wide range of services are available and can be provided either by a single organisation/local authority or by the local and national networks of organisations.

The 116 000 Missing Children helpline has been assigned and is functioning in the country

Referral System

There are various organisations providing assistance, e.g. the Association TAMPEP ONLUS conducts field work and supports sex workers, while the NGO On the Road offers a variety of services to trafficked persons. Besides Tampep and On the Road a wide range of other of funded NGOs and local authorities provide accommodation and protection; social, health, psychological and legal counselling and assistance; accompaniment to the social and health services; vocational guidance and training; on-the-job training programmes and direct insertion into the labour market.

C. Information on services provided & linked services

- Services: information, (telephone) counselling, (organization of) emergency assistance and support

⁸⁵ A questionnaire was received from the Municipality of Venice.

⁸⁶ The information from the questionnaire states that the helpline run by the local community is not classified as an anti-trafficking helpline. However, according to other information received, the number is regarded as anti-trafficking helpline operating in Italy.

⁸⁷ See footnote p. 55.

⁸⁸ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

Details on short-term/emergency assistance and support services

	On the Road ⁸⁹	
	by own organisation	by linked service/agency
organisation of release from place of exploitation	x	X
shelter/housing	x	X
medical aid	x	X
legal aid (counselling)	x	X
crisis intervention	x	
psychosocial counselling	x	
basic needs (foods, clothing)	x	
financial support/pocket money	x	
recovery of legal documents	x	
security arrangements & protection	x	X
travel arrangements	x	X
search for missing persons	x	X

Details on Long-term assistance and support services

	On the Road	
	by own organisation	by linked service/agency
legal representation in court	X	
security escort		X
accompanying victim to court	X	
organisation of guardian for minors		X
psychosocial counselling	x	
psychotherapy		X
negotiations with family	x	
visits in prisons and hospitals	X	
language courses for non nationals	X	X
vocational training/education	X	X
job search	X	X
long-term monitoring of cases	x	

⁸⁹ Information based on experience of LSI, not provided by On the Road.

Latvia⁹⁰

A. Country Information

Anti-trafficking helplines

According to our information there is one organisation in Latvia that runs a special helpline on trafficking in human beings: Resource Centre for Women Marta, the helpline also offers information on safe work abroad, while the organisation further offers preventive work and rehabilitation work with victims of trafficking in human beings. Earlier another hotline number was operation, which was toll free, but for financial reasons this service was stopped.

Related helplines/116 helplines⁹¹

In Latvia, the 112 number is operational and provides the possibility for persons in need to obtain assistance. 116 111 Child helpline has been assigned to a service provider.

Referral System

No information available.

B. Information on anti-trafficking helplines

	Helpline Resource centre for Women - MARTA
type of organisation	NGO
helpline work	Minor part of work
helpline funding	By private and international donors on a temporary basis.
helpline charges	Not Toll-free
opening hours	Available Monday to Friday, 10 am to 6 pm
target groups	women and children victims of trafficking for all industries (migrants) prospective migrants (men and women) friends and relatives police
total calls	2008 :54 2007: 250 2006: 250
calls of trafficked persons	Not registered

C. Information on services provided & linked services

Helpline of Marta

- Services: information, (telephone) counselling,
- Languages: Latvian (national language), Russian
- All of the linked services are accessible for women. They are free of charge for nationals and undocumented migrants.

⁹⁰ Questionnaires were received from 1 anti trafficking helpline: Resource Centre for Women Marta

⁹¹ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

Details on short-term/emergency assistance and support services

	Helpline of Marta	
	by own organisation	by linked service/agency
organisation of release from place of exploitation	X	
shelter/housing	X	
medical aid	X	
legal aid (counselling)	X	
crisis intervention	X	
psychosocial counselling	X	
basic needs (foods, clothing)	X	
financial support/pocket money	X	
recovery of legal documents	x	
security arrangements & protection	X	
travel arrangements		
search for missing persons		

Details on Long-term assistance and support services

	Helpline of Marta	
	by own organisation	by linked service/agency
legal representation in court		
security escort	X	x
accompanying victim to court		
organisation of guardian for minors		
psychosocial counselling	X	x
Psychotherapy	X	x
negotiations with family	X	x
visits in prisons and hospitals		
language courses for non nationals		
vocational training/education		
job search	X	x
long-term monitoring of cases	X	

Lithuania⁹²

A. Country Information

Anti-trafficking helplines

According to information received there is one organisation in Lithuania that runs a special helpline on trafficking in human beings: Missing Persons Families Support Centre.

There are other NGOs which run helplines/ offer assistance to trafficked persons. However, no information from them was received.

Related helplines/116 helplines⁹³

The 116 111 Child helpline has been assigned and is functioning in the country. 116 123 Emotional support helpline has been assigned to a service provider.

Referral System

The helpline is not part of a referral system - although a referral system exists that provides services for persons trafficked for exploitation in all industries.

B. Information on anti-trafficking helplines

	Helpline Missing Persons Families Support Centre
type of organisation	NGO
Helpline work	Minor part of work
Helpline funding	Funded by government and international donors on a temporary basis and by private donors on a long-term basis.
Helpline charges	Toll-free
Opening hours	Available Monday to Friday during the usual office hours.
target groups	women and children victims of trafficking for all industries (nationals & migrants) prospective migrants (male, female and children migrants and nationals) women and children victims of (domestic) violence (migrants & nationals) relatives and friends general public
total calls	Not registered
calls of trafficked persons	Not registered

C. Information on services provided & linked services

Helpline

- Services: information, (telephone) counselling, referral to other service providers
- Languages: Lithuanian (national language), English, Russian
- All of the linked services are accessible for women and girls. They are free of charge for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.

⁹² Questionnaires were received from 1 anti trafficking helpline: Missing Persons Families Support Centre

⁹³ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

Details on short-term/emergency assistance and support services

	Helpline Missing Persons Families Support Centre	
	by own organisation	by linked service/agency
organisation of release from place of exploitation		x
shelter/housing	X	x
medical aid	X	x
legal aid (counselling)	X	x
crisis intervention	X	x
psychosocial counselling		x
basic needs (foods, clothing)	X	
financial support/pocket money		
recovery of legal documents		x
security arrangements & protection	X	x
travel arrangements	X	x
search for missing persons	X	x

Details on Long-term assistance and support services

	Helpline Missing Persons Families Support Centre	
	by own organisation	by linked service/agency
legal representation in court	X	
security escort		x
accompanying victim to court	X	
organisation of guardian for minors		x
psychosocial counselling	X	x
psychotherapy		x
negotiations with family	X	
visits in prisons and hospitals	X	
language courses for non nationals		
vocational training/education		x
job search	X	x
long-term monitoring of cases	X	

Luxembourg

A. Country Information

Anti-trafficking helplines

Apparently there are plans to establish a help line. Responsible is the Ministry is the Ministry of Equal Opportunities. According ECPAT Luxembourg⁹⁴ there is currently no helpline for trafficked persons in Luxembourg. A few helplines exist though but not these are not for trafficked persons.

Related helplines/116 helplines

Existing helplines are "Kanner Jugendtelefon" (<http://www.12345kjt.lu/index.html>) for children and young people; „Fraentelefon“ (<http://www.fed.lu/fraentelefon/>) for women; „ Aktioun Bobby »

http://www.police.public.lu/conseils_prevention/protection_enfance/preventionJeunesse/Aktioun_bobby_LU/) for children. These existing helplines are more for psychological guidance and advices intended for depressed people, lost and/or victims of domestic/ non-domestic violence. But they are not targeted to trafficked persons per se.

Further Luxembourg has a 116 000 Missing Children helpline, 116 111 Child helpline and the 116 123 Emotional support helpline have been assigned and are functioning in the country.

Referral System

No further information was received.

The research team was unable to receive further information from Luxembourg, although contacts were made with ECPAT and Foundation Maison de la Porte Ouverte that are supporting trafficked persons/children.

Malta

A. Country Information

Anti-trafficking helplines

From Malta no information on anti trafficking helplines was received. IOM seems to be the only organisation in Malta working on the issue, next to the national authorities.

Related helplines/116 helplines

116 000 Missing Children helpline has been assigned and is functioning in the country. Also 116 111 Child helpline has been assigned and is functioning in the country.

Referral System

There is an organisation called "Victim Support Malta" and directs itself mainly to providing counselling to victims of crime in general, including trafficked persons.

* State structures in Malta and IOM Malta was contacted. According IOM there are no NGOs active on the issue of trafficking.

Netherlands⁹⁵

A. Country Information

Anti-trafficking helplines

According to information received, there is no organisation in the Netherlands that runs a special helpline for trafficked persons. La Strada NL - COMESHA runs a number for second line organisations Police, social workers etc to refer trafficked persons to social support, shelter and other services, incidentally also trafficked persons call here. COMENSHA is also responsible for registration of all trafficked persons in the Netherlands that are reported to them by different stakeholders. There are several other NGOs, including sex workers rights organisations that offer direct assistance and support to trafficked persons and refer them to shelters, e.g. the organisation BLINN offers psycho-social support and vocational and employment support.

Related helplines/116 helplines⁹⁶

There is a telephone line to report crimes, including cases of trafficking in human beings, anonymously; this line is run by the police. 116 000 Missing Children helpline has been assigned and is functioning in the country, further 116 111 Child helpline and 116 123 Emotional support helpline have been assigned to a service provider.

Referral System

There is a referral system in the Netherlands. Local networks are set up involving all relevant stakeholders to provide (individual case) support to trafficked persons.

B. Information on anti-trafficking helplines

	Helpline of COMENSHA/La STRADA NL
type of organisation	NGO, part of a larger organisation
helpline work	Important part of work
helpline funding	By the Dutch Ministry of Justice
helpline charges	Not toll-free
opening hours	Available Monday to Friday, 9-5 PM
target groups	In principle for professional groups that are in contact with trafficked persons, including police, social work, refugee councils, and other governmental bodies.
total calls	No information received.
calls of trafficked persons	No information received

C. Information on services provided & linked services

Helpline

- Services: information, (telephone) counselling,
- Languages: Dutch and English
- All of the linked services are accessible to trafficked persons, women and men. They are free of charge and funded by the State.

⁹⁵ One questionnaire was received from COMENSHA, further a questionnaire was received from a related helpline.

⁹⁶ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

Details on short-term/emergency assistance and support services

	Helpline La Strada NL	
	by own organisation	by linked service/agency
organisation of release from place of exploitation		X (Police)
shelter/housing		X
medical aid		X
legal aid (counselling)		X
crisis intervention		X
psychosocial counselling		X
basic needs (foods, clothing)		X
financial support/pocket money		X
recovery of legal documents		X
security arrangements & protection		X
travel arrangements		X
search for missing persons		X

Details on Long-term assistance and support services

	Helpline La Strada NL	
	by own organisation	by linked service/agency
legal representation in court		X
security escort		X
accompanying victim to court		X
organisation of guardian for minors		X
psychosocial counselling		X
psychotherapy		X
negotiations with family		X
visits in prisons and hospitals		X
language courses for non nationals		X
vocational training/education		X
job search		X
long-term monitoring of cases	X	

Poland⁹⁷

A. Country Information

Anti-trafficking helplines

According to information received, there is one organisation, La Strada Poland that runs a special helpline on trafficking in human beings. There are other NGOs which run helplines/ offer assistance to trafficked persons.

Related helplines/ 116 helplines⁹⁸

116 000 Missing Children helpline has been assigned and is functioning in the country. Also a 116 111 Child helpline has been assigned and is functioning in the country. 116 123 Emotional support helpline has been assigned to a service provider.

Referral System

The helpline is mentioned in the national plan of action. It is part of referral system but has no formal agreements. The helpline makes transnational referrals to NGOs and to the IOM. La Strada Poland is member of a national anti-trafficking platform. Caritas in Warsaw offers shelter for trafficked persons.

B. Information on anti-trafficking helplines

	Helpline La Strada Poland
type of organisation	NGO
helpline work	Main focus of work
helpline funding	Funded by the government of the country and by international donors on a temporary basis
helpline charges	Not toll-free
opening hours	Available Monday to Friday during the office hours: 9 a.m. to 7 p.m. and additionally there is an intervention mobile phone 24/ 7
target groups	Women, men and children victims of trafficking for all industries (nationals & migrants) women, men and children victims of violence (nationals and migrants)
total calls	2008 :540* 2007: 5484 2006: 5652
calls of trafficked persons	2008 :trafficked women: 540* 2007: trafficked women: 2351 2006: trafficked women: 2117

* there is a different method of counting used in 2008

C. Information on services provided & linked services

Helpline La Strada Poland

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.

⁹⁷ Questionnaires were received from 1 anti trafficking helpline: La Strada Poland

⁹⁸ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

- Languages: Polish (national language), English, Bulgarian, Rumanian, Russian, Spanish, French, Thai, Vietnamese, German
- All of the linked services are accessible for women, men, girls and boys. All of the services are free of charge for persons who are identified as victims of trafficking. For nationals, migrants with an official residence status and undocumented migrants, there are restrictions.

Details on short-term/emergency assistance and support services

	Helpline La Strada Poland	
	by own organisation	by linked service/agency
organisation of release from place of exploitation		
shelter/housing	x	
medical aid		x
legal aid (counselling)		x
crisis intervention	x	
psychosocial counselling	x	x
basic needs (foods, clothing)	x	
financial support/pocket money		
recovery of legal documents	x	
security arrangements & protection		x
travel arrangements	x	x
search for missing persons		x

Details on Long-term assistance and support services

	Helpline La Strada Poland	
	by own organisation	by linked service/agency
legal representation in court		x
security escort		x
accompanying victim to court	x	
organisation of guardian for minors		
psychosocial counselling	x	x
Psychotherapy		x
negotiations with family	x	
visits in prisons and hospitals	x	
language courses for non nationals	x	x
vocational training/education		x
job search		x
long-term monitoring of cases	x	

Portugal⁹⁹

A. Country Information

Anti-trafficking helplines

According to information received there are two organisations in Portugal that run special helplines on trafficking in human beings: The High Commissariat for Immigration and Intercultural Dialogue and the Association for family planning (APF).

Related helplines/116 helplines¹⁰⁰

There is a free phone SOS line for migrants, offering assistance for victims of crime, including trafficked persons. There have been plans for a national number on Trafficking in human beings. 116 000 Missing Children helpline has been assigned and is functioning in the country. Also 116 111 Child helpline has been assigned and is functioning in the country.

Referral System

The helplines are mentioned in the national plan of action on trafficking in human beings. Both helplines are part of a referral system. They have agreements with most of the linked services. While for the High Commissariat for Immigration and Intercultural Dialogue no further information was received. APF has agreements with: police, shelters, medical practitioners/ clinics/ hospitals, lawyers, social workers, psychologists, child care institutions, educational institutions, job training centres and job agencies. While the High Commissariat for Immigration and Intercultural Dialogue states that it is a member of a national anti-trafficking platform, APF comments that there is none. APF does not make transnational referrals, but the High Commissariat for Immigration and Intercultural Dialogue refers to NGOs and state organisations.

B. Information on anti-trafficking helplines

	High Commissariat for Immigration and Intercultural Dialogue	Association for family planning (APF)
type of organisation	Public Institute (GO)	NGO
helpline work	Main focus of work.	Minor part of work
helpline funding	Funded by the government of the county on a long term basis.	Funded by the government of the country and by international financing programs on a temporary basis and by private donors on a long-term basis
helpline charges	Not toll-free	Not toll-free
opening hours	Available Monday to Saturday, 8.30 a.m. - 8.30. p.m.	Available every day, 24 hours/ day
target groups	(Im)migrants in general, undocumented (im)migrants Women, men and children victims of trafficking for the all industries (nationals & migrants) prospective migrants migrant women, men and children victims of (domestic) violence general public relatives and friends	women victims of trafficking for all industries (nationals & migrants) professionals police
total calls	2008: 2 2007: 3 2006: Not registered	Not registered
calls of trafficked persons	2008 :trafficked women: no calls 2007: trafficked women: no calls 2006: trafficked women: not registered	Not registered

⁹⁹ Questionnaires were received from 2 anti trafficking helplines: High Commissariat for Immigration and Intercultural Dialogue and Association for family planning (APF)

¹⁰⁰ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

C. Information on services provided & linked services

High Commissariat

- Services: information, referral to other service providers
- Languages: Portuguese (national language), English, Rumanian, Russian, Spanish, French, Cape Verdean Creole, Ukrainian, Belarus. For other languages the helpline provides a service of telephone translation, included in SOS Immigrant hotline.
- All of the linked services are accessible for women, girls and boys. For whom they are free of charge, we don't know.

Association for family planning (APF)

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.
- Languages: Portuguese (national language), English, Spanish, French
- All of the linked services are accessible for women and girls. They are free of charge for persons who are identified as victims of trafficking.

Details on short-term/emergency assistance and support services

	High Commissariat for Immigration and Intercultural Dialogue		Association for family planning (APF)*	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation		x		x
shelter/housing		x	x	
medical aid		x		x
legal aid (counselling)		x	x	
crisis intervention		x	x	
psychosocial counselling		x	x	
basic needs (foods, clothing)		x	x	
financial support/pocket money		x	x	
recovery of legal documents		x		x
security arrangements & protection		x	x	x
travel arrangements		x		x
search for missing persons		x		x

* APF also offers labour integration and formal training.

Details on Long-term assistance and support services

	High Commissariat for Immigration and Intercultural Dialogue		Association for family planning (APF)	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court		x		x
security escort		x	x	x
accompanying victim to court		x	x	
organisation of guardian for minors		x		x
psychosocial counselling		x	x	
psychotherapy		x	x	
negotiations with family				x
visits in prisons and hospitals		x	x	
language courses for non nationals		x		x
vocational training/education		x	x	x
job search		x		

Romania

A. Country Information

Anti-trafficking helplines

The Romanian Help Line within the National Agency against Trafficking in Persons became operational on 19 August 2006. The structure of the unit established by organizational chart comprises a supervisor and specialists. The toll-free number 0800800678 can be called for information and advice about the risks involved when travelling abroad for work, education or tourism, requirements for visas and assistance to victims of trafficking. The activities carried out aim to receive, record, verify and refer each request, thus ensuring entry into the assistance system and referral of the case to other related systems (prosecutorial, health care, judicial, social assistance) when the reported situation is confirmed but the case is the responsibility of another system; offer counselling to callers in crisis situations, trafficking victims or their families. Trafficked persons and their families or acquaintances will be referred to specialized state - run institutions or NGOs at local or territorial levels to be provided with assistance and support.

The HelpLine was promoted through the awareness raising campaigns developed by the National Agency against Trafficking in Persons. Within the Information Campaign on Prevention of Human Trafficking in UK "Promises don't count, but You conducted by the UK Human Trafficking Centre (UKHTC) in collaboration with the International Organization for Migration and the National Agency against Trafficking in Persons between January and March 2007, with the financial support of the Home Office and the Foreign and Commonwealth Office, two training sessions for Help-line specialist operators were organized and the Help-line Unit was endowed with adequate operational equipment. Starting 1 August 2007, the Help-line toll free number is operational 24 hours a day.

There are various NGOs active on the issue of trafficking in human beings in the country, supporting trafficked persons and offering prevention work, including Adpare, Reaching Out, Aras, Artemis, Alternative Sociale, Pro Familia, Betania, AidRom, ARCA Connexion, Younger generation organisation and Filantropia as well as international organisations like IOM and Save the Children. Some of these organisations can also be called for information and advice on trafficking in human beings, including be reached by trafficked persons directly with a request for help.

Related helplines/116 helplines

The ARAS -Romanian Association Against Aids has a helpline called SIDA and the organisation Women Against Violence-Artemis has a helpline which can be contacted by victims of domestic violence. The Foundation for Human Development, Ratiu, Community Support Foundation (FSC)and Community Support Association "Provident offer related services.

116 000 Missing Children helpline has been assigned and is functioning in the country. Also 116 111 Child helpline has been assigned and is functioning in the country.

Referral System

Romania has a national referral mechanism for trafficking in human beings.

B. Information on anti-trafficking helplines

	Helpline National AGENCY on THB
type of organisation	Go
helpline work	Information and advice about the risks involved when travelling abroad for work, education or tourism, requirements for visas and assistance to victims of trafficking.
helpline funding	State funded
helpline charges	

opening hours	24 hours - 7 days a week
target groups	Trafficked persons
total calls	Unknown
calls of trafficked persons	Unknown

C. Information on services provided & linked services

Helpline

- Services: information, (telephone) counselling, (organization of) emergency assistance and support
- Languages: Rumanian and English

Details on short-term/emergency assistance and support services

	Helpline National Agency	
	by own organisation	by linked service/agency
organisation of release from place of exploitation		X (police)
shelter/housing		x
medical aid		x
legal aid (counselling)		x
crisis intervention		x
psychosocial counselling		x
basic needs (foods, clothing)		x
financial support/pocket money		x
recovery of legal documents		x
security arrangements & protection		x
travel arrangements		x
search for missing persons		x

Details on Long-term assistance and support services

	Helpline National Agency	
	by own organisation	by linked service/agency
legal representation in court		x
security escort		x
accompanying victim to court		x
organisation of guardian for minors		x
psychosocial counselling		x
Psychotherapy		x
negotiations with family		x
visits in prisons and hospitals		x
language courses for non nationals		x
vocational training/education		x
job search		x
long-term monitoring of cases		x

Slovakia¹⁰¹

A. Country Information

Anti-trafficking helplines

According to information received, there are two organisations in Slovakia that run special helplines on trafficking in human beings: SKC DOTYK and IOM - International Organisation for Migration. There are other NGOs which run helplines/ offer assistance to trafficked persons. However no further information was received.

Related helplines/116 helplines¹⁰²

Slovakia has a victim support helpline. The Association SOS help-line for Women and Children can be contacted by victims of violence. Victim Support Slovakia runs a hotline called Linka Pomoci and seems to address pregnant women.

116 000 Missing Children helpline has been assigned and is functioning in the country, also 116 111 Child helpline has been assigned and is functioning in the country.

Referral System

The anti trafficking helplines are mentioned in the national plan of action. Both helplines are part of a referral system. While SKC has no agreements with linked services, IOM has agreements with some of the linked services: shelters, lawyers, social workers, psychologists. Both helplines are members of a national anti-trafficking platform. Whereas SKC DOTYK makes no transnational referrals; IOM makes referrals to NGOs and state organisations abroad as well as IOM organisations abroad.

B. Information on anti-trafficking helplines

	Helpline SKC DOTYK	Helpline IOM
type of organisation	NGO, not part of a larger organisation	International intergovernmental no profit organisation, part of larger organisation
helpline work	Minor part of work	Minor part of work
helpline funding	Funded by the government of the country on a temporary basis and by private donors on a long-term basis.	Funded by the government of the country on a temporary basis
helpline charges	Not toll-free	Toll-free
opening hours	Available every day, 24 hours/ day	Available Monday to Friday from 9.00 a.m. to 5 p.m.
target groups	Women, men and children victims of trafficking for the all industries (nationals & migrants) women, men and children victims of (domestic) violence (nationals and migrants) relatives or friends	Women, men and children victims of trafficking for all industries (nationals & migrants) prospective migrants (women, men and children) general public relatives and friends
total calls	Not registered	2008: 1272 (since 1 July 2008) 2007: Organisation did not work yet 2006: Organisation did not work yet
calls of trafficked persons	Not registered	2008: 2 trafficked men; 1 trafficked woman 2007: Organisation did not work yet 2006: Organisation did not work yet

C. Information on services provided & linked services

Helpline SKC DOTYK

¹⁰¹ Questionnaires were received from 2 anti trafficking helplines: SKC DOTYK and IOM: International Organization for Migration

¹⁰² Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

- Services: information, (telephone) counselling, (organization of) emergency assistance and support
- Languages: Slovak (national language), English, Russian, German
- All of the linked services are accessible for women, girls and boys. They are free of charge for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.

Helpline IOM

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.
- Languages: (national language), English, Polish, Bulgarian, Rumanian, Russian, Spanish, French, Slovak, German, Czech
- All of the linked services are accessible for women, men, boys and girls. They are free of charge for persons who are identified as victims of trafficking.

Details on short-term/emergency assistance and support services

	Helpline SKC DOTYK		Helpline IOM	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation	X		x	
shelter/housing	X			x
medical aid		x		x
legal aid (counselling)	X			x
crisis intervention	X		x	
psychosocial counselling	X		x	
basic needs (foods, clothing)	X			x
financial support/pocket money	X		x	
recovery of legal documents	X		x	
security arrangements & protection	X			x
travel arrangements	X		x	
search for missing persons	X			

Details on Long-term assistance and support services

	Helpline SKC DOTYK		Helpline IOM	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court	X			x
security escort	X			x
accompanying victim to court	X		x	
organisation of guardian for minors	X			x
psychosocial counselling	X		x	
Psychotherapy	X			x
negotiations with family		x	x	
visits in prisons and hospitals	X		x	
language courses for non nationals	X			x
vocational training/education	X			x
job search	X		x	
long-term monitoring of cases	X		x	

Slovenia

A. Country Information

Anti-trafficking helplines

Apparently the organisation Society Ključ does not provide the non toll free HOTLINE anymore but still runs a helpline for victims of THB. The number is not reachable outside of Slovenia and is available from 9 am until 1 pm during the week. Further there is the catholic organisation Caritas that provides hotline services. According to KLUJ & Caritas, there are no other organisations in Slovenia working in the field of providing help to the victims of THB.

Related helplines/116 helplines

There is a Women's Counseling Service that runs a hotline. Further there is the Association SOS Helpline for Women. Also there are several organisations working on the issue of domestic violence that provide telephone consultation.

116 123 Emotional support helpline has been assigned to a service provider.

Referral System

No further information was received.

Spain¹⁰³

A. Country Information

Anti-trafficking helplines

According to information received there are two organisations in Spain that run special helplines on trafficking in human beings: Apramp (Association for the Prevention, Reinsertion and Care for Prostitutes) and Proyecto Esperanza.

Related helplines/116 helplines¹⁰⁴

There are some free telephone lines available for reporting cases of violence against women that can refer trafficking cases to others, including the Instituto de la Mujer of the Spanish Ministry for Labour and Social Affairs, and the Directorate-General for Women of the autonomous Community of Madrid: 012-mujer. Other regional governments or cities have similar telephone lines intended to inform and protect women victims of violence. Further in Spain the national 112 emergency number is run, which is organised separately in each autonomous community, as well as two police numbers, one for gender violence and one for minors in general.

Further the 116 111 Child helpline has been assigned to a service provider.

Referral System

Neither of the anti trafficking helplines is mentioned in a plan of action. They are part of a referral system but do not have formal agreements with the linked services. Apramp as well as Proyecto Esperanza is a member of an anti-trafficking platform and both helplines make transnational referrals to organisations in other countries; Apramp to NGOs for medical examination/ treatment, legal aid, psychosocial counselling.

B. Information on anti-trafficking helplines

	Helpline Apramp	Helpline Proyecto Esperanza
type of organisation	NGO	Religious Organisation, part of larger organisation
helpline work	Main focus of work	Minor part of work
helpline funding	Government of country and private funds, both including more structural longer term core funding and short term project funding.	Funded by various donors and the government on a temporary basis
helpline charges	Not toll-free	Not Toll-free
opening hours	Available every day, 24 hours/ day	Accessible every day, 24 hours/ day
target groups	Women, men and children victims of trafficking for the sex industry (nationals & migrants) women and children victims of (domestic) violence (nationals & migrants) NGOs general public police relatives and friends	women victims of trafficking for all industries(migrants) professionals general public relatives and friends police
total calls	2008 : 5000 2007: 4380 2006: 5100	Not registered
calls of trafficked persons	Not registered	Not registered

¹⁰³ Questionnaires were received from 2 anti trafficking helplines: Apramp and Proyecto Esperanza

¹⁰⁴ Based on European Commission report, 23 July 2009 - COCOM09 REV 1 - implementation of the reserved 116 numbers (working document)

C. Information on services provided & linked services

Helpline Apramp

Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers

- Languages: Spanish (national language) English, Bulgarian, Rumanian, Russian, French, Portuguese, Nigerian dialects, Albanian
- All of the linked services are accessible for women. For girls, men and boys there are restrictions. They are free of charge for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.

Helpline Proyecto Esperanza

Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers.

- Languages: Spanish (national language) English, Rumanian, Russian, Spanish, French, Portuguese, German
- All of the linked services are accessible for women and all services are free of charge.

Details on short-term/emergency assistance and support services

	Helpline Apramp		Helpline Proyecto Esperanza	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation	x	X	x	x
shelter/housing	x		x	
medical aid	x	X	x	
legal aid (counselling)	x	X	x	
crisis intervention	x		x	
psychosocial counselling	x		x	
basic needs (foods, clothing)	x		x	
financial support/pocket money			x	
recovery of legal documents	x	X	x	
security arrangements & protection	x	X	x	x
travel arrangements	x	X	x	x
search for missing persons	x	X	x	x

Details on Long-term assistance and support services

	Helpline Apramp		Helpline Proyecto Esperanza	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court	x	X		x
security escort	x	X		x
accompanying victim to court	x	X	x	
organisation of guardian for minors				
psychosocial counselling	x		x	
psychotherapy	x		x	
negotiations with family	x		x	
visits in prisons and hospitals	x		x	
language courses for non nationals	x		x	x
vocational training/education	x		x	x
job search	x	X	x	x
long-term monitoring of cases	x		x	

Sweden

A. Country Information

Anti-trafficking helplines

The Swedish association for victim support provides support to trafficked persons they offer (telephone) consultation and support victims, including trafficked persons.

In Sweden there will be a test version of a hotline on trafficking in human beings, initiated by the Council for the Baltic Sea States (CBSS). It will be set up as a pilot project; Kvinnofridslinjen will be in charge to run the helpline. Staff members are trained by CBSS for this purpose. The helpline will give advice to women, including trafficked women and risk groups, and counsel services are available in Russian, Romanian and English, next to Swedish with support of translator services.

Related helplines/116 helplines

Nationellt centrum för Kvinnofrid is part of the University of Uppsala and specialises in violence against women and runs a helpline called Kvinnofridslinjen. Brotsofferjourernas Riksförbund has a hotline called Brotsofferjourernas Telefoncentral.

116 111 Child helpline has been assigned and is functioning in the country

116 123 Emotional support helpline has been assigned to a service provider.

Further there are several support groups for sex workers that run telephone helplines, like in Göteborg and Malmö. Also the NGO Terafem runs helpline services. Similar the organisation Save the Children runs a helpline for children without a Residence permit in Sweden. The National Organization for Women's Shelters and Young Women's Shelters in Sweden runs a phone line, which provides shelter services for battered and raped persons.

Referral System

Sweden is currently building a National Referral system on the issue of trafficking. All kinds of specialists in all agencies have been trained. There is a national coordinator against prostitution and trafficking in human beings. There is also a Crime Victim Compensation and Support Authority.

United Kingdom¹⁰⁵

A. Country Information

Anti-trafficking helplines

According to information received, there are two organisations in the UK that run special helplines on trafficking in human beings: The Poppy Project (Eaves housing) and NSPCC Child Trafficking Advice and Information line.

There are other NGOs which run helplines/ offer assistance to trafficked persons.

Related helplines

There are general victim support lines run by victim support services, one specifically for adults and one for children.

Referral System

Whereas the Poppy Project (pan London project) is part of a referral system, focusing on London, according to NSPCC, there is not such referral system. The Poppy Project has formal agreements with the majority of linked services: police, shelters, medical practitioners/ clinics/ hospitals, lawyers, legal aid institutions, psychologists, therapists, educational institutions. Both helplines make transnational referrals to NGOs. While NSPCC is mentioned in the plan of action, no information about that was received from the Poppy Project.

B. Information on anti-trafficking helplines

	Helpline Poppy Project (Eaves Housing)	Helpline NSPCC
type of organisation	NGO, part of a larger organisation	NGO, part of larger organisation
helpline work	Minor part of work	Minor part of work
helpline funding	Funded by government of country and by private and national donors on a temporary basis	Funded by various national donors on a temporary and on a long term basis
helpline charges	Not toll-free	Toll-free
opening hours	Available every day, 24 hours/ day	Available Monday to Friday for full services. Out of working hours, referral to services is conducted the next day.
target groups	women victims of trafficking for all industries (nationals) women victims of violence (nationals & migrant) professionals general public relatives and friends police	children victims of trafficking for all industries (migrants) children prospective migrants children victims of violence (migrant) professionals general public police
total calls	2008 :195 2007: 153 2006: no information available	2008: 800 2007: not registered 2006: not registered
calls of trafficked persons	2008 :trafficked women: 15 2007: trafficked women: 10 2006: trafficked women: no information available	Not registered

C. Information on services provided & linked services

Helpline Poppy Project

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers

¹⁰⁵ Questionnaires were received from 2 anti trafficking helplines: Poppy Project and NSPCC Child Trafficking Advice and Information line

- Languages: English (national language), French, Polish, Bulgarian, Rumanian, Russia, Spanish, French, Thai
- All of the linked services are accessible for women. They are free of charge for nationals, migrants with an official residence status, undocumented migrants and persons who are identified as victims of trafficking.

Helpline NSPCC

- Services: information, (telephone) counselling, (organization of) emergency assistance and support, referral to other service providers, social work advice to professionals.
- Languages: English (national language), for other languages, the organisation can make use of language (translation) line.
- Only accompanying the children who are victims of trafficking when making court appearances is offered and is free of charge.

Details on short-term/emergency assistance and support services

	Helpline Poppy Project		Helpline NSPCC*	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
organisation of release from place of exploitation	X			
shelter/housing	X			
medical aid		x		
legal aid (counselling)		x		
crisis intervention	X			
psychosocial counselling		x		
basic needs (foods, clothing)	X			
financial support/pocket money	X			
recovery of legal documents	X	x		
security arrangements & protection	X	x		
travel arrangements	X	x		
search for missing persons		x		

*No information on short-term services. NSPCC offers 'other services': Ensure local children's service. Provide appropriate support and protection to children where there is a concern for trafficking.

Details on Long-term assistance and support services

	Helpline Poppy project		Helpline NSPCC*	
	by own organisation	by linked service/agency	by own organisation	by linked service/agency
legal representation in court		x		
security escort		x		
accompanying victim to court	x			
organisation of guardian for minors				
psychosocial counselling		x		
Psychotherapy		x		
negotiations with family	x			
visits in prisons and hospitals	x			
language courses for non nationals	x			
vocational training/education	x			
job search	x			
long-term monitoring of cases	x			

*No information on long-term assistance. NSPCC offers 'other services': Participation group for young people who have been trafficked.

Appendix 2 Questionnaires

Questionnaire for anti-trafficking helplines and NGOs I

Dear Colleagues,

Thank you for participating in the feasibility and assessment study on a European hotline for victims of trafficking in human beings.

The study is being carried out by La Strada International, SOFFI.K Berlin, Marjan Wijers and Mike Dottridge, both independent experts, and was commissioned by the European Commission.

The project aims to assess the need for and feasibility of the creation of a common Europe-wide 116 hotline number to assist trafficked persons. At present national hotlines providing social services operate in various EU member states, with similar yet slightly differing approaches. There is, however, no comprehensive information available about the various hotlines and linked assistance services provided to trafficked persons and others vulnerable to human trafficking.

Therefore, as the first part of the study, this questionnaire is intended to give an overview of existing hotlines and support services that deal partly or exclusively with victims of trafficking in human beings, operating in the EU member states.

What are we talking about?

As there is no consensus on the definition of the term "hotline", the questionnaire uses the word "helpline", which we define as:

"A publicly advertised anti-trafficking telephone service aimed at a specific target group, which can be reached by callers within the advertised opening hours, and which provides (emergency) assistance and protection (crisis intervention) and/or information and advice."

With 'linked services' we mean other agencies/service providers to which you refer individuals who are in need of assistance and/or that are part of the referral system.

'Referral system' means a coordinated network of service providers who work together to provide assistance to trafficked persons. This might be organised in an informal way or through formal agreements between the organisations involved, for example in the form of protocols or memoranda of understanding.

We define 'trafficked persons' as persons who in your opinion are or might be a trafficked person in human beings. We ask for persons trafficked for exploitation in the sex industry as well as for exploitation in other industries/workplaces.

Should you have any questions about the questionnaire or how to fill it in, please contact: SoFFI.F Berlin, Heike Rabe and Barbara Kavemann, SoFFI.K.-Berlin@web.de / 0049/306914832. Please fill in the questionnaire in **English**.

Please fill in the questionnaire through the internet link provided and push the button 'send' at the end.

Please read the "helpline" definition given above. Do you consider your organisation a helpline?

Yes: go to section I

No: go to section 0

Please give a short explanation, why not:.....

Thank you very much for taking the time to support our research!

Please identify your organisation

Name of person who filled in the questionnaire:

Name of organisation.....

Country:.....

Contact details (postal address, telephone, email):.....

Section 0: Information on existing helplines on trafficking in human beings and related issues in your country

Note: PLEASE ANSWER THE FOLLOWING QUESTIONS ONLY IF YOU ARE NOT A SPECIAL HELPLINE ON TRAFFICKING IN HUMAN BEINGS.

1. Is there a special helpline on trafficking in human beings in your country (that means: a telephone service that is specifically aimed at trafficking in human beings and that falls under the definition given in the introduction) (Please tick the appropriate box)

- yes
- no
- there is more than one helpline on trafficking
- don't know
- other, namely (in English please).....

2. If there are one or more special helplines on trafficking in your country, please give the name and contact details (if possible) of all the helplines on trafficking in your country, and whether they operate on a national, regional or local level.

name, telephone, email	national	regional	Local
1:			
2:			
3:			
4:			

3. Do you know of any helplines that provide services on trafficking-related issues and that have received calls from trafficked persons or persons who might have been trafficked?

Note: This could be, for example, helplines for children, helplines on missing children/persons, on violence against women and/or domestic violence, general victim support helplines, sex workers help lines, helplines for (abused) migrants or migrant domestic workers, police/crime-stopper helplines, etc.

- yes
- no
- other, namely

→ *If yes, please give the name and contact details of these help lines*

name / telephone/email

- 1.
- 2.

- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

4. In addition, do you know of other helplines which, in your opinion, are likely to receive calls from trafficked persons or persons who might have been trafficked (other than 110 or 112)?

- yes
- no
- other, namely

→ *If yes, please give the name, and contact details of these help lines*

name / telephone/email

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

5. Does your country have a reserved EU number for any of the following:

Helpline on missing children (116000)	yes/no/don't know
Child helpline (116111)	yes/no/don't know
112 number	yes/no/don't know

→ *If yes, does your organisation cooperate with these helplines?*

- yes, we cooperate with the child helpline
- yes, we cooperate with the missing children helpline
- no, we do not cooperate with either of these
- not applicable
- other, namely

SECTION I - INFORMATION ON EXISTING HELPLINES ON TRAFFICKING IN HUMAN BEINGS AND RELATED AREAS

PLEASE ANSWER THE FOLLOWING QUESTIONS ONLY IF YOU RUN A SPECIAL HELPLINE ON TRAFFICKING IN HUMAN BEINGS!

A. Information on your helpline/organisation

The following questions refer to the helpline on trafficking in human beings that your organisation runs.

1. How would you categorise your organisation?

- non governmental organisation (NGO)

- police
- other statutory or state agency, namely (please write in English).....
- church / religious organisation
- other agency, namely (please write in English).....

2. Is the organisation that runs the helpline part of a larger organisation?

- yes
- no

3. What is the organisation called, that your organisation is a part of?

.....

4. What is its mandate?

.....

5. Does this organisation operate on a local, regional, national or international level?

- local level
- regional level within the country
- national level
- international level

6. Who funds the helpline? Please indicate if this is on a short term/project basis or a structural/long term basis. (You can tick more than one box.)

	project / temporary basis	structural /long term basis
government of your country	<input type="checkbox"/>	<input type="checkbox"/>
private funds and/or donors	<input type="checkbox"/>	<input type="checkbox"/>
national donors:.....	<input type="checkbox"/>	<input type="checkbox"/>
international donors:.....	<input type="checkbox"/>	<input type="checkbox"/>
otherwise, namely	<input type="checkbox"/>	<input type="checkbox"/>

7. What part does the telephone helpline play in the total of work in your organisation?

- we are just a helpline
- the helpline is a main focus of our work
- the helpline is a minor part of our work

8. How many persons work at the helpline? How many hours do they work and what is their function?
 (Please fill in the respective number of persons) (Please answer each question.)

If the helpline is not an independent entity within your organisation, please answer the questions for your organisation as a whole.

function	nr. of persons	total nr. of hours per week	nr. of persons paid?
director			
coordinator(s)/ manager(s)			
telephone counsellor(s)			
legal information/jurist(s)			
public relations			
training			
policy officer(s)			

secretarial staff			
others, namely.....			
external consultants (e.g. trainers)			
others, namely			

If the helpline is not an independent entity within your organisation, please give a rough estimate of the proportion of the hours per week devoted to the helpline:.....

Proportion of hours that fall upon the helpline:.....%

0 cannot be estimated

9. Please give an overview of the staff

total nr of paid staff	.....
total nr of volunteers	.....
total nr of external consultants	.....

10. Can you give a rough overview of the annual costs of running the helpline in the budget year 2007? (Please give a sum in Euros; if in another currency, please indicate what the currency is). (Please answer each question.)

If there is not a separate budget for the telephone helpline please answer the questions for your organisation as a whole.

Total annual budget of the helpline

.....€ other currency:.....

Broken down into:

salary/wage costs€
rent of office space€
other office costs (equipment, office materials, etc)€
telephone costs€
publicity for the helpline (advertisements, folders, etc.)€
training of staff and volunteers (if applicable)€
other costs, namely€

If there is not a separate budget for the telephone helpline please give a rough estimate of the proportion of your general budget that is devoted to the helpline.....

Proportion of the helpline costs:.....%

0 cannot be estimated

11. Is there a monitoring and/or evaluation system for the helpline and the services it offers?

(you can tick more than one box):

0 for helpline 0 for organisation as a whole

- annual report for donors
- annual report for the general public
- annual statistics on calls and services provided
- internal evaluation on a regular basis
- external evaluation / research, last carried out in (please indicate the year)
- other, namely (please write in English).....

12. Is the helpline mentioned in any National Plan of Action or other specific government policy document on trafficking in persons?

yes, it is mentioned

no, it is not mentioned

there is no National Plan of Action in the country where we operate

other, namely (please write in English).....

13. Was the establishment of the helpline due in any way to national level planning (such as a National Action Plan) in your country?

- yes
- no
- other, namely (please write in English).....

14. Is the helpline toll free?

- yes
- no

If no, please indicate the main reasons why it is not toll free. (You can tick more than one box)

- financial reasons, namely (please write in English)
- substantial reasons, namely (please write in English)
- other reasons, namely (please write in English).....

15. Is it your aim to run the helpline toll free in the future?

- yes
- no
- don't know

16. On what days of the week are the services provided?

- every day
- Monday to Friday
- weekends
- other, namely

17. What are the operating hours of the helpline?

	every day	several days
24 hours a day	<input type="radio"/>	<input type="radio"/>
during the usual office hours in your country	<input type="radio"/>	<input type="radio"/>
other, namely from till	<input type="radio"/>	<input type="radio"/>

18. Are callers to your helpline directly connected with a 'life' person?

- yes, callers directly get a life person on the line
- no, callers sometimes get an answering machine and will be called back
- other, namely

19. Does the helpline have any special agreements with your telephone provider (apart from a regular service contract)?

- don't know
- no
- yes

If yes, what issue does the agreement relate to?

- routing of calls
- reduced costs / toll free
- other, namely (please write in English).....

B. Information on target groups and services provided by your helpline

20. What are the target groups of your helpline?
 (You can tick more than one box.)
 If the helpline is not an independent entity within your organisation, please answer the questions for your organisation as a whole.

- persons trafficked for exploitation in the sex industry
- persons trafficked for exploitation in other industries/workplaces
- trafficked women nationals
- migrant trafficked women
- trafficked male nationals
- migrant trafficked men
- trafficked child nationals (persons under 18 years)
- migrant trafficked children (persons under 18 years)
- relatives or friends of trafficked persons or persons who might have been trafficked

- women who consider migrating abroad for work (or other reasons like marriage)
- men who consider migrating abroad for work (or other reasons like marriage)
- young people (under 18) who consider migrating abroad for work (or other reasons like marriage)

- (im)migrants in general
- undocumented (im)migrants
- female migrants who are in a situation of violence, abuse or exploitation
- male migrants who are in a situation of violence, abuse or exploitation
- migrant children who are in a situation of violence, abuse or exploitation

- women nationals who are in a situation of violence, abuse or exploitation
- male nationals who are in a situation of violence, abuse or exploitation
- child nationals who are in a situation of violence, abuse or exploitation

- other service providers
- police
- the general public
- other, namely

21. What kind of services does the helpline offer? (You can tick more than one box)

- information
- (telephone) counselling
- (organisation of) emergency assistance and support
- referral to other service providers
- other services, namely

22. In which languages does the helpline operate? (You can tick more than one box.)

	always available	only available at certain times	call back in given language possible	Not available
the national language(s), namely				
English				
Polish				
Bulgarian				
Rumanian				
Russian				
Spanish				
French				

Thai				
Other language(s), namely:.....				
Other language(s), namely:.....				

Is there an age restriction for services for girls and boys?

yes

no

If yes, services provided from the age of:....."

23. If your helpline offers (emergency) assistance and support to trafficked persons, which services does this include?
If the helpline is not an independent entity within your organisation, please answer the questions for your organisation as a whole.

18a. Short-term/emergency assistance and support services

(Please tick the appropriate answers)

service provided	by own organisation	by agency/expert you refer case to	accessible for women	accessible for men	accessible for girls	accessible for boys	not applicable/ we do not offer this service
organisation of release from place of exploitation							
shelter/housing							
medical aid							
legal aid (counselling)							
crisis intervention							
psychosocial counselling							
basic needs (foods, clothing, toiletry)							
financial support/pocket money							
recovery of legal documents (e.g. passport or other identity document, contract)							
security arrangements and protection							
travel arrangements							
search for missing persons							
other services (please specify and list)							

Are the above-mentioned services free of charge? For which groups are they free of charge?
 'Free of charge' means: the person concerned does not have to pay for it and/or the costs are paid by the State, either directly or through a social benefit and/or insurance granted to the person concerned.

(Please tick the appropriate answers)

service provided	free for nationals	free for migrants with an official residence status	free for undocumented migrants	free for persons who are identified as victims of trafficking	not applicable/ we do not offer this service
organisation of release from place of exploitation					
shelter/housing					
medical aid					
legal aid (counselling)					
crisis intervention					
psychosocial counselling					
basic needs (foods, clothing, toiletry)					
financial support/pocket money					
recovery of legal documents (e.g. passport or other identity document, contract)					
security arrangements and protection					
travel arrangements					
search for missing persons					
other services (please specify and list)					

Long-term assistance and support services

(Please tick the appropriate answers)

service provided	by own organisation	by agency/ expert you refer case to	access. for women	access. for men	access. for girls	access. for boys	Not applicable / we do not offer this service
legal representation in court							
security escort							
accompanying the individual when making							

court appearances (whether as witness or victim of crime) or testifying before an investigating judge							
organisation of guardian (for minors)							
emotional support							
psychosocial counselling							
psychotherapy							
negotiations with family							
visits in prisons and hospitals							
language courses (for non nationals)							
vocational training/education							
job search							
long-term monitoring of cases							
monitoring trials							
other services (please specify and list)							

18e. Are the above-mentioned services free of charge? For which groups are they free of charge? 'Free of charge' means: the person concerned does not have to pay for it and/or the costs are paid by the State, either directly or through a social benefit and/or insurance granted to the person concerned.

(Please tick the appropriate answers)

service provided	free for nationals	free for migrants with an official residence status	free for undocumented migrants	free for persons who are identified as victims of trafficking	not applicable/ we do not offer this service
legal representation in court					
security escort					
accompanying the individual when making court appearances (whether as witness or victim of crime) or testifying before an investigating judge					

organisation of guardian (for minors)					
emotional support					
psychosocial counselling					
psychotherapy					
negotiations with family					
visits in prisons and hospitals					
language courses (for non nationals)					
vocational training/education					
job search					
long-term monitoring of cases					
monitoring trials					
other services (please specify and list)					
.....					

19. Are there any obstacles/limitations which make it difficult for trafficked persons to access the services listed above?

- yes
- no

➔ *If yes, please list the three, most important obstacles/limitations. (please write in English*

- 1.
- 2.
- 3.

C. Information on referral systems and linked services

The following questions concern the services to which you may refer trafficked persons and the way referrals are organised.

'Linked services' means: other agencies/service providers to which you refer individuals who are in need of assistance and/or that are part of your referral system.

'Referral system' means: a coordinated network of service providers who work together to provide assistance to trafficked persons. This might be organised in an informal way or through formal agreements between the organisations involved, for example in the form of protocols or memoranda of understanding.

24. Is your helpline/organisation part of an informal or formal referral system?

- yes
- no (but a referral system does exist)
- there is no formal or informal referral system

25. Does your referral system provide services for...

- ...persons trafficked for exploitation in the sex industry yes no
- ...persons trafficked for exploitation in other industries/workplaces yes no

26. Does your helpline/organisation have *formal agreements* (for example memoranda of understanding or protocols) with (some of) the agencies / experts to which / whom you refer trafficked persons?

- yes, with all linked services
- yes, with the majority of linked services
- yes, with some linked services
- no

27. If yes, with which agencies do you have a formal agreement or protocol on referring clients of the helpline? (You can tick more than one box)

- police (or a specific unit within the police)
- shelters
- medical practitioners/clinics/hospitals
- lawyers/ legal aid institutions
- social workers
- psychologists/ therapists
- child care institutions
- educational institutions
- job training centres
- job agencies
- other agencies, namely

28. If your helpline/organisation is part of any (*informal or formal*) referral system, how do you judge the following linked services on the aspects listed below?

Please give a mark from 1-10 points for the following aspects of the referral system (1 = very bad, 10 = very good)

service	enough places?	available for every trafficked person?	staff sufficiently qualified?	service sufficiently confidential?	clients assisted without being waitlisted?
shelter and housing					
legal aid					
medical aid					
psychosocial aid					

29. Are any important cooperation partners missing in your referral system? Please keep in mind the needs of children, persons trafficked for labour exploitation and other potential target groups.

- yes
- no

→If yes, which one(s) (please write in English):.....

30. Is your helpline/organisation a member of any anti-trafficking platform?

- yes
- no
- no, there is no anti-trafficking platform

31. Please list three positive points about the way the current referral system functions.

(Please write in English)

- 1.....
- 2.....
- 3.....

32. Please list three negative points/ bottlenecks about the way the current referral system functions

(Please write in English)

- 1.....
- 2.....
- 3.....

33. Does the helpline make transnational referrals to organisations in other countries?

- yes
- no

→ *If yes: for what services and to what type of organisation? (You can tick more than one box.)*

service	non-governmental organisation	state agency	other agency (please specify)
organisation of release from place of exploitation	0	0	.....
shelter/housing	0	0	
medical examination and/or treatment	0	0	
legal aid	0	0	
crisis intervention	0	0	
psychosocial counselling	0	0	
basic needs (foods, clothing, toiletry)	0	0	
financial support	0	0	
recovery of documents	0	0	
security arrangements	0	0	
travel arrangements	0	0	
search for missing persons	0	0	
other services, namely	0	0	

D. Information on calls received in 2006-2008

34. How many calls did your helpline receive in the last three years?

	2006	2007	2008	Not documented
total nr. of calls				

35. Please indicate how many of these calls came from:

	2006	2007	2008	Not documented
trafficked women				

trafficked men				
trafficked girls (girls under 18 years)				
trafficked boys (boys under 18 years)				
relatives or friends of trafficked persons or persons who might have been trafficked				
women who consider migrating for work abroad				
men who consider migrating for work abroad				
children (under 18) who consider migrating for work abroad				
(im)migrants in general				
undocumented (im)migrants				
abused / exploited women				
abused / exploited men				
abused / exploited children				
other service providers				
police				
the general public				
media, students, etc.				
crank callers (persons who abuse the hotline for fun)				
silent callers (persons who do not talk)				
other, namely				
not known				

We would like to know if persons who seek help call a helpline in the country where they currently reside or in their country of origin.

36. Please indicate the nationality of the persons who called your helpline. (If you do not have figures, please give an estimate)

nationality (please fill in the most frequent nationalities, in English please)	% of total calls in the last three years not documented
1.	
2.	
3.	
4.	
5.	
other nationalities	
unknown	

0 not documented and cannot be estimated

37. Please indicate the percentage of persons who call from within your country or from abroad. (If you do not have figures, please give an estimate.)

a. Percentage of calls from **within** the country in the last three years% 0 not documented
 What percentage of these calls came from:
 nationals%
 non-nationals%
 unknown%

b. Percentage of calls from **outside** the country in the last three years% 0 not documented
 What percentage of these calls came from:
 nationals%
 non-nationals%
 unknown%

0 not documented and cannot be estimated

38. Please indicate at what times of day or night you receive most calls.

- 0-4 am
- 4-8 am
- 8-12 am
- 12-4 pm
- 4-8 pm
- 8-12 pm
- other, namely

- not documented

E. Information on publication of the number of the anti-trafficking helpline

39. How do you advertise the number of the helpline? (You can tick more than one box.)

by advertising the number:

- on TV
- on the radio
- on the internet
- in newspapers
- in popular magazines
- in public places (posters, billboards)
- otherwise, namely

by distributing information materials (folders, leaflets, posters, stickers, gadgets, etc): (You can tick more than one box.)

- in secondary schools
- in universities and high schools
- in local public transport
- in brothels and/or on streets frequented by sex workers
- at airports
- at train stations
- at bus stations
- at travel agencies
- in telephone shops
- in churches/religious organisations
- in general public buildings (like libraries, community halls)
- in embassies
- in other places, namely
- through other helplines
- at places where communities of migrants meet
- among organisations of migrant workers
- among organisations of sex workers
- among other service providers (doctors, hospitals, social workers, field workers, etc)
- among trade unions
- among clients of sex workers
- among the police
- via other organisations, namely

Through press contacts

- by giving interviews to the media
- other methods, namely

F. Information on the organisation of the helpline

40. Are there any external evaluations of the helpline available in English?

→ *If yes, could you please note where we can obtain the report?*
O no, there are no external evaluations in English

41. Are you aware of any studies, reports or researches which map and/or assess the existing helpline(s) on trafficking in human beings in your country available in English?

Could you please list these reports and note where we can obtain them?

→ *If yes, could you please list these reports and note where we can obtain them?*

1.
2.
3.
4.
5.
6.

O no, I am not aware of any such studies, reports or researches

Thank you very much for supporting our research!

Questionnaire for anti-trafficking helplines and NGOs II

Dear Colleagues,

Thank you for participating in the feasibility and assessment study on a European hotline for victims of trafficking in human beings.

The study is being carried out by La Strada International, SOFFI.K Berlin, Marjan Wijers and Mike Dottridge, both independent experts, and was commissioned by the European Commission.

The project aims to assess the need for and feasibility of the creation of a common Europe-wide 116 hotline number to assist trafficked persons. At present national hotlines providing social services operate in various EU member states, with similar yet slightly differing approaches. There is, however, no comprehensive information available about the various hotlines and linked assistance services provided to trafficked persons and others vulnerable to human trafficking.

The second questionnaire asks for your opinion on a number of issues related to the need for and feasibility of a Europe wide 116-hotline on trafficking in human beings.

Should you have any questions about the questionnaire or how to fill it in, please contact: SoFFI.F Berlin, Heike Rabe and Barbara Kavemann, SoFFI.K.-Berlin@web.de / 0049/306914832.

Please fill in the questionnaire in English.

Thank you very much for taking the time to support our research!

<p>Please identify your organisation</p> <p>Name of person who filled in the questionnaire:</p> <p>Name of organisation.....</p> <p>Country:.....</p> <p>Contact details (postal address, telephone, email):.....</p>

SECTION II - NEED FOR AND FEASIBILITY OF A 116 HELPLINE ON TRAFFICKING

The EU Commission aims to reserve several 116-xxx telephone numbers for “services of social values” - helplines - that are to be operational in each of the 27 EU member states. One example of a service like this is the 116 111 child helpline that has been reserved and is in use in some EU countries.

It is proposed to reserve one of these 116 numbers for a special helpline on trafficking in human beings. This would mean that each European country should have the number in use and ensure that the caller to this number is referred to helpline services on trafficking in human beings.

Organisations that are willing to run a national 116 helpline have to apply to the national authorities, who will decide which national organisation(s) will get permission to run the number based on an application and assessment round. The EU Commission defined the criteria for running a 116 number only on a general basis, for example it has to have a “value to visitors from other countries”, the “service must answer a specific social need” or “provide information and/or assistance and/or serve as a reporting tool to citizens”.

More specific criteria, set by the Commission, are that the services should be provided toll free - which means that the organisation has to pay for the costs of the calls - and are to be run on the

national level. Please note, that the Commission only reserves the number, but does not provide any funding for actually running a 116 number.

The European Commission might set additional criteria later, once the outcome of the assessment study is clear. For now, each member state can set additional criteria when deciding on the assignment of the rights-of-use for the anti-trafficking 116 number. Next to selection of one (or more) organisation(s) to run the 116 number, member states can also decide to run the number themselves.

A. Need for an EU 116 number on trafficking in persons

1. Is there or has there been any discussion on establishing an EU-wide 116 helpline on trafficking in human beings in your country?

- yes
- no
- don't know

2. In your opinion, should there be a special 116 helpline for trafficked persons?

- yes
- no
- don't know

3. If there were an EU-wide 116 helpline on trafficking in human beings operating in your country, how should such a 116 helpline be organised?

- There should be one organisation that runs the 116 helpline in my country, does a first crisis intervention and refers the caller to existing services.
- There should be one organisation in each province/region of my country that runs the 116 helpline, does a first crisis intervention and refers the caller to existing services.
- There should be one central 116 number in my country that reroutes calls to (existing) regional and/or local **helplines**, depending on the location of the caller.
- There should be one central 116 number in my country that reroutes calls to (existing) regional and/or local **support services**, depending on the location of the caller.
- other, namely (in English please).....
- don't know

4. If there were a 116 helpline for trafficked persons, do you think it should be integrated into a more general helpline?

- yes
- no
- don't know

-> If yes, what kind of helpline should this be?

- a helpline for children
- a helpline for migrants
- a helpline for victims of crimes in general
- a helpline for victims of violence against women
- other, namely
- don't know

5. In your opinion, which groups should a 116 helpline on trafficking target?
(You can tick more than one box)

- trafficked women nationals
- migrant trafficked women
- trafficked male nationals
- migrant trafficked men
- trafficked child nationals (persons under 18 years)
- migrant trafficked children (persons under 18 years)
- relatives or friends of trafficked persons or persons who might have been trafficked

- women who consider migrating for work abroad
- men who consider migrating for work abroad
- young people (under 18) who consider migrating for work abroad

- (im)migrants in general
- undocumented (im)migrants
- female migrants who are in a situation of violence, abuse or exploitation
- male migrants who are in a situation of violence, abuse or exploitation
- migrant children who are in a situation of violence, abuse or exploitation

- women nationals who are in a situation of violence, abuse or exploitation
- male nationals who are in a situation of violence, abuse or exploitation
- child nationals who are in a situation of violence, abuse or exploitation

- persons who have been trafficked for exploitation in the sex industry
- persons who have been trafficked for exploitation in other industries/workplaces

- other, namely

6. In your opinion, who should operate a EU wide 116 helpline on trafficking in persons?
(You can tick more than one box)

- non-governmental-organisation (NGO)
- intergovernmental organisation (IGO), e.g. the IOM (International Organization for Migration), UNICEF or the OSCE (Organization for Security and Co-operation in Europe)
- police
- other state agency
- otherwise, namely

7. If a 116 helpline on trafficking were established, what should be the three main criteria to select the organisation that would run the 116 hotline?
(For example, possible criteria could be: the way the organisation deals with prostitution, the way they deal with undocumented migrants, being non judgemental, being confidential.....)

(Please write in English)

- 1.....
- 2.....
- 3.....

8. In your opinion, which services should a 116 helpline on trafficking provide at the minimum?
(You can tick more than one box)

- information and telephone counselling for trafficked persons
- organisation of (emergency) assistance and support for trafficked persons
- referral to other assistance and support services for trafficked persons

- information and counselling for family members and/or friends of trafficked persons or persons who might be trafficked
- information and (telephone) counselling for other service providers who work with trafficked persons or persons who might be trafficked
- information and (telephone) counselling to nationals who consider going abroad for work
- other services, namely

9. In your opinion, should a 116 helpline operate 24 hrs/7 days a week?

- yes
- no
- don't know

→ If no, in your opinion, what times would be appropriate? (Please tick the appropriate box.)

	during common local office hours	from till
every day		
Monday to Friday		
weekends		
from till		

10. Could you please rate the importance of the following standards for a 116 helpline on trafficking?

For example, if you tick the 'not needed' column against 'long term funding', it means you think that long term funding is not a significant standard to take into account.

	needed to begin with	should be developed in the long run	not needed
operational 24 hrs/ 7 days a week			
long term funding			
supported by the government			
the helpline must be part of a National Action Plan			
the helpline must be supported by all relevant actors			
a system of structural in depth training of telephone consultants			
a proven and sustainable referral system			
A referral system which provides at the very least:			
several languages			
organisation of release from place of exploitation			
shelter/housing			
medical examination and/or treatment			
legal aid			
crisis intervention			
psychosocial counselling			
basic needs (foods, clothing, toiletry)			
financial support			
recovery of documents			
security arrangements			
travel arrangements			
search for missing persons			
other services, namely			

11. Could you please rate the importance of the following standards for a 116 helpline on trafficking?
Please give a mark on a scale from 1 - 6 (1 = I completely agree; 6 = I completely disagree/I don't know).

- All services that make part of the referral system must be free of charge.
- All services that make part of the referral system must be accessible to all trafficked persons, independent of national citizenship and/or residence status.
- The helpline must be confidential.
- The linked services must be confidential.
- A system for periodic external evaluation must be in place.
- An external evaluation system must be in place.
- All 116 helplines on trafficking should keep statistics in the same way

Are there other standards that you think are absolutely necessary to meet in case of a 116 helpline on trafficking?

- yes, namely
- no, I don't think there are other standards
- don't know

12. In your opinion, should all 116 helplines on trafficking in all EU countries meet the same standards?

- yes
- no
- don't know

Please explain the most important reason (in English):

13. Please give your opinion on the following statements on a scale from 1 to 6:
1 = I completely agree;
6 = I completely disagree/I don't know)

- A 116 helpline will increase awareness about the existence of a helpline for trafficked persons.
- A 116 helpline will make it easier for trafficked persons to seek help.
- A 116 helpline will contribute to ensuring that trafficked persons actually get the help they need.
- A 116 helpline will help to harmonise services provided to trafficked persons in different EU member states.
- A 116 helpline will improve the quality of support services for trafficked persons.
- A 116 helpline will improve the quality of information given to nationals who are considering going abroad for work.
- A 116 helpline will improve the referral system for trafficked persons.
- A 116 helpline will strengthen cooperation between different service providers.
- A 116 helpline will help to further develop and strengthen support services for trafficked persons.

A 116 helpline will make it easier to introduce and maintain consistent quality standards (training of consultants, opening hours, confidentiality, quality of services provided).

A 116 helpline will strengthen international cooperation between support services for trafficked persons.

A 116 helpline will make it easier to make international referrals (from one country to another).

14. Please give 3 arguments in favour of a 116 helpline on trafficking? (Please write in English)

I don't think there are strong arguments in favour of a 116 helpline on trafficking.
 I think the following three arguments are the most important ones in favour of a 116 helpline on trafficking:

1.....

2.....

3.....

I don't think there are strong arguments in favour of a 116 helpline on trafficking

15. Please give 3 arguments against a 116 helpline on trafficking? (Please write in English)

I don't think there are strong arguments against a 116 helpline on trafficking.
 I think the following three arguments are the most important ones against a 116 helpline on trafficking:

1.....

2.....

3.....

I don't think there are strong arguments against a 116 helpline on trafficking

B: We would like to know if your organisation may be interested in running a 116 EU helpline on trafficking in your country:

16. Is your organisation generally interested in running a 116 helpline on trafficking?

- yes
- no
- don't know

17. In your opinion, are there any obstacles to your organisation running a 116 EU helpline on trafficking?

- yes
- no
- don't know

Please explain your answer (in English):

18. In your opinion, would it be feasible for your organisation to acquire, on a regular/ long term basis, the necessary (extra) funds to run a 116 helpline on trafficking?

- yes
- no
- don't know

Please explain your answer (in English):

19. Do you know what would be needed to get permission from the national government to be accredited and run the 116 number on trafficking?

- yes
- no

20. In your opinion, would **your organisation** be able to get permission from the national government to be accredited to run the 116 number on trafficking, if such number were established?

- yes
- no
- don't know

Please explain your answer (in English):

Thank you very much for taking the time to support our research!

Questionnaire for helplines operating in trafficking related areas

Dear Colleagues,

We would like to ask your cooperation in a research that the European Commission has commissioned on the need for and feasibility of a special European hotline for victims of trafficking in human beings.

The study is being carried out by La Strada International, a European Network of anti-trafficking organisations, the Berlin research institute SOFFI.K, Marjan Wijers and Mike Dottridge, both independent experts in the area of human trafficking and human rights.

The project aims to assess the need for and feasibility of the creation of a common Europe-wide 116 hotline number to assist trafficked persons. **An important question in this context is whether trafficked persons seek help by calling specialised anti-trafficking hotlines, or whether they also make use of helplines on related areas.** With "related helplines" we mean helplines that are not explicitly dealing with trafficked persons, but operate in related areas, for example child helplines, helplines on violence against women, general victim support helplines, helplines for migrants, sex workers, domestic workers or missing persons, police/crime stopper helplines, etc.

Even if no victims of trafficking contact your helpline, it is of interest for our research to find out whether your organisational model fits the needs of Victims of trafficking in Human beings.

We define 'trafficked persons' as persons who in your opinion are or might be a victim of trafficking in human beings. Trafficking in human beings can shortly be defined as the recruitment, transport or transfer of persons by means of deceit, the threat or use of force or abuse of authority for the purpose of exploitation of that person's work or services. Exploitation includes sexual exploitation, forced labour or services, slavery or slavery-like practices and servitude. Trafficking can take place for prostitution, but also for domestic labour, agricultural work, construction work, etc. Women, men and children can be affected by trafficking in human beings.

Should you have any questions about the questionnaire or how to fill it in, please contact: SoFFI.F Berlin, Heike Rabe and Barbara Kavemann, SoFFI.K.-Berlin@web.de / 0049/306914832. Please fill in the questionnaire in **English**.

Please fill in the questionnaire through the internet link provided. When you finish the last page, the questionnaire will be automatically sent to SoFFI.K.

Thank you very much for taking the time to support our research!

Name of person who filled in the questionnaire:

Name of helpline:.....

Name of organisation that runs the helpline:.....

Country:.....

Contact details (postal address, telephone, email):.....

Section I - Information on the organisation of the helpline

1. How would you categorise your organisation?

- non governmental organisation (NGO)
- police
- other statutory or state agency, namely (please write in English).....
- church/faith based organisation
- other agency, namely (please write in English).....

2. Does your helpline operate on a local, regional, national or international level?
(You can tick more than one box)

- local level
- regional level
- national level
- international level
- other, namely

3. Is the organisation that runs your helpline part of a larger organisation?

- yes
- no

→ *If yes, what is this organisation called*

→ *If yes, what is its mandate?*
.....
.....
.....

→ *If yes, on what level does this organisation operate?*

- local level
- regional level within the country
- national level
- international level
- other, namely

4. Is your helpline toll free?

- yes
- no

If no, please indicate the main reasons why it is not toll free. (You can tick more than one box)

- financial reasons, namely (please write in English)
- substantial reasons, namely (please write in English)
- other reasons, namely (please write in English).....

5. On what days of the week can callers reach your helpline?

- every day
- several days in the week

→ *If not every day:*

- Monday to Friday
- weekends
- other, namely

6. What are the operating hours of your helpline?

	every day	several days
24 hours a day	<input type="radio"/>	<input type="radio"/>
during the usual office hours in your country	<input type="radio"/>	<input type="radio"/>
other, namely from till	<input type="radio"/>	<input type="radio"/>

7. Are callers to your helpline directly connected with a 'life' person?

- yes, callers directly get a life person on the line
- no, callers sometimes get an answering machine and will be called back
- other, namely

8. Does your helpline have any special agreements with your telephone provider (apart from a regular service contract)?

- yes
- no

→ *If yes, what issue does the agreement relate to?*

- routing of calls
- reduced costs / toll free
- other, namely (please write in English).....

9. Who funds the helpline? Please indicate if this is on a short term/project basis or a structural/long term basis. (You can tick more than one box.)

	project / temporary basis	structural /long term basis
government of your country	<input type="radio"/>	<input type="radio"/>
private funds and/or donors	<input type="radio"/>	<input type="radio"/>
national donors	<input type="radio"/>	<input type="radio"/>
international donors	<input type="radio"/>	<input type="radio"/>
otherwise, namely	<input type="radio"/>	<input type="radio"/>

10. What part does the telephone helpline play in the total of work in your organisation?

- the helpline is our main activity
 - the helpline is a major part of our work
 - the helpline is a minor part of our work
- other namely:.....

11. How many persons work at the helpline? How many hours do they work and what is their function?
 (Please fill in the respective number of persons) (Please answer each question.)
 If the helpline is not an independent entity within your organisation, please answer for your organisation as a whole:

function	nr. of persons	total nr. of hours per week	paid?	unpaid?
director				
coordinator(s)/manager(s)				
telephone counsellors				
legal information/jurist(s)				
public relations				
training				
policy officer(s)				
secretarial staff				
others, namely.....				
external consultants (e.g. trainers)				
others, namely.....				
Cannot be answered				

Please give a rough estimate of the proportion of the hours per week devoted to the helpline.
 If the helpline is not an independent entity within your organisation, please answer for your organisation as a whole:

- 0 hours per week.....
- 0 cannot be estimated

Please estimate:

total hours per week of paid staff	.....
total hours per week of volunteers	.....
total hours per week of external consultants	.....

0 cannot be estimated

If you can't give details of the helpline staff, please give an rough overview.
 If the helpline is not an independent entity within your organisation, please answer for your organisation as a whole:

total nr of paid staff	.....
total nr of volunteers	.....
total nr of external consultants	.....

0 cannot be estimated

12. Can you give a rough overview of the annual costs of running the helpline in the budget year 2007? (Please give a sum in Euros; if in another currency, please indicate what the currency is).

Total annual budget of the helpline

.....€ other currency:.....

SECTION II - INFORMATION ON TARGET GROUPS and SERVICES PROVIDED

A. Information on target groups and services provided by your helpline

13. Who are the target groups of your helpline?
(You can tick more than one box)

- victims of violence against women/ domestic violence
- victims of crimes in general
- children
- relatives and friends of missing children
- migrants in general
- undocumented migrants
- migrant domestic workers
- sex workers
- trafficked persons
- other service providers
- police
- the general public
- other, namely

14. What kind of services does your helpline offer? (You can tick more than one box)

- information and advice
- (telephone) counselling
- (organisation of) emergency assistance and support
- referral to other service providers/ agencies
- other services, namely

15. In which languages does the helpline operate? (You can tick more than one box)

	always available	only available at certain times	call back in given language possible
the national language(s), namely			
English			
Polish			
Bulgarian			
Rumanian			
Russian			
Spanish			
French			
Thai			
other language(s), namely:.....			

16. Does your helpline provide information or counselling on a confidential basis?

'Confidential' means that no information is given to a third party without the informed consent of the person concerned

- yes, the caller does not have to give her or his name
- yes, any information that the caller gives is treated confidentially

- no, names and other information of callers are officially registered
- no, information about callers is given to third parties, e.g. the police in case of a possible victim of crime
- other, namely:.....

17. Please indicate at what times of day or night you receive most calls.

- 0-4 am
- 4-8 am
- 8-12 am
- 12-4 pm
- 4-8 pm
- 8-12 pm
- other, namely

not documented

Section III. Information on calls received in 2006-2008

Our research is interested in the way trafficking in human beings occurs at your helpline:

18. How many calls did your helpline receive in the last three years?

	2006	2007	2008
total nr. of calls			
not documented			

17. Does your helpline receive calls from trafficked persons or persons who you suspect might have been trafficked?

- yes
- no
- don't know

19. Please indicate how many of these calls came from:

	2006	2007	2008
trafficked women			
trafficked men			
trafficked girls (girls under 18 years)			
trafficked boys (boys under 18 years)			
relatives or friends of trafficked persons or persons who might have been trafficked			
women who consider migrating for work abroad			
men who consider migrating for work abroad			
children (under 18) who consider migrating for work abroad			
(im)migrants in general			
undocumented (im)migrants			
abused / exploited women			
abused / exploited men			
abused / exploited children			
other service providers			
police			
the general public			
media, students, etc.			
crank callers (persons who abuse the hotline for fun)			
silent callers (persons who do not talk)			

others, namely:.....			
not documented			

→ If the details of callers are not documented, please give an **estimate**: How many persons who have been trafficked or might have been trafficked have called your hotline in 2008?

	estimated Nr. of callers in 2008
trafficked women	
trafficked men	
trafficked girls (girls under 18 years)	
trafficked boys (boys under 18 years)	
relatives or friends of trafficked persons or persons who might have been trafficked	

20. If your helpline receives calls from trafficked persons or persons whom you suspect that they might have been trafficked, please indicate the **nationality** of these persons, who called your helpline in 2008:

Nationality (please fill in the most frequent nationalities, in English please)

1. _____

2. _____

3. _____

4. _____

5. _____

other nationalities, namely

unknown

21. Where do trafficked persons mostly call from?

	Yes	No	not know
from within your country?			
from abroad?			

22. If the helpline offers (emergency) assistance and support, which services does this include? Are these services provided by your own organisation or through referral to other organisations?

service provided	By own organisation	by agency/expert you refer the caller to	by own organisation and agency/expert you refer the caller to as well	Not applicable, service not offered
shelter/housing				
crisis intervention				
security arrangements and protection				
psychosocial counselling				
psychotherapy				
basic needs (foods, clothing, toiletry)				
medical aid				
legal aid (counselling)				
financial support/pocket money				
recovery of legal documents (e.g. passport or other identity document, contract)				

travel arrangements				
search for missing persons				
organisation of release from place of exploitation				
legal representation in court				
security escort				
accompanying the individual when making court appearances (whether as witness or victim of crime) or testifying before an investigating judge				
organisation of guardian (for minors)				
emotional support				
negotiations with family				
visits in prisons and hospitals				
language courses (for non nationals)				
vocational training/education				
job search				
long-term monitoring of cases				
monitoring trials				
other, namely:				
other, namely:				
other, namely:				

Section IV. Information on publication of the number of the helpline

23. How do you advertise the number of the help line? (You can tick more than one box.)

O by advertising the number:

- O on TV
- O on the radio
- O on the internet
- O in newspapers
- O in popular magazines
- O in public places (posters, billboards)
- O otherwise, namely

O by distributing information materials (folders, leaflets, posters, stickers, gadgets, etc): (You can tick more than one box.)

- O in secondary schools
- O in universities and high schools
- O in local public transport
- O in brothels and/or on streets frequented by sex workers
- O at airports
- O at train stations
- O at bus stations
- O at travel agencies
- O in telephone shops
- O in churches / religious organisations
- O in general public buildings (like libraries, community halls)
- O in embassies
- O in other places, namely
- O through other helplines
- O at places where communities of migrants meet
- O among organisations of migrant workers
- O among organisations of sex workers

- among other service providers (doctors, hospitals, social workers, field workers, etc)
- among trade unions
- among clients of sex workers
- among the police
- via other organisations, namely

- by giving interviews to the media
- other methods, namely

24. Is there a monitoring and/or evaluation system for the helpline and the services it offers?

- yes
- no
- *If yes (you can tick more than one box):*
 - annual report for donors
 - annual report for the general public
 - annual statistics on calls and services provided
 - internal evaluation on a regular basis
 - external evaluation / research, last carried out in (please indicate the year)
 - other, namely (please write in English).....

25. Are there any external evaluations of the helpline in English available?

- yes
- no
- *If yes, could you please note where we can obtain the report?*
.....
.....

B. Information on referral systems and linked services

The following questions concern the services to which you may refer callers and the way referrals are organised.

'Linked services' means: other agencies/service providers to which you may refer callers who are in need of assistance.

'Referral system' means: a coordinated network of service providers who work together to provide assistance to your target group. This might be organised in an informal way or through formal agreements between the organisations involved, for example in the form of protocols or memoranda of understanding.

26. Is your helpline part of an informal or formal referral system?

- yes
- no (but a referral system does exist)
- there is no formal or informal referral system

27. Does your referral system provide services for:

- persons trafficked for exploitation in the sex industry yes no
- persons trafficked for exploitation in other industries/workplaces yes no

28. With which agencies / experts in the referral system do you cooperate with in cases of trafficking in human beings?
Please note the type of the agency (e.g. anti-trafficking agency, special police unit, immigration authority...)

29. Does the helpline have *formal agreements* (for example memoranda of understanding or protocols) with (some of) the agencies to which you refer trafficked persons

- yes
- no

→ *If yes, with which agencies do you have a formal agreement or protocol on referring callers of the helpline? (You can tick more than one box)*

- police (or a specific unit within the police)
- shelters
- medical practitioners/clinics/hospitals
- lawyers/legal aid institutions
- social workers
- psychologists/therapists
- child care institutions
- Specialised anti-trafficking helpline
- Specialised anti-trafficking service
- unions
- other agencies, namely

30. Are any important cooperation partners missing in your referral system concerning anti-trafficking work?

- yes
- no

→ *If yes, which one(s) (please write in English):*.....

31. Is your helpline/organisation a member of any anti-trafficking platform?

- yes
- no
- there is no anti-trafficking platform

32. Does the helpline make transnational referrals to organisations in other countries in cases of trafficking in human beings?

- yes
- no

→ *If yes: for what services and to what type of organisation?*

Service	non-governmental organisation	state agency	other agency (please specify)
organisation of release from place of exploitation			

shelter/housing			
medical examination and/or treatment			
legal aid			
crisis intervention			
psychosocial counselling			
basic needs (foods, clothing, toiletry)			
financial support			
recovery of documents			
security arrangements			
travel arrangements			
search for missing persons			
legal representation in court			
security escort			
accompanying the individual when making court appearances (whether as witness or victim of crime) or testifying before an investigating judge			
organisation of guardian (for minors)			
emotional support			
negotiations with family			
visits in prisons and hospitals			
language courses (for non nationals)			
vocational training/education			
job search			
long-term monitoring of cases			
monitoring trials			
other services, namely			

Thank you very much for taking the time to support our research!

Respondents questionnaire 1

Name of person	Organisation	Country
Evelyn Probst	LEFÖ - IBF	Austria
Patsy Sorensen	Payoke NGO	Belgium
Bozhana Ivanusheva	Open Door Centre Association	Bulgaria
Svetlin Markov	"Animus Association" Foundation	Bulgaria
Karolina Karkoskova	Caritas Prague	Czech republic
Anna Kefurtova/ Irena Konecna	La Strada Czech Republic	Czech Republic
Sirle Blumberg	Living for Tomorrow	Estonia
Essi Thesslund	Pro-tukipste ry (Prostitute Counselling Centre)	Finland
Prune de Montvalon	ALC	France
Olivier Peyroux	Hors la rue	France
Lakhdar / Bourgeois	Comité Contre l'esclavage moderne	France
Jae-Soon Joo-Schauen	Agisra e.V.	Germany
Marion Fleischer, Elena Voino	Frauenberatungsstelle Düsseldorf e.V.	Germany
Ulrike Gatzke	Koofra e.v. - coordination centre against trafficking in women	Germany
Claudia Lutsch	Diakonisches Werk Kassel	Germany
Gabriele Schmitt	FIM e.V. Frauenrecht ist Menschenrecht	Germany
Nivedita Prasad	Ban Ying	Germany
Schauer, Cathrin	KARO e.V.	Germany
Uta Ludwig	Belladonna	Germany
Antigoni Koumblommati	Research and Support Center for Victims of Maltreatment and Social Exclusion (CVME)	Greece
Cinzia Bragagnolo	Local community of Venice	Italy
Iluta Lace	Resource Centre for Women "Marta"	Latvia
Ramune Dvareckaite	Missing Persons Families Support Centre	Lithuania
Stana Buchowska	La Strada	Poland
Carla Amaral	Portuguese Association for Victim Support	Portugal
Jorge Martins	Association for Family Planning - APF	Portugal
Margarida Moura	High Commissariat for Immigration and Intercultural Dialogue	Portugal
Elena Hatašová	SKC Dotyc	Slovakia
Silvia Vrablicová	IOM International Organization for Migration	Slovakia
Rocío Mora	APRAMP	Spain
Marta Gonzalez	Proyecto Esperanza	Spain
Pinky Ntoane	Comensha	The Netherlands
Gill Herd	POPPY Project	UK
Mandy John-Baptiste	NSPCC Child Trafficking Advice and Information line	UK

Respondents questionnaire 2		
Name of person	Organisation	
Evelyn Probst	LEFÖ - IBF	Austria
Patsy Sorensen	Payoke NGO	Belgium
Nicolao Marios, Stalo Yioutani, Patricia Phaedonos	Association for the prevention and handling of violence in the family	Cyprus
Anna Kefurtova	La Strada Czech Republic	Czech Republic
Karolina Karkoskova	Caritas Prague - Project Magdala	Czech Republic
Sirle Blumberg	NGO Living for Tomorrow	Estonia
Kristiina Luht	Ministry of Social Affairs	Finland
Brit Tammiste	Ministry of Justice	Finland
Essi Thesslund	Pro-tukipste ry (Prostitute Counselling Centre)	Finland
Prune de Montvalon	ALC	France
Bourgeois / Lakhdar	Comité Contre l'esclavage moderne	France
Jae-Soon Joo-Schauen	Agisra e.V.	Germany
Ulrike Gatzke	koofra e.v. - coordination centre against trafficking in women	Germany
Nivedita Prasad	Ban Ying	Germany
Huschka, Beate	FreiJa - Aktiv gegen Menschenhandel und Zwangsprostitution	Germany
Claudia Lutsch	Diakonisches Werk Kassel	
Schauer, Cathrin	KARO e.V.	Germany
Antigoni Koumblommati	Research and Support Center for Victims og Maltreatment and Social Exclusion (CVME)	Greece
Gerardine Rowley	Ruhama	Ireland
Maeve Ryan	Crime victims Helpline	Ireland
Cinzia Bragagnolo/ Elisa Bedin	Local community of Venice	Italy
Stana Buchowska	La Strada	Poland
Jorge Martins	Association for Family Planning - APF	Portugal
Elena Hatašová	SKC Dotyk	Slovakia
Silvia Vrablicová	IOM International Organization for Migration	Slovakia
Pinky Ntoane	Comensha	The Netherlands
Gill Herd	Eaves	UK

Respondents questionnaire 3: related helplines

12 helplines for violence against women (domestic violence, rape),
5 helplines for victims in general,
1 helpline for children and young people,
3 helplines for migrants/refugees,
6 helplines for other aims (health, prostitution, family planning etc).

Maria Rösslhuber	Women's Helpline against Male Violence	Austrian Women's Shelter Network, AÖF	Austria
Barbara Michalek	24-hour Women's Emergency Hotline of the City of Vienna	MA 57 - The Women's Department of the City of Vienna	Austria
Sabine Craenen	No specific name	O.R.C.A. vzw	Belgium
Anne Vercauteren		Ghapro	Belgium
Stappaerts Didier		Centre d'Accueil d'Urgence Ariane ASBL	Belgium
Stella Chiou	1455 Helpline	Cyprus Family Planning Association	Cyprus
Nicoletta Charalambidou	KISA	KISA - Action for Equality, Support, Anti-racism	Cyprus
Pavla Burdova	Counselling Centre for Refugees	Association for integration and migration/ Counselling Centre for refugees	Czech Republic
Heli Heinjoki	Rape Crisis Center, Helsinki, Finland	Tukinainen Ry	Finland
Tatjana Pajamäki-Alasara	helpline for children and young people	Mannerheim league for child welfare	Finland
Bouhedja Géraldine	08 Victimes	INAVEM	France
Christine Clamens	3919 - Violences Conjugale Info	Fédération Nationale Solidarité Femmes	France
Sylvie Lewden	115 - accueil sans-abri	FNARS (Fédération nationale des associations d'accueil et de réinsertion sociale)	FRANCE

Irma Leisle	BIG Hotline	BIG e.V.	Germany
Carola Klein	LARA Krisen-und Beratungszentrum für vergewaltigte und sexuell belästigte Frauen	Verein gegen sexuelle Gewalt	Germany
Simone Thomas	Frauenhorizonte	Frauenhorizonte - gegen sexuelle Gewalt e.V.	Germany
Faridah Muğrabi	Niedersaechsisches Krisentelefon gegen Zwangsheirat (Telephone Helpline against forced marriages for Lower Saxony)	Kargah e.V.	Germany
Olga Theodorikakou	Hotline for suicide intervention	Klimaka NGO	Greece
Eva Savvopoulou		Human Rights Defense Center (KEPAD)	Greece
Christos Hombas	197	National Center for Social Solidarity	Greece
Magdalena Dumitru	SIDA Helpline	ARAS-Romanian Association Against AIDS	Romania
Pasztor Lidia	Helpline for victims of domestic violence	Women Against Violence-Artemis	Romania
Tatiana Tureková	Linka pomoci	Pomoc obetiam násila- Victim Support Slovakia	Slovakia
Dalida Horvat	SOS Help-line for women and children - victims of violence	Association SOS help-line for women and children - victims of violence	Slovenia
Åsa Witkowski	Kjvinnofridslinjen	Nationellt centrum för kvinnofrid	Sweden
Göran Thornadtsson	Brottsofferjourernas Telefoncentral	Brottsofferjourernas Riksförbund	Sweden

Respondents to questionnaires total

		Questionnaire-Set			Total
COUNTRY		1	2	3	
	Austria	1	1	2	4
	Belgium	1	1	3	5
	Bulgaria	2			2
	Cyprus		3	2	5
	Czech republic	2	2	1	5
	Denmark				
	Estonia	1	3		4
	Finland	1	1	2	3
	France	3	2	3	8
	Germany	8	6	4	18
	Greece	1	1	3	5
	Hungary				
	Ireland		2		2
	Italy	1	1		2
	Latvia	1			1
	Lithuania	1			1
	Luxemburg				
	Malta				
	Netherlands	1	1	1	3
	Poland	1	1		
	Portugal	3	1		4
	Romania			2	1
	Slovakia	2	2	1	6
	Slovenia			1	
	Spain	2			2
	Sweden			2	2
	United Kingdom	2	1		3
Total		34	29	27	90

Interviews European actors

116 Helplines

- Child Helpline International (CHI), Thomas Mueller
- Missing Children in Europe (MCE), Francis Herbert, Secretary General

European Parliament:

- Karin Riis Jørgensen MEP

Other stakeholders:

- ITUC, JEROEN BEIRNAERT
- Stop the Traffik (OASIS), Phil Lane and colleague

- PICUM, Eve Geddie

European Commission

- Cocom, Isabella van Doorne

Others

Helga Konrad, independent expert
Caritas Bucharest