

# Hotline Services for Trafficked Women

## An Overview Study



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## Contents

<b>Abbreviations.....</b>	<b>IV</b>
<b>0 Foreword .....</b>	<b>1</b>
<b>1 Hotline Services for Trafficked Women: an Overview .....</b>	<b>3</b>
1.1 Introduction.....	3
1.2 Methods.....	5
1.3 Structure and Organisation of Hotline Services .....	5
Fees and Funding .....	6
Availability .....	7
Public Relations .....	7
1.4 Information Requested and Counselling Services Provided .....	8
1.5 Staff Qualifications.....	11
<b>2 Recommendations on Setting up a National Hotline .....</b>	<b>13</b>
<b>3 Annex: Country Overview .....</b>	<b>18</b>
3.1 Destination Countries .....	18
Denmark.....	18
Great Britain .....	19
Greece .....	20
Italy .....	21
Japan .....	23
Netherlands.....	24
Austria.....	26
USA .....	26
3.2 Countries of Origin .....	28
Cambodia.....	28
Colombia.....	29
Republic of Moldova.....	30
Nigeria.....	32
Ukraine.....	33
3.3 Countries without Hotline Services for Trafficked Women .....	35
Belgium .....	35
Finland .....	35
Portugal.....	35
Switzerland.....	35
Spain .....	35
3.4 Organisations Contacted .....	36

## Abbreviations

DOL	U.S. Department of Labor
ENOW	European Network of Women
FIZ	Fraueninformationszentrum für Frauen aus Afrika, Asien, Lateinamerika und Osteuropa (Information Center for Women from Africa, Asia, Latin America and Eastern Europe)
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
GO	Governmental Organisation
HHS	U.S. Department Health and Human Services
IOM	International Organization for Migration
LEFÖ	Lateinamerikanische Emigrierte Frauen in Österreich (Latin American Emigrated Women in Austria)
NCJRS	U.S. National Criminal Justice Reference Service
NGO	Non-Governmental Organisation
ORR	Office of Refugee Resettlement
OSC	Office of Special Counsel for Immigration-Related Unfair Employment Practices
OSCE	Organization for Security and Co-operation in Europe
OVC	U.S. Office for Victims of Crime
OVW	U.S. Office on Violence against Women
PPP	Public Private Partnership
PR	Public Relations
USDOJ	U.S. Department of Justice
UNODC	United Nations Office on Drugs and Crime
USA	United States of America
USD	US-Dollar
WOCON	Women's Consortium of Nigeria

## 0 Foreword

Victims of human trafficking often find themselves in a situation from which they see no way out. They have little trust in public institutions, especially because many victims are illegal residents in the recipient country. The knowledge of the language of the country in which they are living is often at best rudimentary. And since they live and work under constant threats and are dependent on their exploiters, they are either unaware of the assistance available to them or feel unable to make use of these services. About 80 % of victims are women and children, most of whom are forced into prostitution or forced labour. The question is, how can we reach trafficked women to inform them about their rights and help them regain control over their lives?

Indeed, hotline services have proved an effective way of establishing an initial contact and offering support rapidly without a lot of red tape, whilst guaranteeing the anonymity of the caller. In recent years, they have been used increasingly for victims of human trafficking in both the victims' countries of origin and in destination countries. It was therefore only logical to set about compiling the experience gained in other countries, some of which have been offering hotlines for trafficked women/people for several years already, with a view to using the results to draw up recommendations for a potential hotline service in Germany.

The study was conducted on behalf of the "Sector Project Against Trafficking in Women" of the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ). The project has been implemented on the basis of a commission from the German Federal Ministry for Economic Cooperation and Development (BMZ), and is funded under the Program of Action 2015, the German Government's contribution to reducing poverty worldwide.

The sector project is intended to help combat trafficking in women and to improve counselling services available to victims through networking, targeted knowledge management and by taking into consideration the socio-cultural background to the problem.

We hope that this study will encourage further discussion and will provide personnel working in helpdesks and persons in charge within the Ministries with the necessary information to take sound decisions regarding the establishment of a hotline service.

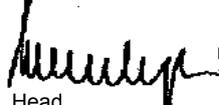
We would like to take this opportunity to sincerely thank all of the organisations contacted for their cooperation. In this way, their lessons learned and good practices can be incorporated into the design of new services.

Anna Erdelmann



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# 1 Hotline Services for Trafficked Women: an Overview

## 1.1 Introduction

Bringing help to girls and women who have fallen victim to human trafficking is an extremely difficult undertaking. Hotlines have certain advantages in this context. There is less resistance on the part of the girls and women to contact a hotline, since they guarantee anonymity and cost the caller little, if indeed anything at all. Another advantage is that the hotline staff can refer the victims to qualified specialist counselling units, if necessary.

This study aims to give an initial overview of existing telephone hotlines for trafficked persons and, on this basis, to deduce the essential preconditions that would need to be taken into account, if a nationwide hotline were to be set up for trafficked women in Germany. Information available on hotlines for victims of human trafficking is sparse, if we compare it, for instance, to helplines for young people or victims of violence, which have been in existence for many years now. Although hotlines have been in use in the victims' countries of origin for some time now, where they play a preventive role and help to rehabilitate victims on their return, organisations in destination countries have only recently "discovered" telephone counselling services for victims of human trafficking, and are just starting to expand these services in a targeted manner. This delayed response can be taken as an indication of the difficulties involved first in identifying the target group, who often live as illegal immigrants, and then in actually reaching them. From the victims' point of view, the situation in which they find themselves is to all intents and purposes a hopeless one. Merely knowing this should encourage us to pursue the systematic and professional establishment and extension of hotline services.

In this study we will look at how existing hotlines are structured and how they operate, on the basis of the survey criteria laid out below. Finally, we will identify good practices and make recommendations for the establishment of a national hotline service in Germany and in other destination countries. The Annex contains country overviews with contact addresses for the organisations that took part in this study.

The following information makes no claim to be exhaustive, nor can it hope to give a complete picture of the overall situation of human trafficking in the individual countries. The aim is rather to provide initial information on hotlines as one means of providing assistance, and to present, by way of example, how other countries, countries of origin as

well as destination countries, go about providing telephone counselling for trafficked individuals.

The information supplied by the organisations surveyed varies significantly in terms of contents and scope. This is partly a reflection of the different contexts in which the individual hotlines were set up as well as the differing degrees of experience the organisations have in dealing with the topic of human trafficking. The scope of assistance provided thus varies in terms of structure, organisation and target-group orientation, depending on the focus of the organisations involved and on the political and legal framework within which they operate. There are few services, which target trafficked women or individuals exclusively. Most address migrants, prostitutes or victims of violence in general. Almost all organisations appear to implicitly correlate human trafficking with the sexual exploitation of women and girls. The broader definition of human trafficking<sup>1</sup>, i.e. trafficking for purposes of forced labour, e.g. in private households, the catering trade or agriculture, or indeed the international trade in human organs does not appear to play any major role at present.

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<sup>1</sup> See the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, Article 3a, United Nations 2000. According to the provisions of the so-called Palermo Protocol, human trafficking aims at sexual exploitation, forced labour and human organ removal.

## 1.2 Methods

For the study, organisations in 20 countries were contacted, which work explicitly with victims of trafficking in women. It transpired that five of the countries selected for the survey (Belgium, Finland, Portugal, Switzerland, Spain) currently have no hotlines for trafficked women. In spite of repeated enquiries, no organisation responsible for this field could be contacted in Bangladesh and Viet Nam.

The other twelve countries can be broken down into eight destination countries (Denmark, Great Britain, Greece, Italy, Japan, Netherlands, Austria, USA) and five countries of origin of trafficked women (Cambodia, Colombia, Moldova, Nigeria and the Ukraine).

The survey was conducted in writing and by telephone using a questionnaire. The following criteria were investigated:

- **Structure and organisation of hotlines services for trafficked women** (focus, fees and funding, availability, public relations)
- **Counselling** (information requested and counselling services provided)
- **Staff** (qualifications, payment, availability)

## 1.3 Structure and Organisation of Hotline Services

The majority of hotlines in destination countries have been set up within the last two years, and some are still in the start-up phase. Both the legal background to human trafficking in general and the hotline's status, which is often related, vary enormously in destination countries of trafficking in women. In some countries, such as Great Britain and Japan, NGOs are attempting to achieve a recognised legal framework for their commitment and are working to obtain state funding. In other destination countries, such as Italy, the USA and the Netherlands, the state has already provided a solid foundation for the support for trafficked women through various authorities and initiatives.

In **Italy** Article 18 of the Italian Immigration Law was adopted in 1998 and has internationally been recognised as a model in the field of victims protection. This Article provides for victims of human trafficking to be granted a residence permit for up to one year, and grants them an entitlement to social assistance. The Article also provides the foundations on which to build social programmes, to introduce a hotline and to develop a

monitoring system for projects implemented. To what extent the high expectations raised by this legislation are in fact met in practice remains to be seen.

On the basis of the "Victims of Trafficking and Violence Protection Act" of 2000 the **USA** set up hotline services in various authorities, which cooperate in a variety of ways. The Department of Justice runs a hotline to pursue traffickers, and works closely with the FBI. The Department of Health and Human Services can issue victims of trafficking with a certificate, which accords them refugee status, thus entitling them to financial support. Recognition as a refugee is a precondition for taking part in the job-creation measures of the Department of Labor. The Department of Labor in turn has its own hotline, which aims to identify contraventions of labour law, and thus helps uncover human trafficking.<sup>2</sup>

In the **Netherlands**, the "Foundation against Trafficking in Women" (STV, "Stichting Tegen Vrouwenhandel") was founded in 1987. The organisation lobbies, offers political and legal advice in the fields of prevention and upgrading, and also produces training and information materials for occupational groups likely to be confronted with human trafficking. To support victims and for general IEC work, a national hotline has been set up. Since 2003 it has received EUR 250,000 a year from the Dutch Ministry of Justice. The hotline works closely with regional networks, which can provide accommodation, psychological support for trauma victims and legal advice. Each of the cooperating regional organisations appoints a coordinator to the national STV, in order to guarantee smooth, coordinated cooperation.

### **Fees and Funding**

The hotlines of the organisations surveyed are mostly available via a freephone number. In destination countries the services are financed from public funds and from donations made by individuals and by industry. The Greek hotline organisers, for instance, are currently negotiating a sponsorship deal with the cosmetic company, "the Body Shop". In the countries of origin contacted, the hotlines are financed by international organisations (e.g. IOM or OSCE), NGOs (e.g. Terre des Hommes), embassies or sometimes also by national governments. The limited-term nature of funding makes long-term strategic planning for the hotlines difficult, however.

The survey produced little information about the concrete costs of a hotline service. In Colombia, the cost of providing the hotline is put at about USD 2,200 a month. Eight staff

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<sup>2</sup> In the USA, two research institutes deal explicitly with the topic of human trafficking, the *National Institute of Justice International Center* and the *National Criminal Justice Reference Service* (NCJRS) of the *Office of Justice*. The *Office for Victims of Crime* (OVC) also provides the lawyers of victims of human trafficking with legal information.

members work for the freephone hotline, which is manned from 06.00 to 24.00. In Greece, the NGO ENOW launched a hotline in August and has calculated that it will cost EUR 100,000 a year to run, including telephone charges, personnel and PR costs. In Italy, costs are put at EUR 420,000 and in the Netherlands at EUR 250,000 per annum.

### **Availability**

Most hotlines in destination countries are staffed from 09.00 to 21.00. In the countries of origin, which receive significantly more calls overall, the lines are often staffed round the clock. To provide this service, some numbers are put through to mobile telephones. The US Department of Justice uses an answering service outside office hours to provide detailed information on trafficking in women in English, Spanish, Russian and Mandarin.

### **Public Relations**

The organisations surveyed in the destination countries and countries of origin of trafficked women mostly use the same number nationwide. Targeted information campaigns are, however, crucial, to generate an awareness of the existence of the hotline, particularly in recipient countries of trafficked women. Campaigns must take account of the countries of origin, and address the women in their own languages. The problems involved in reaching victims of trafficking through information campaigns have led to the development of various PR strategies.

In Denmark, the hotline is publicised by advertising once or twice a week in the classified ads section of newspapers and magazines in which prostitutes advertise their services. Staff members also include street workers who use their contacts in red light districts for information, and address prostitutes directly within the framework of further training courses, for instance. In Great Britain too, social workers employed by cooperating public institutions inform their clients about the existence of the hotline.

The Japanese organisation contacts immigrant communities from the countries of origin of trafficked women. Information about the hotline is also posted in foreign restaurants. In Greece, condoms have the hotline number printed on them. Advertising agencies in Greece have produced a video spot at their own expense, within the framework of social sponsoring. It is broadcast free of charge by several channels. In the USA, the hotline number is printed on pencils, notebooks etc., and in Italy flyers containing information about the hotline are distributed in public transport. In Cambodia, brochures on human trafficking are distributed in pertinent areas. In Moldova, both film spots shown in cinemas and at concerts, and anti-trafficking parties in discos are used to draw attention to the problem.

In the countries of origin in particular, PR for hotlines is part of wider-reaching campaigns on the topic of domestic violence or human trafficking. Generally, the PR measures are paid for out of the overall budget of the hotline, and rarely financed from a separate budget. In destination countries like Denmark, it is complained that too little is invested in information campaigns, as a result of which too few calls, if any, are received directly from victims. Against this background, information campaigns must find a creative way (press work, information materials, special events perhaps also within the framework of media cooperation and social sponsoring, and direct contacts to the target group) to publicise the existence of the telephone as a provider of assistance and information in a form that is relatively easy for victims to contact.

#### **1.4 Information Requested and Counselling Services Provided**

The study makes it quite clear that the group of callers can be very heterogeneous, and that they call for a wide variety of reasons. The percentage break-down of callers differs from one country to another and from one organisation to another, and depends on the focus and thematic anchoring of the hotline. Under these circumstances it is important to note that some hotlines do not address trafficked women only, but also victims of other forms of violence.

According to the information provided by the organisations surveyed, the hotlines are used by the following groups:

- trafficked women
- women planning to live abroad
- clients of prostitutes
- victims of domestic violence
- relatives and friends of missing persons
- relatives and friends of trafficked women
- interested citizens
- prostitutes
- police officers
- staff members of national and international organisations.

To a certain extent the information requested in countries of origin differs from that requested in destination countries.

The concerns of callers in destination countries relate mainly to:

- information on trafficking in women in general
- information about the hotline and the overarching project where appropriate
- help in finding secure accommodation
- help in returning to home country
- help in dealing with authorities (police, embassy, court, etc.)
- legal advice
- psychological counselling in crises
- guidelines on how to recognise victims of trafficking in women.

Callers in countries of origin request:

- information on how to work (including au-pair jobs), study or travel abroad
- help in finding missing persons
- help with the return, rehabilitation and reintegration of trafficked women
- help in finding secure accommodation
- legal advice
- medical care
- guidelines on how to recognise victims of trafficking in women
- information about the hotline and the entire project.

A large number of calls received in the countries of origin relate to the opportunities to work abroad. Callers request general information but also ask for advice on concrete offers of work.

An extremely large number of the women victims contacting helplines in destination countries come from Eastern Europe and Nigeria. According to the information provided by one Italian organisation, about 50 percent of the women contacting the Italian hotline come from Africa, and about half of them from Nigeria. 40 percent come from Eastern Europe, and half of them from Albania. In many European destination countries, Eastern Europe is the main region of origin of trafficked women: Russia, the Ukraine, Bulgaria, Rumania and Moldova are the front-runners.

Members of staff of the hotlines must be prepared for the fact that trafficked women calling them can be in various dangerous situations. Callers might still be being held against their will by traffickers. They might have been caught in a police raid, or might have been able to escape. Staff must respond appropriately, depending on the situation in which the woman finds herself. It might be necessary to determine where the woman is as well as to find out her state of health. Furthermore, cooperation with the police might need

to be initiated, or psychological and medical care provided. Legal advice might be needed, as might secure accommodation.

In line with the information requested, the counselling services offered by the hotlines in destination countries and countries of origin differ. Helplines in destination countries offer:

- information on human trafficking
- psycho-social counselling
- referral to specialist counselling units and protected accommodation
- legal advice (e.g. civil law and criminal law options).

In countries of origin callers are given:

- information on the legal situation of migrants in the countries of destination
- information on illegal migration
- information on human trafficking
- information on working and studying, on tourism and on marriage in the country of destination
- tips on how to leave the country/to migrate safely
- support in the return, rehabilitation and reintegration of trafficked women
- help for relatives of trafficked women
- help for relatives of missing persons.

The hotline is an initial point of contact and can only develop its full impact in cooperation with other organisations, to whom callers can be referred as required. In destination countries hotlines cooperate with:

- specialist counselling units for trafficked women and/or migrants
- the police
- organisations working to combat human trafficking
- human rights organisations
- migrant organisations
- the International Red Cross
- the embassies of countries of origin.

In countries of origin hotlines cooperate with:

- ministries of foreign affairs
- ministries of the interior
- foreign embassies
- international organisations (e.g. IOM, OSCE, Interpol)
- NGOs abroad
- NGOs and GOs in the country
- lawyers specialising in foreign law
- the police
- hotlines working in related areas.

### **1.5 Staff Qualifications**

Hotline services in destination countries are staffed mainly, depending on the focus of the hotline in question, by psychologists, educators, physicians, lawyers, sociologists and members of related professions; the majority are women. Some staff members have experience as street workers and/or are trained in psycho-social counselling and crisis intervention. Some counsellors have an understanding of police work, civil and criminal law options and further counselling and support services available. The fact that in some countries of origin hotlines are staffed by call centre employees, who have no additional specialised qualifications should be seen critically.

Nevertheless, it should be noted that many organisations regularly train their staff in psycho-social (telephone) counselling and in developments in human trafficking. For certain topics experts are called in, who either work for the hotline at agreed times, or to whom calls can be put through, or who return the call as needed. Many hotline staff have the opportunity to take part in a supervision every four to six weeks.

In destination countries of trafficked women, hotline operators must be prepared to deal with callers from a variety of countries. For this reason, some organisations employ staff who speaks English, French, Italian, Czech, Russian or other Eastern European languages.

Another way to get around the language barrier is to build up a pool of interpreters. They can then be switched in on the call using a conference link as required. Sometimes a "language line" is used, which links the caller to external employees conversant with their language. In the USA, some hotlines have separate numbers for English and Spanish speakers.

Language is, of course, less of an issue for hotlines in countries of origin. It is more important in this context to be able to communicate with international partner organisations and donors in English, or perhaps French. In addition, staff members of the helplines should be able to speak the languages of ethnic minorities in the countries, since they are often one of the groups most at risk from human trafficking.

All state-funded hotlines contacted work with paid staff. Some of the NGOs in both countries of origin and in destination countries work with volunteers who staff the lines one to four times a week.

## 2 Recommendations on Setting up a National Hotline

The results of the survey clearly illustrate the fact that the establishment and success of a hotline depends on targeted information campaigns, qualified staff and an operating network of relevant organisations. On the basis of the survey the following recommendations have been drawn up regarding the establishment of a national hotline.

### Creating the Political and Legal Framework

Looking at the crime of human trafficking, we base our definition on the UN Protocol to Prevent, Suppress and Punish Trafficking in People, especially Women and Children, adopted in 2000. On the basis of this Protocol, it must be established at national level what legal status is to be accorded to victims and to what extent the funding of the measure is guaranteed. In this context, the duration of residence permits and work permits, witness protection programmes, psycho-social counselling, medical care, support during court cases and the provision of secure accommodation ought to be considered. Well-coordinated cooperation between political instances, authorities, NGOs and international organisations is essential to ensure clear regulations and divisions of responsibility. The establishment of inter-ministerial working groups in various states, also attended by NGOs as well as the implementation of a national referral mechanism, is a first step on the way to identifying and combating the problem of human trafficking in all its complexity.

### Target Group

For a competent and effective counselling service, the contacts and experiences of specialist counselling units can be very helpful. Only an in-depth analysis of the situation of trafficked women in Germany can ensure that the hotline is designed to respond to the needs of victims.

It should be taken into account that trafficked women live under exploitative circumstances, and can see no way out. They must be addressed very specifically given the complexity of human trafficking. For reasons of synergy, it is nevertheless advisable to set up an overarching hotline for victims of violence. Within this framework, however, staff members should be trained specifically on the topic of human trafficking.

## **Possible Financing Options**

A freephone number should be offered for the hotline, since this further reduces resistance on the part of potential callers.

The basic financing of the hotline should take the form of state, local authority or municipal funding, in order to guarantee a sustainable, long-term service. In addition to this, there are, however, ways of involving additional partners. Within the framework of media cooperation, public private partnerships or social sponsoring, for instance, the hotline can work with telecommunications businesses, PR and advertising agencies and the press in a variety of ways to keep costs down. It is conceivable that partners pay for or lower the telephone charges or promote PR for the hotline. Also, services offered by international organisations could be used. UNODC, for instance, provides educational videos free of charge, in which the number of the hotline can be blended in.

## **Qualified Staff**

The profile of the hotline staff members is complex. They must be informed in detail about the topic of human trafficking. They must have training in psycho-social counselling and crisis intervention, and an in-depth knowledge of police activities, civil and criminal law options and additional counselling and support available. The organisations surveyed employed mostly social workers and psychologists to perform these tasks, although educators, physicians, lawyers and sociologists were also mentioned.

Almost all organisations stated that they conduct regular upgrading and supervisory measures. It is thus advisable to compile existing approaches and training curricula, evaluate these, and make the results available at international level. In addition to the hotline staff, upgrading and awareness-raising measures would be a good idea for staff members of the network of specialist counselling units, ministries and authorities.

In particular, it is important in destination countries that the hotline staff members speak the relevant foreign languages of the main countries of origin of trafficked women. If necessary, interpreters should be used via a telephone conference link.

## **Round the Clock Availability**

The results of the study provide no information about preferred times of calling. In general terms, it is recommended that the hotline is staffed round the clock. If this proves impossible, it should be staffed at least from 09.00 – 21.00 and callers should be put through to a mobile phone number, if necessary. Alternatively, if the line is engaged or the call is made outside normal hours, an answering service could be used, which could give

the telephone numbers of specialist counselling units that can be contacted in the relevant languages.

To raise the awareness rating of the hotline, a uniform freephone number is needed that can be publicised nationally and internationally.

### **Public Information Campaigns**

Only targeted information campaigns can ensure that a hotline becomes sufficiently well known among the relevant target groups. Above all, flyers, spots, advertisements, etc. must be distributed in the languages of the main countries of origin of trafficked women, since the inter-personal contacts of trafficked women are often limited to their pimps, clients and other women in the same situation. It is almost impossible for them to learn the language of the country in which they live.

An exchange of experience with specialist counselling units can be helpful for the development of creative information and education campaigns. It would thus be advisable to conduct workshops in cooperation with relevant organisations to share suitable strategies for PR and good practices, also in other fields such as HIV/AIDS education. A survey of victims, conducted by specialist counselling units, could identify the best ways of reaching trafficked women.

Some of the measures already conducted by the hotlines surveyed include:

- placing advertisements in the classified ads sections used by prostitutes
- placing posters with the hotline number in foreign restaurants
- distributing condoms, pencils, notebooks, calendars, handbag mirrors, etc. printed with the hotline number
- distributing flyers and brochures on human trafficking that publicise the existence of the helpline in public transport, in the red-light districts, at concerts and in discos
- broadcasting video spots on the topic through television channels and in cinemas.

Outreach social work, as already performed in HIV/AIDS education or anti-drugs campaigns would be another way of disseminating news about the hotline in the immediate environment of trafficked women efficiently and at low cost. It is important to consider specific strategies for those affected who are kept in exploitative circumstances in private households, in the catering trade or in agriculture, who have been almost impossible to reach to date. The same applies to women forced into prostitution, who are held against their will in flats and generally have contact only to their "owners" or clients. It would also be a good idea to analyse the possible ways of raising awareness among

certain sections of the population so that they in turn could inform victims about the help available.

### **Cooperation and Networking**

Since hotlines work as a sort of information turntable, it is essential to network and cooperate closely with relevant organisations and experts in other branches. These include local specialist counselling units to which callers can be referred as well as human rights organisations, embassies of countries of origin of trafficked women, the police and judiciary, social offices, aliens offices, etc. The survey<sup>3</sup> of hotline providers revealed a massive need for greater international cooperation and networking, also to allow organisations to share good practices.

### **Setting up a Monitoring and Evaluation System**

To date little information is available about the impacts of hotlines on trafficked women. To this end, a monitoring and evaluation system would have to be developed. The results would, in the long term, ensure the professional implementation of the hotline as an instrument of intervention, which women can contact without having to overcome major resistance or inhibitions. The aim is to consistently enhance the quality of the counselling provided, to bring the service into line with changing demands, and to document the outputs of staff. In this way, a contribution would also be made to the topic of human trafficking on which little research has been performed as yet.

A monitoring and evaluation system would include or generate:

- an analysis of the necessary training material for staff
- the identification of possible cooperation partners for information campaigns
- an ongoing analysis of the target group and any changes therein
- the identification of ways to improve the management and work of hotline staff
- an identification of weak points and ways of improving protection for victims.

The results of this study indicate that a hotline can be an advisable and expedient first point of contact for trafficked women, provided certain conditions are met such as long-term secure financing, qualified staff, ideally round-the-clock availability and targeted PR. A hotline of this sort can, however, only perform its task effectively, if it is part of a closely woven and well-coordinated network of organisations, which acts as a safety net for the

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<sup>3</sup> See individual results in the Annex of this study.

women concerned, and offers them sustainable support covering various aspects of their life situations.

## 3 Annex: Country Overview

### 3.1 Destination Countries

#### Denmark

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##### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

In 2003, the Danish government set up a telephone hotline in conjunction with various NGOs, which had already been lobbying for some time. The hotline can be contacted under the same number nationwide. It is intended only for commercial sex workers. It is part of a project with street workers who are attempting to improve the working situation of prostitutes in brothels through outreach social work; i.e. they go out and seek contact to their target group. Efforts are also being made to identify victims of trafficking among prostitutes, and to establish contact with these women.

##### **Fees and Funding**

The hotline service is only available via a pay number. Project staff see this as a major disadvantage, precisely because women who have been trafficked rarely have any money, and thus cannot use the service. The government-funded telephone service costs DKR 30 million (ca. EUR 2.2 million) per annum including the costs of the related outreach social work. The first financing phase began in October 2003 and will run for a three-year period.

##### **Availability**

The telephone is manned every day from 11.00 to 15.00. There is no answering service outside these hours.

##### **Public Relations**

According to the staff, few measures have yet been undertaken to publicise the hotline service. Initially, newspaper advertisements were run once or twice a week in the classified ads sections used by prostitutes to advertise their services. Video spots were shown on television. Social workers have publicised the telephone number in red light districts. Staff members believe that the lack of PR is one reason why women victims of trafficking have so far failed to respond to the offer of assistance.

##### **COUNSELLING:**

General information about trafficking in women and the project are requested. Calls are received quite frequently from people who have not understood the purpose of the hotline, such as men seeking the services of a prostitute or welfare recipients seeking financial support.

Every day two or three calls are received from prostitutes from Denmark, their clients or organisations working in the field of sexual exploitation. To date, no calls have been received from trafficked women.

The hotline staff work closely with the Red Cross.

## **STAFF:**

More or less by chance, the hotline is presently staffed entirely by women; they simply proved better qualified for the posts than male applicants. Men are not barred from working on the hotline though.

Therapists and social workers are employed, some of whom have additional qualifications in psychology, economics and training.

Staff members speak Czech, Russian and other Eastern European languages. The percentage of trafficked women from Nigeria is rising rapidly in Denmark. When outreach social workers manage to contact them, they use English to communicate. All staff members are paid employees. One project manager works full-time, another part-time. Three full-time street workers are employed, and one secretary is employed for 20 hours a week.

## **Great Britain**

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### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The National Missing Persons Helpline is currently setting up a hotline exclusively for trafficked women, which will be available via a nationwide telephone number. The hotline will be part of the Runaway Helpline, which in turn operates within the framework of the National Missing Persons Helpline. The hotline was developed in close cooperation with the Counter Trafficking Steering Group<sup>4</sup> and with Eaves Housing.

### **Fees and Funding**

The hotline is free for callers. It is funded through the National Missing Persons Helpline, a charity. As of April 2004, special funding will be available for the first year.

### **Availability**

The hotline is manned 24 hours a day. If the number is engaged, an answering machine responds.

### **Public Relations**

PR can be found on the radio, television and in printed media. No special budget exists for these measures, which are run via the marketing and PR division of the National Missing Persons Helpline. Networks and contacts to other public institutions are also used, which have contacts to trafficked women, and can inform them about the helpline.

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<sup>4</sup> The Counter Trafficking Steering Group (CTSG) is a forum in which national and international lobbying strategies are developed and coordinated on the topics human trafficking, cooperation with the police and media, research into human trafficking and staff training. The Group was founded by Juliet Singer, Police Liaison Officer of the National Missing Persons Helpline.

## **COUNSELLING:**

The National Missing Persons Helpline receives more than 200,000 calls a year. The network also embraces the Counter Trafficking Steering Group. At present accommodation is provided through cooperation with the Poppy Project in London and Eaves Housing. Since the hotline for trafficked women is still in the start-up phase, no data is available at this stage on the nature of counselling.

## **STAFF:**

The people staffing the National Missing Persons Helpline Telephone have a variety of qualifications. Some come from the social-work sector, some from the police, while others have experience of working on other helplines. Supervision is conducted every six weeks. A supervisor is always available by mobile phone. If necessary, callers are put through to staff members who speak their languages. Networking with other charity organisations gives the helpline access to translators who can be called on through conference links. The helpline has a staff of twelve, of whom nine work part-time. Fifty volunteers are also committed to working one four-hour shift a week.

## **Greece**

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In August 2004, the first hotline for trafficked women was set up in Greece by the European Network of Women (ENOW), an NGO working for human rights and women's rights.

## **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The hotline for trafficked women can be contacted via the same number nationwide. It has been set up alongside the hotline for victims of domestic violence.

### **Fees and Funding**

The hotline is a freephone number. It will cost around EUR 100,000 a year, including telephone charges, personnel (staff, translators, secretariat) and PR costs. The Greek government will pay a small percentage of the costs. Talks are being held with potential sponsors such as the cosmetics producer "Body Shop".

### **Availability**

The hotline is available every day from 09.00 to 21.00.

### **Public Relations**

The hotline is to be advertised on the radio, on billboards, in newspapers and on television. Condoms printed with the telephone number are probably going to be distributed in cooperation with street workers, whose experience of working with prostitutes, pimps and brothel owners will be used to publicise the new hotline. Through negotiations with various agencies ENOW has managed to organise free advertising in the media. ENOW is currently developing a video spot in cooperation with an advertising agency, which is also providing its services free of charge.

## **COUNSELLING:**

Initial counselling and information on legal issues is offered on the hotline. Trafficked women are then referred to specialised counselling units. Accommodation is available for minors.

Apart from trafficked women, calls are also received from clients of prostitutes and interested citizens.

ENOW cooperates with a house providing accommodation for trafficked women in Athens and will be opening its own house for 16 – 18 year-olds as well as a house for children and adults in Ioannina.

## **STAFF**

Currently, only women work for the helpline, but men too can be employed.

The staff of the domestic violence helpline are also active in a consultative capacity for the new hotline for trafficked women. Since the main criteria when employing staff is their helpfulness and sensitivity for the relevant thematic area, the members of staff come from very varied professional backgrounds, including a women's rights activist, a writer and a psychologist. A new post is also being created for organisation and PR. Staff are to be supervised once a month.

Apart from Greek, the counsellors speak English, French and Italian. Hotline volunteers also speak Albanian, Russian, Bulgarian, Ukrainian and Arabic. They are intended to be available by mobile telephone, and callers who speak these languages will be put through to them. The experience that ENOW has gained with the helpline for victims of domestic violence indicates that calls are very rarely received from women with no knowledge of Greek. Many callers have at least a rudimentary knowledge of Greek, or call with someone who can interpret for them.

ENOW staff members are paid and work part-time.

## **Italy**

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### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The "Numero Verde anti-tratta" has been in existence since 2000. It is an initiative of the Dipartimento delle pari opportunità (Gender Equality Office) and the local authorities in Naples, Palermo, Calabria, Cagliari and Apulia. To draft and implement Article 18 of the Italian Immigration Act, an inter-ministerial commission was set up, including the Ministry of Labour and the Ministry of Justice, to which the Dipartimento delle pari opportunità is attached. This Article guarantees victims of human trafficking in Italy a residence permit for up to one year, as well as social assistance. The introduction of Article 18 embraces the extension of social programmes, the establishment of a hotline, a returnee programme for trafficked women and the development of a monitoring system for projects implemented. The Gender Equality Office works with the IOM in Rome on the returnee programme. Italy is also involved in various EU programmes to combat human trafficking and the sexual exploitation of children, including Daphne and STOP.

### **Focus of the Hotline**

The Italian hotline addresses only victims of human trafficking. There is a national telephone, which is available 24 hours a day, as well as 14 local hotlines, which are affiliated to, specialised counselling units. The national number filters calls, and passes

callers on to the regional lines if appropriate. The staff of the regional hotlines also provides information about accommodation available in various towns.

### **Fees and Funding**

The hotline number can be called free of charge. It is funded by the state for an unlimited period. The entire programme costs EUR 420,000 a year, of which 70 % is funded from a European social fund and 30 % from the national budget through the Gender Equality Office.

### **Public Relations**

Posters were put up in public transport. Flyers (in a key Nigerian language, Albanian, French, English, Russian, Spanish and Rumanian) and video spots have been broadcast on national and regional television. The information campaign also includes newspapers on human trafficking distributed free of charge in the subway. The PR measures, launched in 2000 and continued in 2003 led to a significant increase in the number of calls received. The campaign aimed to publicise the number of the hotline and to raise public awareness of human trafficking.

### **COUNSELLING:**

The hotline counsels prostitutes, including victims of trafficking. The latter are provided with psycho-social counselling, are referred to state-run protection projects, and informed about ways of obtaining a residence permit. Between July 2000 and December 2003, the national hotline received 267,644 calls.

The calls received between 2000 and 2002 can be broken down as follows:

#### **2000:**

Victims of trafficking: 2,827  
Clients of prostitutes: 3,013  
Relatives: 3,224  
Citizens: 10,675  
Police officers: 2,223  
Prostitutes: 1,870

#### **2001:**

Victims of trafficking: 7,464  
Clients of prostitutes: 5,237  
Relatives: 6,248  
Citizens: 43,683  
Police officers: 6,101  
Prostitutes: 2,324

#### **2002:**

Victims of trafficking: 8,530  
Clients of prostitutes: 4,891  
Relatives: 5,640  
Citizens: 52,121  
Police officers: 4,299  
Prostitutes: 735

The precise break-down for 2003 is not yet available.

The female victims of trafficking who contact the hotline come from the following countries:

- 27 % from Nigeria
- 20 % from the rest of Africa
- 22 % from Albania
- 22 % from Eastern Europe
- 2 % from South America
- 5 % from other countries.

In the experience of the Italian hotline staff, women from Nigeria are less likely to cooperate with state authorities. Women from Eastern Europe on the other hand often play a crucial part in identifying traffickers.

During initial contacts with the hotline, requests focus on accommodation, or legal, psycho-social and medical counselling and support. According to the organisation, however, it is important first and foremost to listen to the caller, and to guarantee anonymity.

#### **STAFF:**

Twenty employees work for the national hotline.

The employees of the national and regional hotlines are trained regularly. In January 2001, training courses on the ramifications of Article 18 were held.

Translators and mediators work for the national and regional hotlines. Various languages are offered in six-hour shifts. Depending on the shift, other languages, such as Albanian, Serbian, Croatian, Portuguese, Spanish, Filipino, Russian, Polish, Arabic and German are offered alongside the standard Italian, English and French languages.

#### **Shifts:**

From 08.00 – 14.00: Italian, English, French, Albanian, Serbian, Portuguese, Spanish, Filipino, Russian, Polish

From 14.00 – 20.00: Italian, English, French, Albanian, Portuguese, German, Polish, Spanish, Croatian

From 20.00 – 02.00: Italian, English, French, Croatian, Arabic, Spanish

From 02.00 – 08.00: Italian, English, French, Arabic, Spanish, German

## **Japan**

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#### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

In Japan, some 30 NGOs offer helplines for immigrants who have become victims of domestic violence. Within the framework of the state helpline for victims of domestic violence, counselling is also provided under a single nationwide number to women who have been victims of trafficking. Since trafficked women have generally entered the country illegally, and since there is no legal way for them to obtain even a limited residence permit, they are mostly very afraid of being deported. For this reason, the response has been very low. Japan offers practically no state support to projects to combat trafficking in women, and thus scarcely any services which can be offered to women.

### **Fees and Funding**

The service provided by the hotline is free of charge. It is funded mostly through donations. In some towns, NGOs are supported by the municipal authorities.

### **Availability**

The availability of the individual hotlines varies, and depends on the resources of the NGO in question.

### **Public Relations**

Information campaigns on the radio and television and in printed media are too costly for NGOs. The organisations thus pursue a twin-track strategy to reach trafficked women. Firstly, they seek to establish contacts to immigrant communities, e.g. through foreign restaurants, shops, etc. The hotline number is publicised through posters and talks. Secondly, they attempt to establish contact by offering medical assistance. Trafficked women, who have entered the country illegally, are not part of the Japanese health system and are thus dependent on non-governmental assistance should they become sick.

### **COUNSELLING:**

The hotlines are seen as intermediaries who can put callers in touch with women's shelters and embassies. They also offer psycho-social counselling.

The hotlines are contacted most often by victims of domestic violence, who can be referred to women's refuges if appropriate.

One of the most urgent concerns of trafficked women is secure accommodation. Callers also ask about how to return to their own country. The NGOs help them contact the embassy of their own country, and try to finance travelling expenses through donations. The embassies of the home countries of trafficked women are part of the counselling network, and some lend women the money they need to return to their home country. The need to repay this money, on the other hand, threatens to place the women once again in a position of dependence.

It should be noted that among trafficked women, the hotline is still apparently largely unknown, or that the service is not used for other reasons (such as fear of deportation).

### **STAFF:**

The hotline for domestic violence is staffed primarily by social workers who have to receive special training in human trafficking. Efforts are now being made nationwide to develop and offer appropriate training. Inter alia, staff members speak Filipino, Thai, Spanish, Korean and Chinese.

The organisations rely on volunteers as well as full- and part-time paid staff.

## **Netherlands**

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### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The "Foundation against Trafficking in Women" ("Stichting Tegen Vrouwenhandel" or STV) was founded in 1987, and works in three main areas: firstly in lobby work, secondly in the provision of political and legal advice on prevention and upgrading through the production of training and information materials for occupational groups likely to be

confronted with the phenomenon of human trafficking, and thirdly in the provision of support for victims through the establishment of national and regional STV structures and the creation of a hotline. Financing is guaranteed through reliable partners. The hotline service was originally financed by the Ministry of Social Affairs, but since 2003 the costs have been met by the Ministry of Justice.

### **Focus**

The helpline addresses only victims of human trafficking, and is the only service of this sort in the Netherlands. In addition to support for direct victims, the hotline conducts general IEC work. It can be reached via a single nationwide number, but cooperates closely with regional networks, some of which provide accommodation or psychological trauma work or legal counselling. Every regional organisation appoints a coordinator, who is responsible for ensuring the continuity of their work, and who represents the regional organisation within the national STV.

### **Fees and Funding**

The STV hotline is free of charge for callers. Since 2003, the national hotline has been financed by the Ministry of Justice with some EUR 250,000 a year.

### **Availability**

The hotline number is available from 09.00 to 17.00. Outside these hours an answering service informs callers when the hotline is staffed.

### **Public Relations**

An information campaign has been run on television and in the printed media. Flyers with the hotline number and information about the organisation have also been distributed in schools, hospitals, doctors' surgeries, cafés and discos.

### **COUNSELLING:**

The STV generally works in the Netherlands as a national coordination office on the theme of human trafficking. The organisation gathers data, coordinates accommodation for victims and offers legal advice for victims and for relevant occupational groups. The STV refers victims to its regional partners for more intensive psycho-social counselling. In 2002, STV received 343 calls, in 2003 this figure dropped to 257. In 2003, calls were received from the following groups.

1 % victims of trafficking

9 % clients of prostitutes, relatives, friends or interested civilians

60 % police officers

23 % staff of refuges, homes for asylum-seekers, lawyers

7 % churches, schools, hospitals

### **STAFF:**

Four social workers with additional legal training work for STV as paid part-time employees. English or French could generally be used to communicate with the few callers actually affected by human trafficking.

## Austria

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In Austria, there is a national helpline for victims of violence, which is provided by the Federal Ministry for Women and Health. Victims of human trafficking can also call this number. However, since the staff have no specific linguistic skills or knowledge of how to deal with victims of trafficking, they are referred to the "Interventionsstelle für Betroffene des Frauenhandels"/ IBF (Intervention Centre for Victims of Trafficking in Women). IBF is a sub-organisation of LEFÖ, an association, which counsels female migrants, provides back-up services and helps them undertake further training. The IBF offers accommodation and counselling for victims and employs staff proficient in the languages spoken in the main regions of origin of trafficked women, namely South Eastern and Eastern Europe. The majority of the women are referred to the Intervention Unit in the wake of police raids. Very few trafficked women contact the hotline themselves.

A survey of the women revealed that multi-lingual information on the radio and television could help publicise assistance such as the helpline. In Vienna, the UNODC spot was shown in subway stations to publicise the number.

## USA

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### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The "Victims of Trafficking and Violence Protection Act" – based on the Palermo Protocol<sup>5</sup> – has since 2000 offered a legal framework for combating human trafficking and protecting victims. Under the provisions of this law, victims of human trafficking receive support and guaranteed residence status. For the US government, human trafficking is a top priority. This is reflected in the various hotlines on offer, which have two basic directions:

- providing counselling and support for victims
- uncovering cases of human trafficking with a view to criminal proceedings.

The Department of Health and Human Services (HHS) was commissioned to support people affected by human trafficking. The HHS certifies a victim's refugee status, thus giving this person access to financial assistance. The HHS also runs a hotline, provides accommodation and offers legal assistance. The Office of Refugee Resettlement (ORR) too can issue the necessary certificate, and runs a hotline for victims. If a case of human trafficking has been clearly identified, and the certificate issued, the victim can take part in the employment promotion programme run by the Department of Labor (DOL).

The DOL hotline is also there to uncover cases of human trafficking in connection with exploitation of labour. Citizens can report violations of labour law.

The Department of Justice (USDOJ) also runs a hotline, which aims to uncover and pursue cases of human trafficking of any form.

The hotlines of all state authorities have the same nationwide telephone number.

There are also various services offered by NGOs, which are mostly regional in nature. These hotlines generally address victims of violence, in particular domestic violence, or refugees and migrants.

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<sup>5</sup> UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, Art. 3a, United Nations 2000. Under the terms of the so-called Palermo Protocol, human trafficking serves the aims of sexual exploitation, forced labour and the trade in human organs.

In spite of state support, most individuals seeking assistance turn first to the local and regional specialised counselling units because of their fear of deportation.

### **Fees and Funding**

The ministries' hotlines are state funded. Some NGOs also receive state support.

### **Availability**

The USDOJ number is staffed from 09.00 to 17.00. Outside these hours an answering service provides information in English, Spanish, Russian and Mandarin. The NGO numbers are usually available during office hours.

### **Public Relations**

Since the hotline services of the individual ministries described above are very specific in their goals, there is no targeted information campaign to publicise the number among those affected. In individual instances general information leaflets are published on human trafficking.

For NGOs, information campaigns on television or radio is too costly. They use outreach social workers or run one-off activities such as distributing pencils on which the hotline number is printed.

### **COUNSELLING:**

To pursue traffickers, activities are closely cooperated with the FBI and the Child Exploitation and Obscenity Section. Since 1999, the FBI has been working to combat transnational crime, which also includes human trafficking, under its Southeast European Cooperative Initiative (SECI). The State Department is responsible for coordinating the pursuit of international trafficking in human beings.

The Office for Victims of Crime (OVC) offers psycho-social and financial support, accommodation, legal advice and information on human trafficking. Lawyers of victims can also contact the OVC on specific points of the law. Immigrants whose status leads to employment-related problems can contact the Office of Special Counsel for Immigration-Related Unfair Employment Practices (OSC) via a freephone hotline for information.

The Office of Legal Education (OLE) offers training for civil servants in the legal sector on the topic of human trafficking.

The National Institute of Justice International Center supports research projects on international trafficking in human beings, while the National Criminal Justice Reference Service (NCJRS) of the Office of Justice Program provides information from the realms of research and politics.

### **STAFF:**

Staff members at the ministries and NGOs speak English and in a few cases Spanish or other languages of victims. Ministries and NGOs call on the services of translators/interpreters if necessary. The state services are staffed by paid employees.

## 3.2 Countries of Origin

### Cambodia

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#### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The helpline is national, but the telephone network in the provinces serves only the areas in and around towns. Many inhabitants of rural areas thus have no access to a telephone. The hotline of the Cambodia Women's Development Association is part of a project to combat violence against women, and in this context also addresses victims of human trafficking.

#### **Fees and Funding**

The normal charge must be paid for a call. The Cambodia Women's Development Association is an NGO, which is financed by international donors, including Terre des Hommes and Dutch development cooperation. The project aims to combat violence against women in general, and is financed for a three-year term. The ongoing phase is scheduled to run until the end of 2004.

#### **Availability**

One telephone number is staffed during office hours, another round the clock via a mobile telephone. A large percentage of calls are received in the evening.

#### **Public Relations**

Radio and TV spots draw attention to the problem of trafficking in women and violence against women. Within the scope of an information campaign, posters and flyers were also distributed.

#### **COUNSELLING:**

The range of services provided includes psycho-social support and legal advice. Every day some 10 to 15 calls are received from the following groups:

30 % relatives

20 % victims of violence and human trafficking

15 % clients of prostitutes

15 % interested citizens

15 % police officers

10 % friends and acquaintances

5 % organisations (development cooperation organisations, women's rights organisations, organisations from the networks).

Callers ask for information, for instance on the legal position (court cases, how to find lawyers for the defence, etc.), psycho-social support and secure accommodation in the vicinity of the caller.

#### **STAFF:**

The employees on unlimited-term contracts include two psychologists, sixteen social workers, one lawyer, one therapist and six trainers.

Some of the employees speak Vietnamese as well as Cambodian.

In addition to 26 full-time staff members, there are 200 volunteers, who mostly work on an hourly basis two or three times a week.

## Colombia

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### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The hotline was set up by the International Organization for Migration (IOM). IOM issued an invitation to tender for operators of the hotline and received offers from various call centres. It was decided to award the contract to COLCENTER S.A., a company with many years of experience in call centres. A groups of the call centre staff members were then given training in human trafficking. Every month they undertake more in-depth training. Against the background of the generally difficult security situation in Colombia, staff safety had to be taken into account when the hotline was set up, as did the need to protect callers. It was thus very important to sensitise staff regarding the need for confidentiality with respect to all information received during calls.

#### **Focus**

In Colombia there is a hotline with the same nationwide number, a local helpline for Bogotá and an international hotline. The hotlines address only victims of human trafficking.

#### **Fees and Funding**

Calls to the hotline are free of charge. The total costs of the services provided are of the order of around USD 2,200 a month, and the tab is picked up by the US State Department. Funding is currently guaranteed up to September 2004.

#### **Availability**

The hotline is manned from 06.00 to 24.00. If all the lines are engaged, an answering service plays the following text, *"You are communicating with the hotline of the National Campaign against Trafficking in Persons. Our operators are busy, our attention hours are from 6. 00 am to 24. 00 pm. Please leave your name and phone number, we will return your call as soon as possible. Your message is very important for us."* Most calls are received between 07.00 and 13.00.

#### **Public Relations**

On radio and television, in printed media, on posters and in public transport, information is made available every month about the telephone. PR is financed by the US State Department, the Dutch government and through cooperation with NGOs, and is part of a general campaign against human trafficking, which is sponsored by IOM, the Colombian president and the Dutch Embassy in Colombia.

### **COUNSELLING:**

All callers to the national hotline come from Colombia. Last year, a total of 6,684 calls were received from the following groups:

- 32 % victims of human trafficking
- 29 % relatives
- 21 % friends and acquaintances
- 18 % citizens.

Callers have general questions on human trafficking and ask about trips abroad and possibilities of finding work, as well as about medical care and legal advice. The question as to how to recognise victims of human trafficking also appears on the list, and what to do to help them.

Staff of the hotline cooperate, for instance, with human rights organisations, and the National Institute for Families, and refer callers to these bodies if appropriate.

### **STAFF:**

Six COLCENTER staff members work for the hotline along with one supervisor and one programme coordinator. The telephone counsellors include five psychologists and one sociology student.

All callers speak Spanish so that no foreign-language skills were necessary on the part of staff.

Staff members are paid. Counsellors work part-time only.

## **Republic of Moldova**

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### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The hotline was set up in September 2001 by the NGO, La Strada. It was originally staffed by three part-time counsellors. The technical conditions for a freephone number have only been in place since 2003. The hotline works at national and international level.

### **Fees and Funding**

20 percent of the funds for La Strada's Counter-Trafficking Project in Moldova are channelled into the freephone hotline. La Strada is funded exclusively from international projects to combat trafficking in women. Current funding is scheduled to run until the end of 2004, and new applications for funding must be lodged every year.

### **Availability**

Two calls received at the same time can be dealt with parallel to one another. There are two different numbers, one for Moldova and one for calls from abroad. Callers on the latter line must pay for the call. Since May 2002 the hotline has been staffed round the clock. From September 2001 until November 2002, it was available six times a week from 10.00 to 19.00. Because of the increased demand, the hours were gradually extended, however. Most calls are received between 10.00 and 16.00.

### **Public Relations**

Information about the hotline is available on the radio and television, in printed media, on posters and in public transport. The range of services offered are also publicised through film spots in cinemas, at concerts and at anti-trafficking parties in discotheques. Spots and advertisements are largely sponsored by the media, and through social advertising, which is funded by government organisations. The costs of producing PR materials such as spots, banners, and films must, however, be met by La Strada.

## **COUNSELLING:**

From September 2001 to January 2004, 7,967 calls were received. Most callers are women wanting to migrate. Calls are also received from women who are at risk from, or who are already victims of human trafficking.

30 % enquiries regarding employment abroad, with a concrete offer of employment

23 % general enquiries regarding employment abroad

10 % enquiries about cooperation; information about La Strada and the hotline

9 % enquiries about missing persons

9 % support for trafficked women (return and reintegration)

2 % enquiries about tourism

1 % enquiries about marriage

1 % enquiries about residence permit

1 % enquiries about au pair jobs or studying abroad

1 % enquiries about employment options in Moldova

15 % miscellaneous

Hotline staff provide information on emigration and the implications this has, e.g. with regard to work, marriage, residence permits, study and tourism. This is intended to make it easier for women to make a decision. In detail they provide information about:

- How to obtain a visa for the country of choice
- Rights and obligations, restrictions and liberties of migrants in potential countries of residence
- Consequences and risks of illegal migration
- Dangers and consequences of potential human trafficking
- Security tips.

Since September 2001, 96 cases of return and rehabilitation of trafficked women have been dealt with. Since 2001, 650 family members of trafficked women have also received support. For instance, assistance is provided for family members in dealings with the police. Information on human trafficking is made available to family members and police officers, and long-term back up provided for court proceedings.

La Strada cooperates with the following organisations as required:

- IOM
- OSCE
- Counter Trafficking Unit of the Ministry of the Interior
- Police
- Interpol
- national and international NGOs
- hotlines for HIV/AIDS, domestic violence, sexual education, families, etc.

## **STAFF:**

The staff – psychologists, social workers and educators – have undergone a specific training programme on human trafficking organised by La Strada. They also speak Rumanian, Russian and English. They are paid, and work either full- or part-time.

## **Nigeria**

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### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

The "Women's Consortium of Nigeria" (WOCON) runs a hotline for victims of violence, which now also embraces trafficking in women thanks to cooperation with the Italian, organisation, TRAMPER.

#### **Fees and Funding**

Alongside the telephone charges, other fees are payable for counselling services. Attempts are made to keep costs down for callers by calling them back. The hotline is funded by TRAMPER and by donations.

#### **Availability**

The telephone is staffed during office hours on working days. The hotline has one fixed network number and a single mobile telephone number, to which calls can be put through as required.

#### **Public Relations**

No explicit advertising is conducted for the hotline. WOCON is informed by the Italian immigration authorities and Italian NGOs about the deportation of Nigerian women, and tries to meet the women at the airport.

### **COUNSELLING:**

Most calls are received from women who have been victims of trafficking and who have returned to Nigeria. However, children and young people who have been trafficked within the country and the region also contact the hotline. They receive general information on human trafficking, psycho-social counselling, accommodation, board and clothing and are generally helped to reintegrate into Nigerian society.

### **STAFF:**

Fifteen staff members work for the specialist counselling unit. They are graduates in social work, law and business studies.

The staff members speak English and Nigerian tribal languages, which are particularly important when dealing with children and young people who have been victims of trafficking. Nine staff members are paid, five of whom work part-time, and four full-time. There are also six volunteers.

## **Ukraine**

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### **STRUCTURE, ORGANISATION AND FOCUS OF THE HOTLINE SERVICE:**

In the Ukraine there is a national hotline, which addresses victims of violence and human trafficking. In addition, regional specialist counselling units for women who have been victims of trafficking offer telephone counselling in Odessa, Sebastopol, Ternopil, Kharkiv, Uzhgorod, Mykolayiv, Lugansk and Vinnytsya. La Strada is the coordination unit for the national and local hotlines. Staff members of the national hotline refer trafficked women to the regional specialist counselling units, which then launch concrete measures to rehabilitate and reintegrate the victims.

The hotline was set up in the Ukraine in November 1997 within the framework of the La Strada programme "Prevention of trafficking in women in the countries of Central and Eastern Europe". Initially, the hotline was only staffed once a week. The disadvantages of this restricted service were obvious. The hotline was then staffed during working hours as of April 1998, and the service has been available on Saturdays too since 2000 thanks to a cooperation arrangement with the OSCE.

The hotline was set up in agreement with other NGOs, state institutions and international organisations. Firstly, it was necessary to raise awareness within government agencies for the topic and to conduct public education campaigns.

The efficiency of the hotline is evaluated on the basis of several indicators, which take into account the number of calls, the results in searches for missing persons, and the number of support measures and counselling services provided, as well as surveying the responses of users of the hotline to assess the qualitative outputs.

### **Fees and Funding**

The national hotline can be called free of charge. Normal telephone charges must be paid for the regional hotlines. Since 2000, the hotline project has received financial support from the OSCE.

### **Availability**

The national hotline is available from 08.00 to 22.00 Monday to Saturday. The regional hotlines are staffed from 08.00 to 16.00. Most calls are received in the morning and around lunchtime.

### **Public Relations**

A uniform logo has been developed for the hotlines (both national and regional). This logo is an integral part of joint information campaigns. Information about the hotline are broadcast regularly on radio and television, and published in printed media and on posters. The campaign is part of a general education campaign on human trafficking. By pointing out the potential dangers of human trafficking when seeking employment abroad, for instance, the measures are intended to have a preventive impact.

### **COUNSELLING:**

The hotline advises individuals wishing to study, and work abroad or simply to travel abroad. They also support relatives searching for missing family members, who might have fallen victim to human trafficking. Counselling and support is provided to women who have been trafficked and have now returned home, and to those who are still abroad. The calls focus on the following issues:

- 62 % possibilities of studying or spending holidays in other countries
- 5 % possibilities of returning to the Ukraine
- 5 % searches for individuals missing abroad
- 1 % questions relating to residence permits
- 1 % calls from women who have returned, their family and friends
- 3 % marriage with a foreigner
- 1 % divorce from a foreigner and questions relating to common children
- 1 % support for court proceedings relating to trafficking in women
- 22 % miscellaneous, for instance
  - offers of accommodation
  - questions put by journalists
  - enquiries from the employment agency
  - calls from Ukrainian and foreign embassies
  - enquiries regarding seminars, training courses and lectures.

The hotline is part of the following networks and can refer callers to these bodies if necessary:

- Ministry of Foreign Affairs
- Ministry of the Interior
- Foreign embassies
- International organisations working in the Ukraine
- Ukrainian embassies and consulates abroad
- NGOs abroad
- NGOs and GOs in the Ukraine providing support and counselling
- Ombudspersons
- Lawyers specialising in foreign law
- Departments of the police dealing with measures to combat crime
- Specialist counselling units.

### **STAFF:**

Three or four employees work on a hotline. They have an academic background in social sciences, educational science or medical subjects, and have additional qualifications in (psychological) counselling. Experts are brought in to deal with specific problems. Some members of staff speak very good English, French or German in addition to Ukrainian and Russian.

### **3.3 Countries without Hotline Services for Trafficked Women**

#### **Belgium**

Belgium has no hotline for trafficked women. In Brussels, Antwerp, Ostende, Hasselt and Liège there are specialist counselling units, which offer accommodation, psycho-social counselling, and support in administrative and legal matters, as well as conducting campaigns to raise public awareness.

#### **Finland**

In Finland there is no hotline for trafficked women. The organisations "Tukinainen" and "Monika" do, however, offer a hotline for female victims of abuse.

#### **Portugal**

The Portuguese Ministry of the Interior runs a helpline for women, who have been victims of violence. The Commission for Equality and Women's Rights (CIDM) also offers a telephone information service for victims of domestic violence. There is no helpline for trafficked women.

#### **Switzerland**

In Switzerland there is neither a hotline for trafficked women nor any state-funded contact body for trafficked women. This work is performed by the "Fraueninformationszentrum für Frauen aus Afrika, Asien, Lateinamerika und Osteuropa" (FIZ) (Women's Information Center for Women from Africa, Asia, Latin America and Eastern Europe). It is currently trying to obtain state recognition.

#### **Spain**

In Spain there is no helpline specifically for trafficked women, either run by the state or by NGOs. The Spanish employment agency offers a general information hotline for women, within the framework of the Instituto de la Mujer.

### 3.4 Organisations Contacted

#### Destination Countries

##### Denmark

Reden-Stop Kvindehandel  
++45 70 20 25 50.  
info@stopkvindehandel.dk

##### Great Britain

National Missing Persons Helpline  
+44 208 392 4593  
juliet.s@missingpersons.org

##### Greece

ENOW - European Network of Women / SOS Helpline  
++30 210 7703043  
enow@otenet.gr; nroubani@spark.net.gr

##### Italy

Ministero per le Pari Opportunità  
Settore per le relazioni con il pubblico  
++39 06 42153488, 42153441  
serep@pariopportunita.gov.it

##### Japan

Asian Foundation  
Japan Network against Trafficking in Persons  
KeikoTamai  
++81 3 3441 8291  
ktamai@tafjapan.org

##### Netherlands

Foundation against Trafficking in Women/ Stichting Tegen Vrouwenhandel (STV)  
++31 33 461 50 29  
m.albrecht@opvang.nl

##### Austria

LEFÖ - Lateinamerikanische Emigrierte Frauen in Österreich  
Interventionsstelle für Betroffene des Frauenhandels  
++43 1 7969298  
lefoe\_ibf@t0.or.at

Bundesministerium für Frauen und Gesundheit  
++43 1 711 00 3414, -3426

##### Helpline

++43 1 544 76161 31, -34

WAVE Women against Violence Europe  
+43-1-5482720  
office@wave-network.org

USA

Free the Slaves  
++1 202 588 1865  
Steven Lize  
Lize@freetheslaves.net

Belgium

Pag-Asa  
++32 2 5116464  
pag.asa@skynet.be

Nederlandstaalige Vrouwenraad/ Dutch-speaking Council of Women  
++32 2 22938 13  
nvr@ngonet.be

Finland

Tukinainen  
++358 9 5860360  
office@tukinainen

Monika – The Multicultural Women’s Association in Finland  
Tel: 09- 6922304  
reet.nurmi@monikanaiset.fi

Portugal

Commission for Equality and Women’s Rights  
++351 21 7983000  
Cidm@mail.telepac.pt

Switzerland

FIZ  
Fraueninformationszentrum für Frauen aus Afrika, Asien und Lateinamerika  
++41 1 271 82 82  
contact@fiz-info.ch  
doro.winkler@fiz-info.ch

Spain

Fundacion Mujeres/Fondo para la Prevención de la Violencia de Género  
++34 91 591 12 420  
fondo@fundacionmujeres.es

Ministerio de Trabajo y Asuntos Sociales  
Instituto de la mujer  
++34 90019 10 10  
inmujer@mtas.es

## **Countries of Origin**

### **Cambodia**

Cambodia Women's Development Association  
Serey Phal Kien  
++855 23 210449, ++855 12 999 995  
cwda@online.com.kh

### **Colombia**

IOM  
Fanny Polanía M. - Coordinadora Programa - Trata de Personas  
Tel. 6227774 Ext. 114  
iomsdomingo@verizon.net.do

### **Republic of Moldova**

International Center for Women Rights  
Protection and Promotion "La Strada"  
++ 373 2 23 49 06, ++373 2 23 49 07  
e-mail: lsmoldova@ls.moldline.net

### **Nigeria**

Women Consortium of Nigeria (WOCON)  
Bisi Olateru-Olagbegi  
++234 1 263 5300  
wocon95@yahoo.com

### **Ukraine**

La Strada-Ukraine  
++380 44 2240446  
lastrada@ukrpack.net

OSCE Ukraine  
++380 44 238 04 06  
Natasha.Dvirna@osce.org