

*The Prime Minister  
in concert*

*with the Minister of the Interior, the Minister of Labour and Social Policies and the Minister of Health*

**HAVING REGARD TO** law of 23 August 1988, no. 400, laying out "*Regulations on the activities of the government and rules of the Prime Minister's Office*"

**HAVING REGARD TO** Legislative Decree of 30 July 1999, no. 303, laying out "*Rules of the Prime Minister's Office, in accordance with article 11 of law of 15 March 1997, no. 59*", as amended;

**HAVING REGARD TO** Legislative Decree of 25 July 1998, no. 286, containing the "*Consolidated law of regulations governing immigration and provisions on the status of foreign nationals*", as amended;

**HAVING REGARD TO** law of 11 August 2003, no. 228, containing "*Measures against human trafficking*", as amended;

**HAVING REGARD TO**, in particular, article 13 of the above-mentioned law no. 228 of 2003, which, in paragraph 2-*bis*, establishes that in order to define long-term strategies to prevent and combat the phenomenon of trafficking and the severe exploitation of human beings, as well as actions for awareness raising, social prevention, emergence and the social integration of victims, by resolution of the Council of Ministers, at the proposal of the Prime Minister and the Minister of the Interior within the scope of their respective responsibilities, having consulted with the other Ministers concerned, after acquiring the agreement of the Unified Conference, the National Action Plan against the trafficking and severe exploitation of human beings is adopted;

**HAVING REGARD TO** Legislative Decree of 4 March 2014, no. 24, laying out "*Implementation of directive 2011/36/EU, on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA*";

**HAVING REGARD TO**, in particular, article 18, paragraph 3-*bis*, of the above-mentioned Legislative Decree no. 286 of 1998, which establishes that the foreign nationals and citizens pursuant to paragraph 6-*bis* of the same article 18, who are victims of the crimes set forth in articles 600 and 601 of the criminal code, or who are in the situations pursuant to paragraph 1 of the same article 18, are subject, on the basis of the National Action Plan against the trafficking and severe exploitation of human beings, pursuant to article 13, paragraph 2-*bis*, of law no. 228 of 2003, to one single programme of emergence, assistance and social integration guaranteeing victims adequate board, lodging and health care on a transitional basis, pursuant to the above-mentioned article 13 of law no. 228 of 2003 and, subsequently, the continuation of assistance and social integration, pursuant to paragraph 1 of the same article 18, and that by Decree of the Prime Minister, in concert with the Minister of the Interior, the Minister of Labour and Social Policies and the Minister of Health, after obtaining the agreement of the Unified Conference, the programme of emergence, assistance and social protection will be defined along with the relative implementation and funding methods;

**HAVING REGARD TO** article 1, paragraph 184, of law of 23 December 2014, no. 190, laying out "*Provisions for the formation of the annual and long-term budget of the State*

(2015 stability law)", which establishes that for the 2015 financial year the Prime Minister's Office will provide, within the scope of the ordinary allocations in its budget and up to the limit of 8,000,000 euros, for the funding of expenses relating to the implementation of the single programme of emergence, assistance and social integration established by article 18, paragraph 3-bis, of the consolidated law pursuant to Legislative Decree of 25 July 1998, no. 286, in implementation of the National Action Plan against the trafficking and severe exploitation of human beings, pursuant to article 13, paragraph 2-bis, of law of 11 August 2003, no. 228, as well as the implementation of the correlated support and systemic actions;

**HAVING REGARD TO** Legislative Decree of 18 August 2015, no. 142, laying out "*Implementation of directive 2013/33/EU laying down standards for the reception of applicants for international protection, as well as directive 2013/32/EU, on common procedures for granting and withdrawing international protection*"

**HAVING REGARD TO** article 1, paragraph 417, of law of 28 December 2015, no. 208, laying out "*Provisions for the formation of the annual and long-term budget of the State (2016 stability law)*", which establishes that to carry out the actions and interventions connected to the implementation of the single programme of emergence, assistance and social integration established by article 18, paragraph 3-bis, of the consolidated law pursuant to Legislative Decree of 25 July 1998, no. 286, in implementation of the National Action Plan against the trafficking and severe exploitation of human beings, pursuant to article 13, paragraph 2-bis, of law of 11 August 2003, no. 228, as well as to implement the correlated support and systemic actions by the Prime Minister's Office - Department for Equal Opportunities, the Prime Minister's Office budget includes a sum of 3,000,000 euros for each of the years 2016, 2017 and 2018;

**HAVING REGARD TO** Prime Ministerial decree of 22 November 2010 laying out "*Regulations on the financial and accounting autonomy of the Prime Minister's Office*"

**HAVING REGARD TO** Prime Ministerial decree of 1 October 2012, laying down the "*Rules on the general structures of the Prime Minister's Office*", as amended

**HAVING REGARD TO** the decree of the Minister of Labour and Social Policies with responsibility for equal opportunities of 4 December 2012, for the internal reorganisation of the Department for equal opportunities;

**HAVING REGARD TO** the National Action Plan against the trafficking and severe exploitation of human beings adopted by the Council of Ministers on 26 February 2016;

**CONSIDERING** that it is necessary to define the Single programme of emergence, assistance and social integration and the relative implementation and funding methods, pursuant to the above-mentioned article 18, paragraph 3-bis, of Legislative Decree no. 286 of 1998;

**HAVING REGARD TO** The agreement approved by the Unified Conference at its meeting on 14 April 2016;

**HAVING REGARD TO** Prime Ministerial Decree dated 23 April 2015, whereby the Undersecretary of State to the Prime Minister's Office, prof. Claudio De Vincenti, was authorised to sign decrees, deeds and measures under the responsibility of the Prime Minister;

**HAVING OBTAINED** the deeds in concert with the Minister of the Interior, the Minister of Labour and Social Policies and the Minister of Health;

## **DECREES**

### **Art. 1**

#### **(Definition of the Single programme of emergence, assistance and social integration)**

1. Pursuant to article 18, paragraph 3-*bis*, of Legislative Decree of 25 July 1998, no. 286, as amended by Legislative Decree of 4 March 2014, no. 24, the Single programme of emergence, assistance and social integration is defined in favour of the foreign nationals and citizens pursuant to paragraph 6-*bis* of the same article 18, who are victims of the crimes set forth in articles 600 and 601 of the criminal code, or who are in the situations pursuant to paragraph 1 of the same article 18.
2. The Programme applies on the basis of the actions laid out in the National Action Plan against the trafficking and severe exploitation of human beings, pursuant to article 13, paragraph 2-*bis*, of law of 11 August 2003, no. 228, adopted by the Council of Ministers on 26 February 2016.
3. The Programme is implemented through projects carried out at regional level intended to ensure the programme recipients adequate board, lodging and health care on a transitional basis and, subsequently, the continuation of assistance and social integration.
4. The implementation and type of projects pursuant to paragraph 3 must comply with the principles outlined in the national framework of policies for the protection of the human rights of victims, and in particular the work of the multi-agency network and the prevention of re-victimisation, in order to favour the development of individualised paths, designed taking into account the needs and safety of the victim and implemented with the consent and volition of the person concerned, given the provisions of law in force, as well as the constraints and resources thereof.
5. The assistance measures are guaranteed, in compliance with the principle of non-discrimination, to the victims and potential victims of trafficking and/or severe exploitation throughout the country, irrespective of their legal status, age, nationality, gender or type of exploitation suffered.

### **Art. 2**

#### **(Project content)**

1. Each project must establish actions referring to the phase of victim emergence, reporting and referral to protection services, identification, protection and initial and second-level assistance and social inclusion.

In particular, each project must include the following activities:

- a) contact, emergence and protection of the person, also with reference to the period of recovery and reflection;
- b) initial assistance in preparation for social inclusion processes;

- c) second-level reception focusing on professional training and job placement;
- d) autonomy aimed at consolidating social inclusion and job placement processes and residential autonomy.

2. The projects must include in any event:

- a) adequate facilities at a secret address for residential reception or, when their condition of exploitation so requires, other forms of residential accommodation;
- b) the provision to victims of emergency social and health care services and/or psychological, social and legal assistance, also in order to obtain the residence permit pursuant to article 18 of Legislative Decree no. 286 of 1998;
- c) forms of connection with the institutions and bodies responsible for assistance and social integration programmes, particularly with regard to trafficking victim referral and acceptance methods and in any event with the social services of local entities;
- d) active inclusion;
- e) the convention with the national toll-free anti-trafficking number in relation to the acceptance of reports and the implementation of a local reporting, orientation and referral system constituted by the central office of the national toll-free anti-trafficking number and offices responsible for the emergence and identification of potential victims of trafficking and severe exploitation for the acceptance of qualified reports;
- f) agreements with local entities such as Prefectures, Police Headquarters, Provincial Carabinieri and Tax Police Stations, Local Health Authorities, Public Prosecutor's Offices, Training Agencies and Labour sector associations;
- g) monitoring and verification of social inclusion processes one year after the closure of the Single programme.

3. The projects must contain at least two systemic actions, implemented locally but reproducible at national level, concerning:

- a) interventions for the activation, updating and management of information networks between institutions, the interconnection and coordination of projects to combat the phenomenon and for the spreading of best practices;
- b) experimentation of pilot projects intended to refine innovative intervention models on specific types of human trafficking victims;
- c) activities to promote and support forms of self-employment and self-entrepreneurship, also meant to develop new business projects;
- d) actions meant to strengthen non-institutional players in social innovation processes, such as socially responsible companies, social enterprises, the third sector and civil society;
- e) systemic actions and pilot projects to favour the definition of appropriate interventions for victims of trafficking and severe exploitation, including foreign unaccompanied minors;
- f) pilot actions for the intake of victims in order to develop optimal models capable of guaranteeing safeguarding and protection with a view to autonomy and social integration;
- g) systemic actions for the full implementation and dissemination of governance models for local public-private networks in favour of the active inclusion of victims by identifying types of players, skills, processes, actions and collaboration models that are effective and safeguard the personalisation of interventions.

4. Each project is made operative through a methodology that identifies objectives, implementation timing and intake numbers diversified according to:

- a) the safety needs of victims;
- b) the will and determination of the victims to develop skills and abilities with a view to economic, social and residential autonomy;
- c) the effectiveness and efficiency of social public and private networks responsible for legal

assistance, health care and social welfare assistance, reception, training, job placement and residential autonomy present locally.

### **Art. 3 (Implementation methods)**

1. The Department for equal opportunities adopts, after consulting with the Unified Conference, within 90 days of the publication of this decree and with the resources set aside for that purpose in the annual budget of the Prime Minister's Office, a dedicated call for funding requests establishing further criteria for the identification of projects that may be funded, the relative funding, the implementation methods for carrying out projects and the activities for monitoring the implementation of the funded projects.
2. The Department for equal opportunities:
  - a) evaluates the consistency of what is indicated in the projects submitted with the content of the Single programme of emergence, assistance and social integration;
  - b) monitors the implementation status of the projects and their effectiveness;
  - c) guarantees national coverage of the interventions of the Single programme of emergence, assistance and social integration.
3. The projects of the Single programme of emergence, assistance and social integration, as defined in articles 1 and 2, may be submitted by the following parties:
  - a) Regions and the Autonomous Provinces of Trento and Bolzano;
  - b) Municipalities, Metropolitan cities, mountain communities, unions of municipalities and their consortia;
  - c) affiliated private parties registered in the dedicated section of the register of associations and entities that carry out activities in favour of immigrants, pursuant to article 52, paragraph 1, letter b) of Presidential Decree of 31 August 1999, no. 394, as amended.
4. The private parties pursuant to the previous paragraph that intend to carry out support activities for the purposes set forth in articles 1 and 2 enter into dedicated agreements or partnerships with the reference Regions or local Entities.

### **Art. 4 (Funding of the Single programme)**

1. The implementation of the Single programme of emergence, assistance and social integration is fully guaranteed with resources assigned in the annual budget of the Prime Minister's Office - Department for equal opportunities.
2. The call for funding requests pursuant to article 3, paragraph 1, of this decree will establish incentive assessment criteria for those projects that include highly innovative actions and additional actions with complementary funding from the available resources of EU programming of the 2014-2020 structural funds, when established by the respective operational planning.

This decree shall be transmitted to the control bodies for the fulfilment of the applicable obligations and published on the institutional website of the Italian government.

Rome, 16 May 2016

for The Prime Minister  
the undersecretary of State  
(Prof. Claudio DE VINCENTI)

THE MINISTRY OF THE INTERIOR

THE MINISTRY OF LABOUR AND SOCIAL POLICIES

THE MINISTRY OF HEALTH

**National action plan against trafficking and severe  
exploitation  
2016-2018**

*Adopted by the Council of Ministers at its  
Meeting on 26 February 2016*

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## **Substantive information**

Pursuant to art. 9 of Legislative Decree of 4 March 2014, no. 24 (implementation of directive 2011/36/EU, on preventing and combating trafficking in human beings and protecting its victims), the Italian government, in order to define long-term intervention strategies to prevent and combat the phenomenon of trafficking and severe exploitation of human beings, as well as actions for awareness raising, social prevention, emergence and the social integration of victims, adopts the National Action Plan against the trafficking and severe exploitation of human beings (NAP) for the years 2016-2018.

The adoption of the first Italian action plan against trafficking meets the systematic need to reorganise and streamline the government's action, primarily to favour a comprehensive and coordinated approach based on synergies between the various central, regional and local administrations involved and the relative available resources, also in light of the plurality of public powers committed to combating trafficking, in line with the four "Ps" on which every systematic strategy in this regard is based at international level (**prevention, prosecution, protection, partnership**).

The transversal nature of the public powers involved regards the various levels of government, and in particular the need for greater accountability and engagement - particularly in victim protection - of regional and local bodies, as those closest to the management of this phenomenon and as the holders (the Regions) of resources from the structural funds, which can certainly strengthen available national resources with a view to complementarity.

It is fundamental to guarantee cooperation between the institutional and the reference private social levels, the leveraging of which is an unfailing element in the construction of the Italian strategy, with a view to the maintenance and strengthening of the integrated public and private networks operating in local areas, oriented towards "multi-agency work".

Lastly, the transnational nature of the phenomenon of trafficking requires the government to adopt tools for partnership and collaboration with the other States concerned, with a view to crime prevention and investigatory and judicial cooperation, to favour the exchange of best practices and working tools, particularly with respect to the countries of origin.

The construction of the Italian strategy cannot fail to take into consideration the framework outlined at European and international level, and in particular the *EU Strategy towards the Eradication of Trafficking in Human Beings (2012-2016) - COM (2012) 286 final*, the *Warsaw Convention ratified by Law 108/2010 in the Italian legal system and the Recommendations of the GRETA Group, the OECD, the Special Rapporteur on trafficking in persons, especially women and children of the United Nations and the Recommendations accepted in Italy at the time of the Universal Periodic Review second cycle*.

## **General principles**

At European Union level, the legal and political framework recognises trafficking as a gender phenomenon and requires Member States to take gender-specific actions. For the first time, Directive 2011/36/EU of the European Parliament adopted a gender-specific approach to the phenomenon of trafficking, recognising that men, women and children are trafficked under different circumstances and require different forms of assistance and support depending on gender. In addition, the EU Strategy identifies violence against women and gender inequality as an underlying cause of trafficking and outlines a series of measures meant to deal with the gender dimension of trafficking, as vulnerability to trafficking for the purpose of different forms of exploitation depends on gender.

On the basis of the main recommendations, the effectiveness of prevention actions, the combating of trafficking and victim protection therefore requires a global and systemic approach to the phenomenon and its consequences. It is therefore fundamental to dedicate particular attention to several methodological aspects that may support the holistic nature of

the interventions, thereby improving project quality, effectiveness and impact.

This refers to working methods such as: the gender perspective, transnationality and interregionality, the interrelation and integration of policies, the creation/strengthening and management of networks and relations amongst a plurality of parties, target approach methods that are highly integrated and focused on the person, and the principle of non-discrimination.

The integration of the gender perspective makes it possible to design, implement, monitor and evaluate interventions that take into account gender inequalities and integrate gender-specific aspects when appropriate.

The measures to be defined within the scope of policies for the prevention of trafficking in human beings and the protection of victims must not only be focused on the particular vulnerability of women, but also be intended to increase their rights, in order to avoid anti-trafficking measures that further limit their freedom and autonomy.

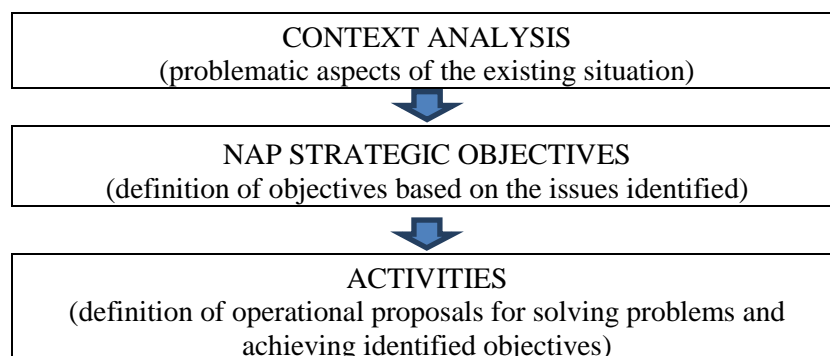
The prejudice that women are innately weak and the consequential need to place them "under protection" could indeed further constrict their self-determination. The integration of a gender-specific perspective entails, *inter alia*, an in-depth analysis of the specific factors that contribute in the countries of origin to exposing people to the risk of involvement in the trafficking of human beings.

### **Purposes of the analysis**

In order to define existing issues and as a result identify the strategic and specific objectives and operational proposals to be included in the NAP (National Action Plan against trafficking and severe exploitation), a context analysis was carried out to outline the current framework relating to the forms of human trafficking existing in Italy, legislation in force on the matter and the system of interventions for victim protection and preventing and combating trafficking.

Conducting a context analysis is fundamental in the development of the NAP as it:

- contributes to defining problems and, as a result, strategic and specific objectives and their updating over time;
- makes it possible to identify the main players involved in the anti-trafficking sector and those that could be involved;
- makes it possible to define the structure of the NAP and the priorities to be considered;
- also contributes to defining the coordination and referral structure to be implemented at national level;
- makes it possible to establish a useful dataset that can be taken into consideration for future assessments of anti-trafficking actions/activities/programmes.



## PART I

### Positioning of the NAP within the EU strategy towards the eradication of trafficking in human beings 2012 - 2016

#### Objectives and minimum content of the Plan

The National Anti-Trafficking Action Plan (NAP) defines long-term intervention strategies to prevent and combat the phenomenon of trafficking and the severe exploitation of human beings, as well as actions for awareness raising, social prevention, emergence and the integration of victims.

This purpose, explicitly referred to in art. 9 of Legislative Decree no. 24 of 4 March 2014 implementing directive 36/2011 EU, identifies the characteristic content and areas of intervention of the Plan.

The NAP's strategic objective is to improve - in accordance with a unitary approach at European level - the national response to the phenomenon of trafficking, acting for the purposes of prevention, the prosecution of criminals and the protection and social integration of victims based on respect for human rights and the principle of non-discrimination, with a view to mainstreaming, gender and protecting the rights of minors.

The operational objective of the Plan is to define a coordinated and systematic national intervention policy that involves the various competent administrations at central and regional level, taking a synergistic approach aimed at optimising financial resources.

The Plan defines the time horizon and identifies intervention priorities, the competent administrations, the possible sources of funding and the main actions that will need to be carried out locally.

#### Players within the Plan

As noted above, trafficking in human beings is a complex phenomenon which may be fought and prevented only by acting simultaneously on multiple fronts which take into account, individually and as a whole, the multiple aspects characterising the phenomenon, based on a comprehensive and coordinated approach. Therefore, this is a phenomenon that requires multi-level and multi-agency governance.

The actions for fighting against trafficking in human beings for the purpose of severe exploitation basically fall within two channels that follow the twin track of the Italian law: **the first, of absolute importance, of combating and repressing the crime of exploitation of human beings, assigned to all of Law Enforcement; the other of prevention and protection of victims, assigned to the public social services and private social services accredited** through registration in the dedicated section II of the register of Associations and Entities that carry out activities in favour of immigrants, as set forth in article 52, paragraph 1, of the Regulation implementing the Consolidated Law on Immigration, Presidential Decree no. 334 of 18 October 2004.

As noted above, Law Enforcement and the courts play an absolutely fundamental role in terms of combating and repressing the crime.

The national police force, Carabinieri, Tax Police and State Forestry Department carry out a preventive and repressive action of absolute importance through the investigation activities of the Criminal Investigation Department at national level, particularly with reference to the search for and capture of the most dangerous offenders and mafia-style criminal organisations

linked to trafficking and contraband, the gathering, analysis and processing of data and information connected to the most significant criminal phenomenologies, international cooperation with foreign countries in the fight against organised crime with the reciprocal exchange of information and operating strategies and procedures meant to combat transnational crime, and technical/scientific support to investigation bodies and the Judicial Authority in the course of investigations that require specific professional skills. For its part, the Judicial Authority, through the National Antimafia Department, which has the duty of coordinating and promoting all investigations carried out by the District Antimafia Departments, i.e., all investigations into Italian or transnational organised crime, and therefore also investigations into trafficking and smuggling.

On the other hand, within the area of assistance and protection, it is necessary to note the role that the Department for Civil Liberties and Immigration within the Ministry of the Interior plays and has played over the years through its commitment to participating in the activities of the Interministerial Commission for support to victims of trafficking, violence and severe exploitation, to implementing the action and system of Assisted Voluntary Repatriation, including of trafficking victims, and to information and awareness-raising campaigns regarding the phenomenon carried out in Italy as well as in the victims' countries of origin.

The Ministry of Labour and Social Policies and the Ministry of Health also contribute to protecting victims of trafficking and exploitation. The former, by offering macro-services in favour of unaccompanied minors, with the Labour Inspectorates (along with the Carabinieri for the protection of Labour and the Tax Police), for situations of severe labour exploitation, and with professional orientation courses/job placement, through the network of Employment Centres. The latter, the Ministry of Health, provides guidance to standardise assistance for trafficking victims throughout the country with regard to the medical treatment that our country is able to guarantee and the methods whereby it is provided, with particular attention for vulnerable persons and taking into account gender issues (e.g., women who are pregnant or victims of violence, minors, etc. - Legislative Decree 286/98 art. 35, paragraph 3). Health care services are also offered through an assistance procedure for the identification and intake of victims.

The Ministry of Foreign Affairs and International Cooperation also participates in victim protection through cooperative interventions to boost development. In the last 10 years, it has funded a range of projects and acted as an intermediary for the signing of various Intervention Protocols with several countries of origin of victims of exploitation, for example Nigeria, which is particularly significant in this regard.

The Ministry of Justice, through the Social Service Offices of the Department of juvenile justice and communities, ensures, in connection with the services of local entities, emotional and psychological assistance to juvenile victims of trafficking crimes, at every stage and degree of criminal proceedings, pursuant to art. 609 *decies* of the criminal code.

The Ministry of Agricultural, Food and Forestry Policies which, to strengthen the fight against illegal labour phenomena in the agricultural sector and combat the gangmaster system, also through the ethical certification of companies that follow the rules, included in the *Campolibero* action plan the "*Quality agricultural labour network*" as per art. 6 of decree law of 24 June 2014, no. 91, converted with amendments by law of 11 August 2014, no. 116, in which farms may participate upon request if they meet specific requirements in terms of following labour, social security and tax laws. The body was founded to strengthen the fight against illegal labour phenomena in the agricultural sector and with this in mind, it works based on the principle that supervision activity in the agricultural sector is focused on

companies that do not belong to the network. In particular, this is meant to reward companies in legal compliance in the various areas of their activity and to thus trigger a virtuous cycle to combat the phenomenon of clandestine agricultural labour.

Art. 7 of Legislative Decree no. 24 of 4 March 2014 implementing EU directive 2011/36 identifies the Prime Minister's Office - Department for Equal Opportunities as the body responsible for coordinating, monitoring and evaluating the results of prevention, combating and victim social protection policies, assigning it a central role in national sector policies, with particular reference to activities regarding setting guidelines for and coordinating social interventions to prevent the phenomenon and provide victim assistance, as well as planning financial resources for victim assistance and social integration interventions. The application of article 18 of Legislative Decree 286/98 and article 13 of law 228/2003, which since 2000 has been guaranteed and coordinated by the Department for Equal Opportunities of the Prime Minister's Office, carries out a process to raise the visibility of the phenomenon, which has benefited in particular from the contribution of local entities and third sector organisations (associations, volunteer, social cooperation) which have brought a sensitivity and attention to the needs of trafficking victims that were previously reserved to other disadvantaged targets or other fields of action.

Regions and local entities, which over time have consolidated social and health care policies in favour of different categories of disadvantaged persons and participated, generally as promoter and at times also as implementing party, in assistance and social integration programmes for the victims of trafficking and exploitation pursuant to art. 18 of Legislative Decree 286/98 and art. 13 of law 228/2003.

The stakeholders linked in any manner to interventions regarding protection and the fight against trafficking in human beings may basically be categorised as the following types of parties:

- volunteer organisations, which are committed to serving the socially marginalised and those in situations of serious hardship;
- the third sector with NGOs, cooperatives, associations or other categories of entities that manage contact, reception, protection, training and social integration services for various categories of people in difficulty and which over the years have taken on an increasingly professional role in the area of immigration and the living conditions and integration opportunities of immigrants and asylum and refugee applicants;
- associations for migrants and immigrants and/or refugees, committed primarily to the area of intercultural mediation and actions in favour of second generations, migrant reception services, activities for learning Italian as well as migrant native languages and support activities in navigating administrative procedures, for the most part processes for renewing residence permits and obtaining Italian citizenship;
- the international organisations that operate transversally on combating and protecting the victims of trafficking;
- the union organisations and their service networks throughout the country, which play an active role of ensuring protection in the workplace;
- universities and the world of academia in general, with research and investigations on the phenomenon and its various forms.

These parties may have an array of legal forms: very often they are Associations and Non-profit organisations. Civil society organisations and other non-profit entities pursuant to law no. 125 of 11 August 2014, as well as Religious institutions or entities or in any event entities

directly associated with the local dioceses and Catholic volunteer associations. The *cooperative* also generally plays an important role, precisely due to its traditional commitment to disadvantaged people; these are oftentimes transformations of pre-existing volunteer groups or parts of associations similar to those listed above. The cooperative is also chosen for a precise reason as regards the participation of members, as well as the possibilities that it offers for the inclusion of disadvantaged people. Again, players from the *world of education* (training entities, universities, etc.). Finally, at times, although to a less significant extent on average, we also see *private (for profit) parties* involved in policies to combat the phenomenon of trafficking.

In the fight against trafficking in human beings, the types of entities described above may pursue objectives linked to the direct relationship with victims, as well as to the overall functioning of the system of services, sector policies and desired social changes, and lastly to the necessary research and analysis of the phenomenon with a view to improving knowledge and favouring more effective interventions.

### **Plan logic and coherence**

The NAP is developed in a manner highly consistent with the legal and administrative basis that has been consolidated at international level and in the European Union, particularly with reference to EU directive 2011/36, and Legislative Decree no. 24 of 4 March 2014 implementing that directive, which establishes minimum rules relating to the definition of crimes and penalties regarding trafficking in human beings and common provisions for the EU Member States, aiming to strengthen crime prevention and repression on the one hand and victim protection on the other.

The NAP action strategy is defined, as noted above, in harmony with the EU strategy towards the eradication of trafficking in human beings (2012-2016), pursuant to Communication COM (2012) 286 of 19 June 2012, taking into account the specific aspects of the Italian context and the operational strategies developed at national level.

The Plan, considering the four "Ps" (prevention, prosecution, protection, partnership), is therefore structured in accordance with the 5 priorities identified by the EU Strategy:

- A. Identifying, protecting and assisting victims of trafficking;**
- B. Stepping up the prevention of trafficking in human beings;**
- C. Increased prosecution of traffickers;**
- D. Enhanced coordination and cooperation among key actors and policy coherence;**
- E. Increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings.**

In order to adjust the EU Strategy to take into account specific domestic aspects, the above-mentioned five priorities are expressed as strategic **main objectives** that we will see broken down in the course of the Plan into the area of **governance** and the area regarding the *four Ps*.

#### **1. Coordination system**

1.1. Improving the central and local governance of the interventions and effective coordination amongst the players involved in victim protection and assistance and in combating the phenomenon with respect to all forms of exploitation associated with it, in order to further boost professionalism in the quality of the service provided by the parties carrying out the actual interventions. At the same time, developing better coordination

between the central and local level to drive standardisation in the services offered and favour the development of processes for assessing the results achieved, which will make it possible to intervene in the system both to bring it into line with economic and structural modifications in the phenomenon of trafficking, and to favour the development of a real referral system capable of meeting the requirements of the work of the network and contact with systems that deal with other vulnerabilities in the panorama of immigration policies

- 1.2. Expansion and harmonisation of the reference regulatory and administrative framework
- 1.3. Reporting, organisation and systematisation of reference statistical data (quantitative and qualitative)
- 1.4. Planning and optimisation in the use of resources
- 1.5. Monitoring and assessment of the phenomenon and intervention results, both through existing instruments and through the establishment of working groups that develop a valid process to be followed to examine critical issues, identify strengths, formulate proposals for the areas of interest to be placed at the centre of the action plan and prepare technical tools to assess interventions and the relative costs

## **2. Prevention**

- 2.1. Improving knowledge of the phenomenon and the spreading of that knowledge, also through research into the phenomenon and improved attention from practitioners of the types of parties involved
- 2.2. Developing cooperation with the countries of origin of trafficking and with the relative Embassies as well as the relative Consulates located in Italy
- 2.3. Strengthening communication and awareness-raising activities, especially in the places of destination of potential trafficking victims, such as border crossings and landing locations
- 2.4. Promoting the establishment of a platform for the private sector
- 2.5. Promoting the local education of populations at risk of trafficking, with particular attention placed on minors, migrant street and indoor prostitution, begging and seasonal labour in rural areas and the activation of innovative actions for contact with other production segments (urban areas, different production sectors)
- 2.6. Favouring cooperation amongst systems of interventions to help victims of trafficking and severe exploitation, those seeking international protection and unaccompanied minors, both for the strategic lines of action and during the assessment of extraordinary event management
- 2.7. Activating training project initiatives in favour of potential victims which envisage, aside from an educational phase in the regions of origin, learning and working opportunities in Italy, so as to engage them in veritable in-the-field integration processes
- 2.8. Putting into place activities meant to discourage demand for the services offered by trafficking victims

## **3. Assistance, protection and recovery of trafficked individuals**

- 3.1. Establishing a national referral system that ensures the timely intake of trafficking victims and removes any obstacles, with interventions at local and national level, with particular attention dedicated to respect for the principle of gender equality and the protection of juvenile trafficking victims and the development of referral guidelines based on existing best practices at local and regional level
- 3.2. Mechanisms for the rapid identification of victims, also amongst particularly vulnerable groups, such as illegal migrants, including unaccompanied minors and asylum seekers
- 3.3. Reception and active inclusion system

#### 4. Activities for investigating and combating the phenomenon

##### 4.1. Improving the emergence of the phenomenon and guaranteeing effective and coordinated response interventions

Fig. 1 shows the procedure of reconciling the EU Strategy priorities with the national strategic objectives

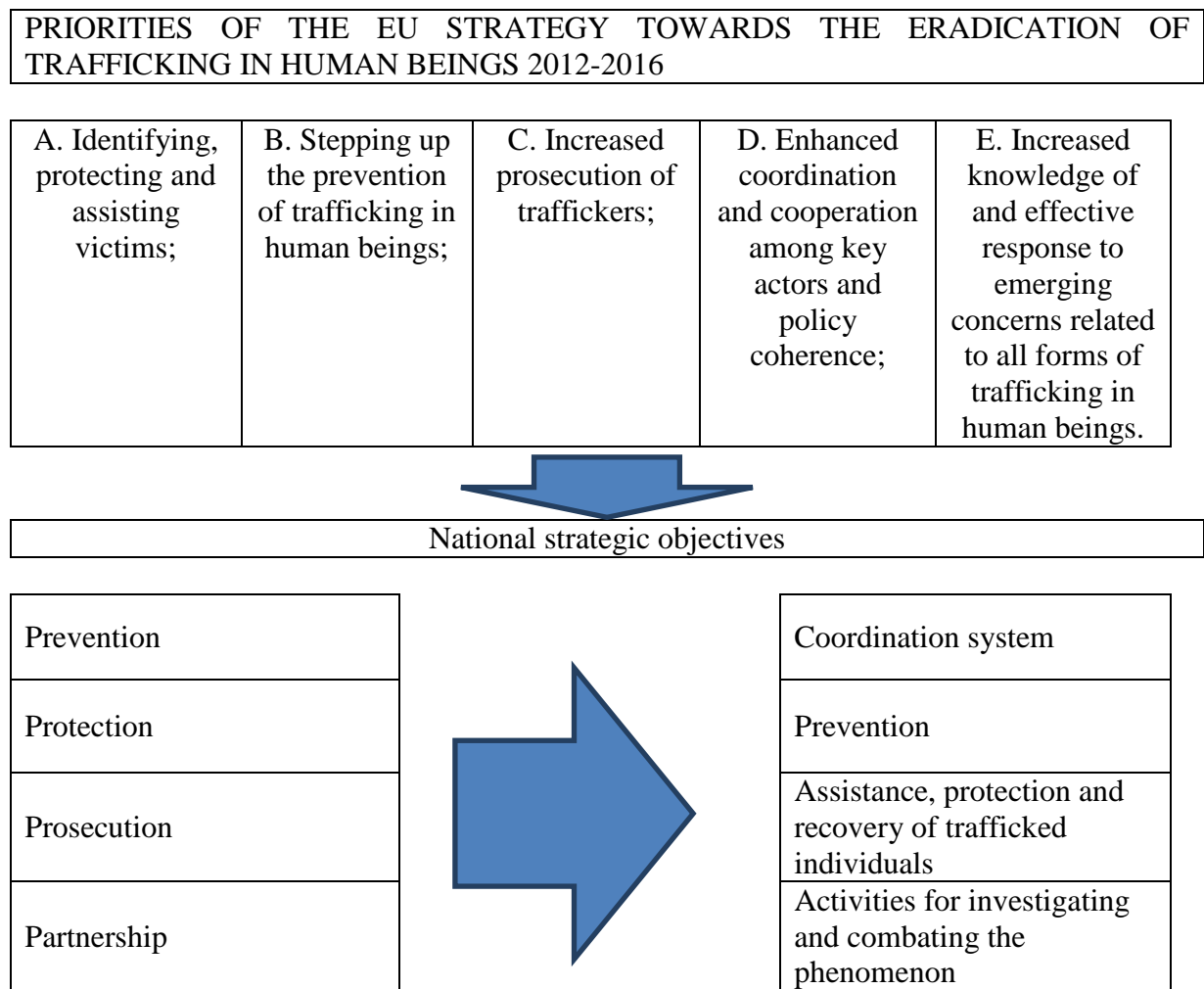


Fig. 1 - Reconciliation table



Fig. 2 below illustrates the overall logical process to be followed for the structuring of the Plan.

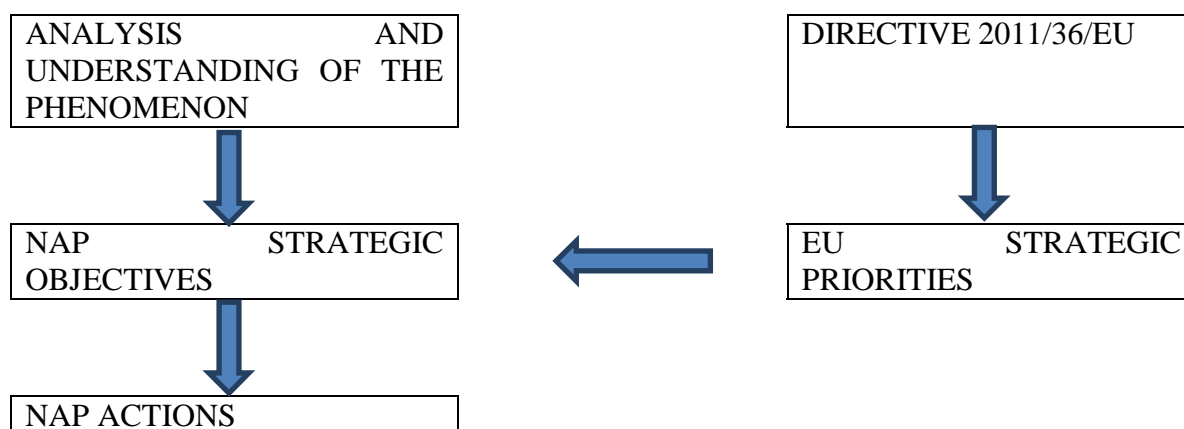


Fig. 2 - Plan structuring logic

### **The definition of operational interventions (NAP actions)**

The breakdown of the strategic objectives into operational interventions represents the contextualisation process execution phase and will be carried out in relation to the following guidelines/requirements:

- a. presence of actions for which the EU Strategy requires the direct intervention of the Member States;
- b. presence of actions that guarantee minimum essential levels of assistance, protection and safeguarding of trafficked people throughout the country, as prescribed by reference domestic laws;
- c. presence of necessary actions so that the Department for Equal Opportunities can perform the functions for which it is responsible as an "Equivalent Mechanism" pursuant to art. 7 of Legislative Decree no. 24 of 4 March 2014 implementing EU directive 2011/36;
- d. presence of the actions necessary to comply with international recommendations (in particular of the OECD and the Council of Europe).

### **Methodological note**

The consistency of the NAP with the legal and administrative basis that has been consolidated at international level and in the European Union goes hand in hand with the need to capitalise on all domestic and international planning efforts in which the Administrations, the private social sector and European agencies have participated over the years.

Therefore, when the NAP's actions require activities that were addressed in depth in the various projects, the results, when approved, will be inserted in the NAP and considered a point of departure for further investigations.

## **Institutional governance on trafficking in human beings**

### **Coordination system**

The optimisation and effectiveness of multi-level governance are essential elements in the context examined by this NAP.

In accordance with the definition given by the United Nations Development Programme, governance identifies the exercise of political, economic and administrative authority in the management of a country's affairs at every level. It encompasses complex mechanisms, processes and institutions whereby citizens and groups express their interests, mediate their differences and exercise their rights and legal obligations. Therefore, this includes the State and its peripheral units as well as local institutions, but also transcends them by encompassing the private sector and civil society as well.

The term underlies the transition from an authoritative activity (typical of an institution that decides in the name of the general interest) to a negotiated action agreed upon amongst the various stakeholders, one of which is the Institution itself. Precisely for this reason, the concept of governance is closely linked to the concept of government.

Currently, the term is used especially to refer to a new style of government, characterised by a greater degree of cooperation amongst public Institutions and non-institutional players within mixed relationships and networks (public/public - public/private).

Therefore, with a view to effective collaboration and cooperation amongst the parties that enter into contact with potential trafficking victims for various reasons, also in compliance with what is set forth by the European directive in recital 6, guidelines must be prepared that will be broken down into dedicated protocols to be signed locally (at the Regional or Provincial level) with the involvement of the Prefectures, which will operate in compliance with their institutional duties in order to ensure uniform and effective intervention methods for the protection of victims.

In addition, the analyses conducted to map **anti-trafficking interventions in Italy** have highlighted, alongside the overall dimension of resources allocated to finance the interventions and their nature, the breakdown of the funding channels used, bringing to light the low degree of specialisation of the funds themselves in relation to the type of interventions to be funded.

**To regain efficiency, in the organisation of actions for combating and providing assistance to the victims of trafficking and in the planning of expenditures, insofar as is possible, priority areas of intervention must be established with ad hoc funding that cannot be overlapped with different assistance and social inclusion measures present in the various local and regional areas.** They must be accessible to the people supported, due to their vulnerable condition, by the national system of interventions to help victims of trafficking and severe exploitation, as well as **integrate** the plurality of services offered to victims of trafficking and severe exploitation with **a single emergence, assistance and social integration programme** consolidated within the scope of local social services and implemented directly by local social services and/or by private parties affiliated with them

and registered in the dedicated section II of the register of Associations and Entities that carry out activities in favour of immigrants, as set forth by article 52, paragraph 1, of the Regulation implementing the Consolidated Law on Immigration, Presidential Decree of 31 August 1999, no. 394, amended by art. 46, paragraph 1, of Presidential Decree of 18 October 2004, no. 334, so as to achieve strong synergy between the various types of services (social, training, legal, lodging, psychological, working, etc.), avoiding the "single" intervention approach in favour of cross-sector interventions. These programmes must be carried out through the preparation of individualised, justified assistance and educational projects placed under the public responsibility of the social services of local territorial entities, which govern them through monitoring and checks on implementation status and any changes that can make them more adequate with respect to the objectives established.

The system for offering services that has been consolidated in our country through the use of a range of funding channels, in particular those deriving from the application of art. 13 of Law 228/2003 and art. 18 of Legislative Decree 286/98, reflects the social/assistance protection system outlined by domestic laws for protection and combating trafficking, and consists of 5 main phases, to which - with different weight and intensity - all implementing entities operating in the different regions refer:

**Phase 1** - Services area/Proactive actions for at-risk populations (contact unit systemic action art. 13)

**Phase 2** - Services area/Proactive multi-agency actions of emergence, identification, reporting and referral of potential victims of trafficking and severe exploitation (local units art. 13)

**Phase 3** - Services area/Social protection: protection of rights and compensation

**Phase 4** - Services area/Reception and residence aspects

**Phase 5** - Services area/training and work interventions

The resources associated with art. 13 of Law 228/2003 and art. 18 (Consolidated Law on Immigration) have been used, in a practically indistinct manner, to fund the entire range of interventions for all 5 phases identified. It is evident that this limits the overall efficiency of the interventions and the possibility that they may reach the desired levels of integration within the geographical areas they impact.

It is deemed necessary, obviously within the scope of the dictates of law and with the necessary flexibility, to develop greater cooperation between the institutional levels of the State, Regions and Local Entities in order to better differentiate the areas of intervention and the actions that may be funded, characterising them in a more precise manner from the perspective of funding channels as well as governance and implementation.

### **Planning and optimisation in the use of resources**

The funding of the system for combating trafficking and for the social protection of victims currently appears to be excessively concentrated on the funds established by Law 228/2003 and art. 25 of Presidential Decree of 31 August 1999, no. 394, which are used annually to finance the actions promoted by the Department for Equal Opportunities.

A recent analysis promoted by the Department for Equal Opportunities highlights how, over the last 4 years, a total of just under 50 million euros has been committed to actions to combat the phenomenon of trafficking and to victim social protection, amounting to an annual average of roughly 12.5 million.

Nearly 85% of this sum is represented by the funding of interventions associated with art. 18 of the Consolidated Law on Immigration and art. 13 of Law 228/2003, and, of this amount, the state quota comes to roughly 71% (an average of 7.5 million euros per year). The use of European funds (5%) is still low but it is increasing.

Although we do not wish to attribute a particular value to this figure, also considering that significant savings are possible in terms of intervention efficiency, this figure in any event enables us to assume that the annual resource requirement is considerably higher than the current spending level, also given the uneven geographical distribution of interventions and funding, which only partially reflects the severity of the "trafficking" phenomenon in the various parts of the country.

Therefore, it is first and foremost necessary to consolidate the resources dedicated to the National Anti-Trafficking Fund and gradually adjust them in relation to the evolution of the phenomenon, with the methods that will be defined by the Political-institutional steering committee referred to below.

It will also be necessary to promote combined use in a complementary manner of other financial resources (EU, domestic and regional) to be able to ensure, in all areas concerned by the phenomenon of trafficking in human beings, the proper provision of services and essential minimum levels of assistance, protection and safeguarding of the rights of trafficked individuals.

In Italy, assistance and support activities are already carried out in favour of trafficking victims that are often complementary with programmes pursuant to art. 13 of Law 228/2003 and art. 18 of Legislative Decree 286/98 funded by local entities (Regions, Provinces, Municipalities), often using EU funds and carried out by them or by third sector organisations. Generally, these interventions aim to favour professional training, access to and stability in the labour market, as well as participation in social activities.

The optimisation and effectiveness of multi-level governance are therefore essential elements in the context examined by this plan. The complexity of the phenomenon and the specificity of the condition of the target considered require intervention models based on a multi-dimensional approach that involves different levels of responsibility and the creation of connected networks and mechanisms for interdisciplinary coordination. Both in terms of defining anti-trafficking strategies and policies, and in terms of intervention implementation, it is essential to involve a wide range of players with different roles and responsibilities and different levels of knowledge and experience in this area, also in order to qualitatively analyse the phenomenon and the transnational implications to be faced from a European perspective.

**Local governance is enacted with active democracy processes and is based on the integration of two distinct roles: that of policy-making (governance) and that of managing and providing services (operating and administrative structures).** It is necessary to integrate the various levels of planning and implementation that work to combat the phenomenon of trafficking in human beings and which still do not appear to be integrated enough:

- the **national level** represented by the Department for Equal Opportunities of the Prime Minister's Office, through the funds pursuant to art. 13 of Law 228/2003 and art. 18 of Legislative Decree 286/98, funds the national system of interventions to aid victims of trafficking and severe exploitation, while through a central system of coordination and

through the National Toll-Free Anti-Trafficking Number, it collects data on the phenomenon, constantly monitors individuals accepted into the programme and intervention outcomes, carries out cost controls, conducts oversight with respect to possible institutional re-victimisation processes, trains system operators and develops analyses and reporting. When appropriately planned, these resources may be combined with other EU and domestic resources allocated for that purpose.

- the **regional level** represented by:
  - a) the local Departments responsible for dealing with the phenomenon of trafficking (mostly local Departments for welfare and social policies as well as Departments of labour and/or culture);
  - b) the Authorities responsible for managing the ESF (usually within the local Departments of labour and training);
- the **local level** which, also through area Social Plans and the presence of specific local players, plays an active role in the implementation of actions to support trafficking victims.

**To guarantee greater integration amongst the various levels, we can redefine:**

- the **national level** in which:
  - the Department for Equal Opportunities works with the Ministry of the Interior and the other competent ministries in order to promote and strengthen the integrated system of interventions for preventing and combating the phenomenon and protecting victims, with particular attention paid to the link between the system of protection for those seeking/receiving international protection and the trafficking victim protection system, pursuant to article 10 of Legislative Decree no. 24/2014 and art. 17 of Legislative Decree 142/2015 and taking into account the significant growth in cases of trafficking and severe exploitation within flows of asylum seekers;
- the **regional level** represented by:
  - the local Departments of health and welfare which, through funding and regulatory adjustments, work to ensure that activities of emergence and of contact with populations at risk of trafficking and severe exploitation (systemic preparatory actions for the system of interventions to aid trafficking victims) are implemented within local policies aimed at prevention and the protection of health, combating exploitation and trafficking in human beings, and recognition at the legal and administrative level of victims of trafficking and severe exploitation present in the local area and the opportunity to access all health, social/welfare, assistance and integration measures established for vulnerable groups;
  - the local Departments of labour and training which, through the management of the ESF, ensure that measures for training and to support work access and stability also envisage as beneficiaries victims of trafficking and severe exploitation included in the programmes, or establish training processes at the operational/bureaucratic and administrative level with methods of access, implementation timing, methodologies and techniques that meet the needs and requirements of foreign nationals who have migrated due to processes of victimisation and exploitation, and not the requirements of training and job placement agencies and professionals;
- the **local level** which:

- by placing the management of the **intake process** through the **single programme of emergence, assistance and social integration** under the responsibility of the local Social Services and/or private parties affiliated with them (registered in the dedicated section II of the register of Associations and Entities that carry out activities in favour of immigrants, as set forth in article 52, paragraph 1, of the Regulation implementing the Consolidated Law on Immigration, Presidential Decree of 18 October 2004, no. 334), and by monitoring and assessing all actions in support of trafficking victims, also through area Social Plans and the presence of specific local players, plays an active role in the local implementation of health and social/welfare policies intended for vulnerable groups;
- through the local monitoring of the phenomenon carried out by the Prefectures, with the support of Law Enforcement, contributes to providing direct input to the Department for Equal Opportunities database.

**Therefore, a multidisciplinary and integrated/network approach is essential, as well as partnerships between the various players, both institutional and private social entities.**

It therefore appears to be necessary to **establish a political/institutional Steering Committee within the Prime Minister's Office, Department for Equal Opportunities, with no new or greater expense borne by the government, presided over by the reference political authority on this matter, consisting of representatives of the Central Administrations, representatives of the Regions and representatives of the local entities designated during the State-City Conference.**

**The Steering Committee will be established within 30 days of the approval of this Plan during the Unified Conference meeting.**

**During Steering Committee meetings, discussions are held to define the programming and funding policies of interventions for combating trafficking and severe exploitation, particularly with regard to:**

- **identifying requirements;**
- **defining methods for funding the national system for combating trafficking.**

The Steering Committee should favour the activation of a series of fruitful processes, within which it is appropriate to highlight:

- the necessary **transition from a phase of experimentation to a phase characterised by an integrated system of policies and services** in which the overall set of sector interventions can be improved;
- the actual **activation of all project activities** that can be deployed at the individual geographical area level;
- **the strengthening and systematisation of the wealth of networks** already created within the individual geographical areas, while favouring **strong interaction at local level amongst the various institutional levels and the parties concerned by this phenomenon;**
- **the involvement** of players that generally do not play a role within the "anti-trafficking" sector, such as - for example - companies, organisations of employers, employment agencies, consumers' associations and the media (local and/or national radio, newspapers and TV channels) to provide an important contribution to

- identifying and protecting victims, in particular with reference to social/work inclusion activities, as well as to preventing and combating crime;
- better and more **effective coordination between the various projects active in regional areas**, also favouring optimisation in terms of resources and not duplicating efforts;
  - **the adoption of national policies for preventing** and combating trafficking which are standard across all regional areas and the adoption of a national policy coordination project/programme/action;
  - the study and in-depth investigation of the most significant legal issues for the protection of trafficking victims, also in order to develop legislative amendment or ministerial circular proposals;
  - monitoring conventions on trafficking, to map the development cooperation and international cooperation interventions carried out by the various ministries.

In relation to policies and guidelines, **the Steering Committee may be supported with proposals and in-depth investigations from the third sector and union organisations for an essential dialogue with the territory and to establish a continuous and effective conversation between all parties concerned.**

For specific aspects, the Health Commission will be brought in regarding aspects relating to the protection and health of women and, in particular, victims of genital mutilation and the education of social/welfare personnel, and the Labour Commission will be involved with regard to the identification of interventions and the resources to be allocated to work placement.

In addition, the **Steering Committee must meet with the scientific and academic community** to receive information, during the Plan's reference period, relating to possible changes in the phenomenon, evolutions and modifications, with that dialogue considered to be an **early warning system** which is capable of impacting decisions made for subsequent policies.

It should also have a strong **link with all national and regional coordination panels**, or the regional panels established or to be established in accordance with what is set forth in the Plan of the State-Regions Conference of 10 July 2014, which are established for various reasons and on adjoining topics.

The Steering Committee must favour a synergistic effect in terms of policy in relation to the planning of interventions and in terms of funding, with the possibility to use the various funds available in an integrated manner.

**It is therefore appropriate to establish an integrated Department for Equal Opportunities/other national Administrations/Regions intervention, in which the various funds contribute, based on their nature, management responsibilities and reference geographical area, towards funding specific areas of intervention.**

**It is therefore necessary for the Steering Committee to be linked not only with the players (legal, health, social, labour, etc.) operating at various levels locally, but also with those that may access diversified funding within the Regional administrations themselves, first and foremost ESF and ERDF.**

The specificity of the phenomenon of trafficking in human beings requires the capacity to contemplate **competitive strategies and cooperative strategies**, to best leverage all

resources available and create important local synergies by taking a network approach.

From this perspective, **the capacity to promote public/third sector private partnerships** takes on strategic value, by focusing on the centrality of the local dimension as a privileged area for understanding needs, helping to plan solutions and rearranging resources.

The management of the partnership process has to do with how the various parties involved in the collaboration coordinate with each other. The effectiveness of this action is undoubtedly indicative of the extent of the future success and sustainability of the projects carried out. Public-private partnerships are surely a tool which, better than others, can enable different parties to share resources and skills to contribute locally to reaching ambitious objectives, such as those linked to the development of a local area with a view to combating the phenomenon of trafficking in human beings.

The success of the public-private partnership is linked to the added value that it provides to traditional systems of social, institutional and market interaction, deriving from the sharing of skills, actions, economic resources and innovative solutions that this type of relationship has already achieved in the activities carried out from 2000 to date, and from the advantages already standardised for all players involved. For the Public Administration, there are surely advantages relating to more "links" with the networks already present locally, and for the private third sector there are advantages in terms of greater opportunities to support the cause and interplay with other organisational models.



## **THE FOUR Ps: PREVENTION, PROSECUTION, PROTECTION, PARTNERSHIP**

### **I. PREVENTION**

The prevention of human trafficking encompasses various strategies and activities based on detailed and multidisciplinary knowledge with the primary objective of reducing the original causes of the phenomenon and limiting the potential negative effects on people and society in the countries of origin, transit and destination.

Approaches to preventing trafficking may take various forms and include a range of different actions. In addition to preventive activities carried out by Law Enforcement and the judiciary, there are those regarding awareness-raising, training, research, administrative controls and trafficking push and pull factors.

In Italy, this area of intervention has not been developed as much as that of social protection systems. Indeed, over the years, few prevention measures have been taken at national level, while at local level many prevention activities have been carried out, but - in the majority of the cases - they are limited with respect to the target groups to which they are addressed (sexually exploited trafficking victims, clients, local population, small number of anti-trafficking players), the instruments used (hard-copy informational materials, posters, radio advertisements, occasional training modules, sporadic public meetings), the period of implementation and the resources used.

It appears to be necessary to draw a clear distinction between *prevention* and *information* activities which oftentimes are considered to be the same thing. Indeed, the two activities have different objectives and use distinct methodologies. Information is meant to spread news on a given phenomenon to broad portions of the population, using neutral and scientific language via selected types of media (TV ads, radio jingles, posters, road signs, flyers, online banners and dedicated websites). The effectiveness of informational prevention activities is limited because, although they contribute to increasing the level of individual awareness of a given phenomenon, they do not necessarily change individual conduct. To change conduct, it is necessary to enter into a relationship with the population benefiting from the initiative.

It is necessary to proceed as soon as possible with **building a conceptual framework** which takes into consideration the different **levels of action, target groups and geographical areas**.

In Italy, immigration is a structural phenomenon and, in recent years, migrant communities have taken on an increasingly decisive role in society, due to which it may be useful to involve more representative Associations in communication campaigns and consult them, when deemed necessary, **to obtain useful information for policies intended to prevent trafficking**. As trafficking is a phenomenon that is also linked to immigration, it is often migrant communities themselves that are most aware of its trends, evolutions and the parties concerned. This widespread and horizontal knowledge is shared within the network with the structures combating trafficking at the institutional level. The involvement of the above-mentioned Associations can also help to strengthen the active participation of foreign nationals in social and civil life. In addition, this may have an effect of recognition and

gratification that can help to culturally stem the predominant role that criminal networks often play within communities of their own compatriots.

Communications on trafficking topics must therefore become continuous and an integral part of all interventions meant to combat exploitation. Especially on the labour front, where too often trafficking and exploitation are not identified as such, but tend to be subsumed within the general definition of unreported employment.

To this end, it is necessary to encourage relationships of collaboration/agreements with the world of business and/or with sector associations to strengthen and also leverage corporate social responsibility and to trace products to ensure ethical supply chains and ethical certification.

It is necessary to fully apply Law of 18 August 2015, no. 141, laying out provisions on social agriculture, which must allow for the launch of integration processes for immigrant workers, within which network actions and the dissemination of different existing experiences should be undertaken.

It is also important to establish information and awareness-raising measures to be carried out with migrant communities and, with reference to airport workers, with regard to the possibility that airports may be locations of transit of victims brought to Italy or clients who go abroad for sexual tourism or "healthcare" - in the case of transplants of organs obtained from trafficking for the purpose of organ harvesting.

Transnational governance of policies for preventing and combating the phenomenon of trafficking and labour exploitation is also necessary. It is necessary to strengthen and promote the collaboration of the Italian government with international bodies with responsibilities regarding trafficking and severe labour exploitation and with the European or non-EU countries concerned by the above-mentioned criminal phenomena. The action is meant in particular to favour the development of shared policies and interventions at transnational level for the protection and social/work integration of victims, including in relation to the topic of voluntary repatriation and social inclusion/job placement in the country of origin.

<b>TABLE 1</b>	
<b>Area</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Improving knowledge of the phenomenon and the spreading of that knowledge</b>
<b>Description</b>	<p>Prevention must include specific joint training of all sector operators, public and private social workers, Law Enforcement, the judiciary and local police, with particular attention devoted to increasing the involvement of labour and local health authority inspectors. These activities must be carried out locally to generate real, operational results, with the transfer of practices and information to the central level (with a view to creating a veritable National Referral Mechanism (NRM) system). The topic of joint and continuous training of all sector operators is central within a strategy aimed at the emergence of this phenomenon.</p> <p>Joint training and the deployment of a range of professional skills make it possible to construct common sensibilities, shared language and effective reporting and referral tools.</p>
<b>Actions</b>	<p>- promotion of training events meant to fulfil the obligations introduced by art. 5 of Legislative Decree 24/2014 aimed, as set forth by recital 25 of the European directive, at Law Enforcement, including those responsible for border control, immigration service officials in Police Headquarters and Prefectures, judiciaries, labour inspectors, for Ministry of Foreign Affairs and International Cooperation personnel within prepostings, union organisations, social workers and assistants, particularly with reference to the personnel of public entities and private social entities that work to support victims of trafficking and severe exploitation, healthcare and consular personnel, reception network personnel (reception centres, immigrant removal centres, temporary facilities, projects of SPRAR - Systems for the protection of asylum seekers and refugees), members of the Territorial Commissions for the recognition of international protection, public officials associated with the local entity such as social assistants and registry office personnel. Priority importance must be placed on the training of Law Enforcement who in the majority of cases make the initial contact with trafficking victims and therefore play a crucial role in identifying them. As regards local entities, the training of local police is fundamental (as they are closer to the community and citizens, especially in suburban and rural areas). The training modules must be organised so as to require the simultaneous involvement of a range of professional roles, using a multidisciplinary methodology meant to provide users with various points of view in contact with trafficking victims, based on a gender-specific approach. This training must be directed, in particular, towards:</p> <ul style="list-style-type: none"> <li>• knowledge of general principles laid out by international,</li> </ul>

	<p>European and national regulations relating to the protection of trafficking victims, including provisions relating to international protection that may be afforded in certain cases to people from third countries who have been victims of trafficking or are at risk of trafficking;</p> <ul style="list-style-type: none"> <li>• the exchange and promotion of best practices in terms of the proper interpretation and application of regulations in force to protect trafficking victims, particularly with reference to the right to apply for a residence permit for humanitarian reasons and the obligation of guaranteeing access to emergence and assistance programmes pursuant to art. 18 of Legislative Decree 286/98, also to those who it is reasonable to assume have been victims of situations of severe exploitation or trafficking;</li> <li>• the assisted voluntary return of immigrants;</li> <li>• the implementation of the capacity to know how to identify potential victims.</li> </ul> <ul style="list-style-type: none"> <li>- <i>ex-ante</i>, <i>in-itinere</i> and <i>ex-post</i> assessment activities on the training carried out, to guarantee its effectiveness and continuous improvement;</li> <li>- awareness-raising projects for responsible and knowledgeable tourism, in order to reduce demand for trafficking victims for the purpose of sexual exploitation, to be carried out in Italy as well as in the countries of origin, in concert with the Ministry of Foreign Affairs and International Cooperation, the OECD and the UN, as well as the NGOs that work in Italian Cooperation;</li> <li>- awareness-raising projects on the matter of severe labour exploitation to be carried out, also in concert with the ILO, in countries of origin and of transit;</li> <li>- joint training activities amongst operators of anti-trafficking systems, operators of the international protection system and systems for unaccompanied minors, to define procedures and partnerships to identify trafficking victims and methods for interaction amongst the respective systems;</li> <li>- research on the reduction of demand for the services provided by the victims of trafficking in human beings;</li> <li>- developing social research and promoting the circulation of updated information;</li> <li>- establishing structured mechanisms for coordination with the Ministry of Education, University and Research, which should contribute towards improving didactic initiatives (curricular and/or extracurricular) regarding the matter of trafficking in its various interconnections with topics of gender violence, migratory phenomena, transnational organised crime, forms of modern slavery, the repeated violation of human rights, gender education, Development Education and Global Citizenship Education. Intercultural education and education regarding legality should be an integral part of educational courses;</li> <li>- actions for integrated cooperation with the private sector for</li> </ul>
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	<p>the implementation of interventions meant to raise awareness on the use of forced labour, including with the introduction of the ethical certification label;</p> <ul style="list-style-type: none"> <li>- single system for gathering and publishing data;</li> <li>- research on groups at high risk of trafficking and on the phenomenon of re-trafficking;</li> <li>- research on victim recruitment online and through social networks;</li> <li>- studies and research on the phenomenon of trafficking in Italy, on aspects of gender, its evolutions and factors of risk and vulnerability which facilitate the various forms of trafficking;</li> <li>- research on the reinforcement of fair recruitment to prevent human trafficking and the reduction of costs as regards migration for work purposes;</li> <li>- research to better understand the role of organised crime and corruption in trafficking linked to the various forms of exploitation;</li> <li>- systematic intervention monitoring activities (victims assisted, types of services offered, projects funded, etc.) and follow-ups on the conditions of people that have participated in protection programmes;</li> <li>- specific training projects on the evolution of trafficking and all related phenomena, with specific attention placed on issues of gender, establishing ad hoc training modules on trafficking for the sexual exploitation and labour exploitation, including domestic, of women and minors;</li> <li>- actions to boost awareness-raising and knowledge of the phenomenon in which individuals, although they may hold regular residence permits or be EU citizens, are victims of situations of severe exploitation;</li> <li>- awareness-raising initiatives for public prosecutors that handle trafficking, based on the centrality of victim's rights</li> </ul>
<p><b>Institutional parties involved</b></p>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Labour and Social Policies (Provincial Labour Offices and Carabinieri Labour Inspectorate Office - NIL)</b>  <b>Tax Police</b>  <b>Ministry of Education, University and Research</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice Ministry of Health</b>  <b>Ministry of agricultural, food and forestry policies</b>  <b>Ministry of foreign affairs and international cooperation</b>  <b>International organisations with specific responsibilities on the matter</b>  <b>Regions - Provinces – Municipalities</b></p>
<p><b>Non-institutional parties involved</b></p>	<p><b>Associations/NGOs/Entities/Institutions/Groups active in the sector/Unions/Tourism Operators, National Association of Italian Municipalities (ANCI), Quality agricultural labour network</b></p>

<b>TABLE 2</b>	
<b>Area</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Prevention and action in the countries of origin</b>
<b>Description</b>	<p>As regards prevention in the countries of origin, a range of interventions have been funded, primarily by the Ministry of Foreign Affairs and International Cooperation. The main beneficiaries of the projects, carried out in Central America, Asia and Africa, have especially been minors and women. However, it must be pointed out that there is little information on these interventions in Italy and almost no connection between anti-trafficking agencies in the countries of origin and those in Italy. As a result, the sharing of knowledge, methodologies and working languages is not favoured. In the countries of origin of people at risk of trafficking, information must be continuous and targeted at specific groups in coordination with the International Cooperation segment.</p>
<b>Actions</b>	<ul style="list-style-type: none"> <li>- orientation and support services for legal and illegal migrant labour (within and outside the EU) (information on regulations regarding entry for work reasons, on regulations protecting migrant and worker rights), with particular attention devoted to female labour;</li> <li>- programmes supporting the effective and efficient meeting between migrant labour demand and supply, with particular attention dedicated to female labour in domestic environments;</li> <li>- programmes supporting the capacities of social and employment orientation services to create concrete alternatives to migration, with particular attention paid to the needs of adolescents and women;</li> <li>- international initiatives meant to promote the ethical recruitment of migrant workers thanks to a voluntary certification process (Fair Recruitment Initiatives of the ILO and the UNODC), in order to protect the rights of workers from abuse and fraudulent practices, in particular in the recruitment and placement phase, and to reduce the cost of migration for work purposes and instead enhance the positive effects for migrant workers and their families, as well as for the countries of origin and destination;</li> <li>- actions for information, training and education, as well as capacity building, lobbying and advocacy, given the multi-dimensional character of the push factors;</li> <li>- development of shared projects for the exchange of information and experiences between operators located in different countries, also through the promotion of mobility and study/training trips for staff of the various stakeholders involved;</li> <li>- promotion of shared policies and funding of programmes for the protection and social/work integration of victims;</li> <li>- information activities on immigration and procedures for remaining in Italy legally;</li> <li>- actions supporting legal emigration with specific agreements with the countries of origin of the groups most involved in this phenomenon;</li> <li>- establishing information/awareness-raising actions/programmes, particularly with regard to unaccompanied minors, with respect to</li> </ul>

	<p>the risks connected to travel, living conditions in host countries and the forms of exploitation in which they could be involved;</p> <p>- promotion of interventions in the countries of origin for awareness-raising and information, for institutional reinforcement, the improvement of living conditions, legislative drafting and support to victims and at-risk individuals.</p>
<b>Institutional parties involved</b>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Labour and Social Policies</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>National Antimafia Department/District Antimafia Department</b>  <b>Ministry of Health</b>  <b>Ministry of agricultural, food and forestry policies</b>  <b>Ministry of foreign affairs and international cooperation</b>  <b>Italian Embassies abroad</b>  <b>Embassies located in Italy of the countries of origin of trafficking victims</b>  <b>Regions - Provinces - Municipalities</b></p>
<b>Non-institutional parties involved</b>	<p><b>Associations/NGOs/Entities/Institutions/Groups active in the sector/Unions, Quality agricultural labour network</b></p>

<b>TABLE 3</b>	
<b>Area</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Prevention and action in the countries of destination</b>
<b>Actions</b>	<ul style="list-style-type: none"> <li>- optimising the commitment of all parties concerned by the phenomenon, through the targeted action of Prefectures as part of the coordination activities they carry out locally;</li> <li>- always promoting increasingly effective measures that enable the meeting between migrant labour demand and supply and interventions to combat illegal and underground labour;</li> <li>- supporting the provision of services meant to facilitate the meeting between demand and supply, accompanying families and domestic workers in their relationships;</li> <li>- raising local awareness with respect to the phenomenon, with actions aimed at associations of entrepreneurs, unions, citizens and the most vulnerable groups, including minors, with the use of adequate language by means of informational campaigns and local educational activities;</li> <li>- supporting the activities of unions meant to promote the protection of the health and working conditions of workers employed in the domestic sector;</li> <li>- specialised training interventions for Law Enforcement, judiciaries, social assistants, social workers, labour inspectors, operators involved in the asylum system and all operators dealing with the phenomenon firsthand, also pursuant to art. 5 - Training obligations - Legislative Decree 24/2014;</li> <li>- qualifying treatment work, promoting training courses for families and for workers;</li> <li>- awareness-raising campaigns regarding the phenomenon of trafficking, safety, rights and duties with seasonal workers in rural areas;</li> <li>- national dissemination of information concerning labour rights, social rights, victims' rights and migrants' rights;</li> <li>- actions meant to boost the awareness of recruiters, private employment agencies and public and private sector employers on due diligence and best practices to eliminate abusive and fraudulent forms of recruitment;</li> <li>- cooperation actions integrated with the private sector for the realisation of interventions meant to raise awareness on the use of forced labour, also including the registration of companies that adopt policies based on corporate social responsibility and that respect ethical certification rules, also promoting the development of an incentive system;</li> <li>- governance of relations with the Embassies of the countries of origin in relation to procedures for the issue or renewal of the passports and documentation needed by victim reception facilities in order to facilitate procedures for issuing or renewing victims' passports, which are often seized by traffickers and used as a tool of coercion against victims;</li> <li>- training of national health care system personnel on trafficking and severe labour exploitation and domestic servitude;</li> </ul>



	- establishing preferential channels for completing ordinary administrative procedures, limited to projects, managed by the Public Administration, aimed at the integration of citizens within the European Union
<b>Institutional parties involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Labour and Social Policies</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>Ministry of Health</b> <b>Ministry of agricultural, food and forestry policies</b> <b>Ministry of foreign affairs and international cooperation</b> <b>Embassies located in Italy of the countries of origin of trafficking victims</b> <b>International organisations with specific responsibilities on the matter</b> <b>Regions - Provinces - Municipalities</b>
<b>Non-institutional parties involved</b>	<b>Associations/NGOs/Entities/Institutions/Groups active in the sector/Consumer associations/Unions/Private employment agencies/National Association of Italian Municipalities (ANCI),</b> <b>Quality agricultural labour network</b>

<b>TABLE 4</b>	
<b>Area</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Communication and awareness-raising activities</b>
<b>Description</b>	<p>Immigration is a structural phenomenon and, in recent years, migrant communities have taken on an increasingly decisive role in society, due to which it may be useful to involve Associations that are more representative of those communities in communication campaigns and consult them, when deemed necessary, to obtain useful information for policies intended to prevent trafficking. This direct involvement of migrant communities can also help to strengthen the active participation of foreign nationals in social and civil life. And it is just as important to provide for information and awareness-raising campaigns addressed at the general public to overcome stereotypes and promote the values of legality, as well as in schools, to encourage the involvement of students and teachers alike.</p> <p>As a general approach, it is important to present and discuss a gender-specific perspective in information and awareness-raising campaigns. Anti-trafficking campaigns have enormous potential to convey accurate information to women, men and their communities. However, if these campaigns are carried out in an ineffective or unethical manner, they may also transform into means which either overtly or subtly reinforce gender stereotypes and a perception of women, their capacities and their role that is fully rooted in these stereotypes.</p>
<b>Actions</b>	<ul style="list-style-type: none"> <li>- actions conducted in the reference communities through integrated educational and local participation strategies supporting information, awareness-raising, educational activities and training for the activation of social change agents;</li> <li>- actions aimed at institutions, organisations and individuals capable of replicating the content of the campaign, disseminating correct information on the topic and triggering cultural change processes, resulting in a de facto improvement of the campaign's impact and sustainability;</li> <li>- trafficking information campaigns, taking care to take a gender-specific approach that does not further propagate stereotypes, to be focused on the connections between gender discrimination and its impact on the lives of women, their experiences and the risks of trafficking, to be focused on those structural changes that could change models of inequality and reduce the risks of trafficking;</li> <li>- cross-media and multi-language campaigns providing information about and promoting the toll-free anti-trafficking number and the system of interventions to aid victims;</li> <li>- structured information campaigns to listen to the stories of how trafficking actually occurs, told by women coming from a range of environments, who have very different desires, values, expectations and life histories;</li> <li>- dual-purpose information and awareness-raising measures to be carried out for example in airports and with airport workers who work on the ground and on flights (with regard to the possibility that</li> </ul>

	<p>airports may be locations of transit of victims brought to Italy or clients who go abroad for sexual tourism or "healthcare" - in the case of transplants of organs obtained from trafficking for the purpose of organ harvesting);</p> <ul style="list-style-type: none"> <li>- actions to raise the awareness of minors regarding the phenomenon and the associated risks, through a participatory approach and methodology;</li> <li>- awareness-raising actions in primary and secondary schools as well as universities to ensure that young people, especially males, are attentive to the problem of the social model in which relations between the sexes are seen;</li> <li>- training of journalists</li> </ul>
<b>Institutional parties involved</b>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Labour and Social Policies</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>Ministry of Health</b>  <b>Ministry of agricultural, food and forestry policies</b>  <b>Ministry of foreign affairs and international cooperation</b>  <b>Ministry of Education, University and Research</b></p> <p>Regional parties and the Toll-Free Anti-Trafficking Number are considered privileged channels.</p>
<b>Non-institutional parties involved</b>	<b>Associations/NGOs/Entities/Institutions/Unions/Groups active in the sector/Association of journalists, Universities</b>

<b>TABLE 5</b>	
<b>Area</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Administrative controls</b>
<b>Description</b>	<p>Administrative control measures are fundamental preventive tools to be used beforehand, at the border and within the country. The ability to check travel, residency and work documents as well as the skills for proactively monitoring legal and illegal recruitment practices and workplaces are decisive in identifying presumed and potential victims and the vulnerable sectors in which exploitation may take place. Particular attention must be paid to demand and the effects that migration and labour policies may have in increasing the level of migrant vulnerability and, as a result, their involvement in trafficking and exploitation rings.</p> <p>Indeed, a lack of legal migration opportunities, in light of the great demand for flexible workers and economic services in the countries of destination, as well as the corresponding supply of low-cost labour and services, may be causes for trafficking. These issues should also be faced within the scope of a preventive approach. (European Commission, op. cit.)</p> <p>The current risk is that trafficking for the purpose of labour exploitation may become a structural component of certain production sectors, with organised criminal groups that are increasingly prone to exploiting the social vulnerability of workers, especially migrant workers.</p> <p>The different aspects of labour supervisory activities and social legislation are entrusted not only to the inspection personnel of the Ministry of Labour and Social Policies, but also to the Carabinieri Unit for the Protection of Labour, the Tax Police, which carries out highly important prevention and repression actions to combat the exploitation of "under the table" and illegal labour, the inspection personnel of the Social security and insurance entities and the inspection personnel of the local health authorities. A significant means for combating labour exploitation is the law dedicated to combating the phenomenon of the gangmaster system, which is meant to guarantee greater effectiveness in combating the phenomenon in the criminal law system, with particular attention dedicated to the unlawful accumulation of wealth by those who exploit workers.</p>

<p><b>Actions</b></p>	<ul style="list-style-type: none"> <li>- to improve identification, not only through the rapid identification mechanisms pursuant to the subsequent table 2 of the "Victim protection and assistance" area, in order to protect victims exploited in economic sectors, it is necessary to expand the multidisciplinary approach and create partnerships to ensure, in collaboration with Law Enforcement and the investigating Judiciary, the active participation of NGOs, labour inspectors, unions and migrants' rights organisations. In this regard, the capacity of operators to take basic measures to properly approach the potential victim who has difficulty perceiving him or herself as such or often refuses to do so, is of utmost importance. Integrated identification work is therefore a priority. Supervisory activities must be coordinated centrally <b>through the National Labour Inspectorate</b>. To support workers in all of these categories, it is necessary to adopt a text created within the project "<i>Transnational and cross-sector action to combat trafficking for the purpose of severe labour exploitation. Victim identification and assistance - FREED</i>", co-funded by the European Commission - DG Justice, Freedom and Security, as part of the "Preventing and combating crime" programme - Action Grants 2007, with the participation of the Department for Equal Opportunities and the Ministry of labour and social policies (<b>Annex 3</b>);</li> <li>- reinforcement, also in operational practice, of the granting of a period of reflection for the victim, of up to 3 months, during which time she is given the right to decide on the procedure she intends to follow in a possible project of social integration, following the twin-track logic (provision contained in European directives 2004/81 and 2011/36 - law in force in our legal system);</li> <li>- adequate training for operators, which is necessarily integrated and multi-professional, to enable each operator to understand the prerogatives and specific characteristics of the other professional figures, so as to act with awareness and in synergy;</li> <li>- stable network-based activities, so that connected procedures may be activated in the case of contact, in the various areas, with potential trafficking victims. In Italy, some best practices have been put into place and formalised with permanent procedures shared by the entities concerned, which have acted as an international example as well. The method to be pursued is that of multi-agency cooperation, which is the translation into practice of international regulatory requirements:</li> <li>- in the sector of labour, including domestic labour, exploitation, a radical cultural change is required for all inspectors and judicial institutions, which must undertake emergence and prosecution actions regarding very serious crimes against human rights alongside their traditional formal and administrative activities.</li> </ul>
<p><b>Institutional parties involved</b></p>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Labour and Social Policies (Provincial Labour Offices and Carabinieri Labour Inspectorate Office - NIL)</b>  <b>Tax Police</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>Ministry of Health</b></p>

	<b>Ministry of agricultural, food and forestry policies</b> <b>Regions - Provinces - Municipalities</b>
<b>Non-institutional parties involved</b>	<b>Associations/NGOs/Entities/Institutions/Groups active in the sector/Unions/National Association of Italian Municipalities (ANCI), Quality agricultural labour network</b>

## **2. CRIMINAL ACTION**

With respect to the role of Law Enforcement and the judiciary, the application of art. 18 of Legislative Decree 286/98 represents an important tool for victim protection and, if applicable, the prosecution of traffickers.

Law Enforcement and the Judicial Authority are on the front line of facing the phenomenon of trafficking, and have increasingly targeted and specialised knowledge about the now transnational dimension of the criminal networks that manage this business. They represent an essential and valuable means for combating human trafficking, properly and rapidly identifying a potential trafficking victim and correctly defining the problem at national level.

It is fundamental to establish a link and coordination between ordinary public prosecutors and the district anti-mafia departments to identify the connection between all forms of labour and sexual exploitation, smuggling and trafficking. The professional skill of the Public Prosecutors running these investigations must be increased and specialised, when possible, especially in ordinary public prosecutor offices, also since the types of proceedings in this area are very different depending on the type of ethnic group taken into consideration.

**The School for the Judiciary plays a fundamental role in training judges on this matter.**

<b>TABLE 1</b>	
<b>Area</b>	<b>CRIMINAL ACTION</b>
<b>Title</b>	<b>Strengthening judicial cooperation in a multi-agency approach</b>
<b>Description</b>	<p>From a system intervention perspective, Legislative Decree of 4 March 2014 no. 24 in implementation of European Directive 2011/36/EU contains, according to the integrated approach proposed by the European directive, criminal laws aimed at improving the system of combating human trafficking, along with other laws meant to promote victim protection.</p> <p>Therefore, with the most recent updates made to arts. 600 and 601 of the Criminal Code, Italian legislation has been adjusted to deal with the repressive aspect, i.e., linked to combating traffickers, even if it is unable, for obvious reasons, to keep up with real changes in the phenomenon in due time.</p> <p>In the years following the signing of the Palermo Convention and Protocols, the production of International acts on fighting organised transnational crime, and particularly trafficking, has expanded considerably and gone into increasing detail. The EU has intervened with many Resolutions containing repressive measures as well as provisions for victim protection.</p> <p>As is well known, art. 18 of the Consolidated Law on foreign nationals is a unique model within the European legislative panorama. The intervention of private social entities is particularly useful, including in terms of combating traffickers: only if the victim is able to have faith in the investigating authorities (Law Enforcement or Public Prosecutors) may a process of collaboration begin with the Justice system.</p> <p>For this purpose, in recent years the National Antimafia Department has prepared a Memorandum of Understanding, sent to all General Public Prosecutors, to handle the establishment of a best practice, i.e., that of creating dialogue in the pre-investigatory phase between the "public" and the "private" realms, i.e., investigators and NGOs present locally, deeming that it is more useful for the first contact with the victim to be handled by an adequately prepared and competent private party rather than the public authority, against which the victim may demonstrate hostility.</p>
<b>Actions</b>	<ul style="list-style-type: none"> <li>- adopting shared procedures and strengthening multi-agency cooperation (e.g., coordination between labour inspectors in their criminal investigation functions, the ordinary Public Prosecutors and the District Antimafia Departments to identify the connection between smuggling, the exploitation of prostitution and trafficking);</li> <li>- renewing the Memorandum of Understanding prepared by the National Antimafia Department and strengthening actions with a view to spreading best practices,</li> <li>- providing for the promotion and preparation of multi-agency memoranda of understanding (with other judicial authorities, institutional parties, entities and volunteer associations that operate in the gender violence sector). The fundamental objective is that of victim identification, assistance and protection (the judiciary is on</li> </ul>



	<p>the front line of proposing new models, including organisational, capable of dealing with changes, as laid out by the Supreme Council of the Judiciary with its specific resolution on the topic of gender violence dated 8 July 2009);</p> <ul style="list-style-type: none"> <li>- proactive financial investigations in cases of trafficking and cooperation with EU agencies (Europol and Interpol);</li> <li>- shared investigation teams;</li> <li>- increasing cooperation between Law Enforcement and judicial and cross-border authorities;</li> <li>- bilateral cooperation agreements with the countries of victim transit and origin, also with a view to joint training on the topic of exploitation and trafficking</li> </ul>
<b>Institutional parties involved</b>	<p><b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>National Antimafia Department/District Antimafia Department</b>  <b>Ministry of foreign affairs and international cooperation</b>  <b>Ministry of Health</b>  <b>Ministry of Labour and Social Policies (Provincial Labour Offices and Carabinieri Unit for the Protection of Labour)</b>  <b>Regions - Provinces - Municipalities</b></p>
<b>Non-institutional parties involved</b>	<p><b>Associations/NGOs/Entities/Institutions/Groups active in the sector</b></p>

<b>TABLE 2</b>	
<b>Area</b>	<b>CRIMINAL ACTION</b>
<b>Title</b>	<b>Adaptation of national and international regulations</b>
<b>Description</b>	It is necessary to monitor the evolution of the methods whereby the situations laid out by the Palermo Protocols take place, to promptly adjust the norms of criminal and procedural law. It is also necessary to adjust those norms to UN and EU international acts and monitor the outcome of international letters rogatory, entering into government agreements with the States involved in this matter; an efficient statistical reporting system should also be created that makes it possible to understand the outcome of processes.
<b>Actions</b>	<ul style="list-style-type: none"> <li>- constant research and monitoring activities regarding the concrete methods whereby criminal conduct takes place, in order to identify the issues and actions meant to guarantee the consistency of the regulatory response to the evolution of the transnational phenomenon and the timeliness of any adjustments;</li> <li>- suitable criminal proceeding statistical reporting system</li> </ul>
<b>Institutional parties involved</b>	<b>Ministry of the Interior Ministry of Justice Ministry of foreign affairs and international cooperation National Antimafia Department/District Antimafia Department</b>
<b>Non-institutional parties involved</b>	<b>Contact people of the Associations with expertise in Law</b>

### 3. TRAFFICKED INDIVIDUAL PROTECTION AND ASSISTANCE

Activities around emergence, reporting and the referral to protection services of victims of trafficking and severe exploitation constitute the unique aspect and the strength of the Italian model in support of trafficking victims.

**Proactive activities are understood as all interventions involving contact with at-risk populations, with the goal of identifying and allowing for the emergence of victims of trafficking and severe exploitation.**

They favour the removal of victims from situations of exploitation and forced prostitution by offering spaces for contact, counselling and reception (street units, support windows, family advice bureau, other low-threshold services, emergency room).

The data confirm that, although data collection methods are not uniform and the data circulated are often unofficial in nature, **Italy is the country with the greatest emergence of victims of trafficking and severe exploitation in Europe.**

This is surely due to the **excellent investigation capacity** deployed by Law Enforcement and their proactive cooperation with victim protection and safeguarding services. But the peculiarity of this operational front regards the fact that in **Italy social action through proactive emergence activities is highly present in places where the phenomenon of exploitation arises.**

In addition, in Italy a helpline carries out front office, advisory and information activities, and also acts as an interface between the reporting of potential victims and the local reception

networks pursuant to art. 13 of law 228/2003 and art. 18 of Legislative Decree 286/98 through the assessment of qualified acceptance reports and user referrals, as well as proactive victim emergence actions.

Over the years, all of these aspects, to different degrees depending on the geographical area, have contributed to improving knowledge of the phenomena as well as allowed for the in-the-field confirmation that where proactive multi-agency network actions are consolidated by the social realm and the police, both are facilitated in reaching their specific objectives as supporting potential victims benefits their investigation activities, and vice versa.

Based on the current regulatory framework, the measures to be adopted to favour the implementation of trafficking and severe exploitation victim protection must in the first place be drawn from the system in place today by virtue of the entry into force of Legislative Decree 24/2014 and also from the provisions of directive 2011/36 and the Convention of the Council of Europe, some of which have not been directly transposed into our domestic legal system, but are equally in force.

From this perspective, the measures meant to favour adequate and effective trafficking victim protection must be the following:

- **improving the emergence of the phenomenon and guaranteeing effective and coordinated response interventions** with activities therefore aimed at victim emergence, phenomena monitoring and the creation of reporting and referral systems that ensure a widespread presence throughout Italy, which are adjusted based on the impact these phenomena have on different areas of the country;
- also in order to fulfil the obligation laid out by art. 11, par. 4 of the European directive, **adequate mechanisms are defined for the rapid identification** of victims of human trafficking through the preparation of guidelines that specify trafficking "indicators" with respect to the various forms of exploitation, aimed at properly identifying victims, with the caveat that these elements must constitute mere reference parameters for operators, as they are not necessarily indicative of trafficking situations; particular attention must be paid to the concept of the "position of vulnerability" pursuant to art. 2, par. 2 of directive 2011/36;
- **the establishment of a National Referral Mechanism**, i.e., defining cooperation through which state actors fulfil their obligations to protect and promote the human rights of trafficking victims, coordinating efforts in a strategic partnership with civil society;
- **the updating of reception measures** pursuant to art. 18 of the Consolidated Law on Immigration and art. 13 of law 228/2003 so as to respond to changed phenomenologies and victim characteristics;
- **training according to the multi-agency method** aimed, *inter alia*, at raising the awareness of the different parties that may come into contact with potential trafficking victims and proper identification;
- **the adoption of specific guidelines relating to the fulfilment of the obligation to inform victims**, as imposed by art. 11 of the directive, if applicable, of the right to the issue of the residence permit pursuant to art. 18 of Legislative Decree 286/98 and the right to request international protection, to request emotional and psychological support from an association with proven experience in the sector (art. 609 *decies* of the Criminal Code, paragraph 3), to request free legal representation, also for compensation, to request methods of "protected hearings" pursuant to art. 498, paragraph 4 *ter* of the Code of Criminal Procedure, to request the obligation of the

presence of the childhood psychology or psychiatry expert during the interrogation conducted in the preliminary investigations phase by Law Enforcement and the judicial authority, pursuant to art. 392 of the Code of Criminal Procedure and during the collection of information by the criminal investigation department (art. 351), the public prosecutor (art. 362), the defence attorney (art. 391 *bis*) of the Code of Criminal Procedure and in all phases of the proceedings. **These guidelines, adopted by the Steering Committee, will also need to identify methods for achieving coordination between the systems of trafficking victim protection and international protection applicants, respectively, (in application of art. 10 of Legislative Decree 24/2014 and art. 17, par. 2 of Legislative Decree of 18 August 2015, no. 142 - Implementation of directive 2013/33/EU laying down standards for the reception of applicants for international protection, as well as directive 2013/32/EU, on common procedures for granting and withdrawing international protection) and with the unaccompanied minor reception system.**

<b>TABLE 1</b>	
<b>Area</b>	<b>TRAFFICKED INDIVIDUAL PROTECTION AND ASSISTANCE</b>
<b>Title</b>	<b>Improving the emergence of the phenomenon and guaranteeing effective and coordinated response interventions</b>
<b>Description</b>	<p>Activities aimed at victim emergence, phenomena monitoring and the creation of reporting and referral systems that ensure a widespread presence throughout Italy, which are adjusted based on the impact these phenomena have on different areas of the country, <b>require their own line of funding and a structure that transforms activity into service.</b></p> <p>This is the only way the local networks responsible for victim support interventions may implement activities in their own areas, including contact activities to provide information and orientation for at-risk targets, phenomena and case monitoring, acceptance of requests for aid, reporting and referral of victims to reception facilities in a continuous and professional manner without removing resources from reception services and emergency assistance and social integration, set forth under the single programme of emergence, assistance and social integration pursuant to art. 18, paragraph <i>3bis</i> of Legislative Decree of 25 July 1998, no. 286 (Consolidated law of regulations governing immigration and provisions on the status of foreign nationals).</p> <p>An important role is played by the street units already present in the Italian territory and the units for contact with victims of indoor exploitation, begging and all forms of severe exploitation, including in hybrid form, that are emerging and continuously evolving throughout the country.</p> <p>In this area of intervention, the toll-free anti-trafficking number, due to its multiple functions (victim emergence, phenomena monitoring, creation of reporting systems), plays a fundamental role for the structuring of a macro-area of intervention relating to proactive actions, and for the construction of a national anti-trafficking system. The toll-free number has the duty of strengthening and enhancing emergence activities but, especially, of integrating them within a single system for the entire country of reporting and referral of victims to reception projects. The toll-free number constitutes the culmination of a good deal of proactive activities aimed at trafficking and exploitation victim emergence, be they carried out by Law Enforcement or by private social entities.</p>
<b>Actions</b>	<ul style="list-style-type: none"> <li>- establishing a contact person at public prosecutor offices and police headquarters for the application of the single programme of emergence, assistance and social integration;</li> <li>- structuring the management of the acceptance of trafficking victims supported by the single programme of emergence, assistance and social integration within local social services and the private social entity implementing projects in the Provincial capital cities;</li> <li>- locally structuring street units with collaboration between social services, Private social entities promoting/implementing the single programme and the healthcare service;</li> <li>- specialised training activities for project network operators in the</li> </ul>

	system of interventions to aid victims of trafficking and severe exploitation and operators within the system for international protection applicants for the rapid identification of victims and to refer them to protection systems
<b>Institutional parties involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Labour and Social Policies</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>Ministry of Health</b> <b>Ministry of agricultural, food and forestry policies</b> <b>Regions - Provinces - Municipalities</b>
<b>Non-institutional parties involved</b>	<b>Associations/NGOs/Entities/Institutions/Unions/Groups active in the sector/National Association of Italian Municipalities (ANCI)</b>

<b>TABLE 2</b>	
<b>Area</b>	<b>TRAFFICKED INDIVIDUAL PROTECTION AND ASSISTANCE</b>
<b>Title</b>	<b>Rapid victim identification mechanisms</b>
<b>Description</b>	<p>The topic of identifying victims of trafficking and exploitation has always represented a crucial point within mechanisms for responding to the phenomenon put into place at national level which, with the passing of time and due to continuous evolutions in the phenomenon, has become increasingly problematic. This is because victims are no longer necessarily subject to brutal violence and/or coercion and they do not always lack possibilities of movement, as actions based on different forms of intimidation are adopted instead. As regards sexual exploitation for example, forms of negotiated prostitution or apparently less stringent exploitation, in which victims are given greater advantages and apparent forms of freedom of self-determination, are becoming increasingly common. This is why it is fundamental for the initial approach with the presumed victim to be correct, accurate and not exclusively formal. Operators are ostensibly being faced by an illegal migrant, an "under-the-table" worker or a person working in prostitution. It is necessary to distinguish between victims and illegal migrants, between phenomena of trafficking or smuggling (maintaining the phenomena of trafficking and smuggling very distinct, although with the difficulties connected to the frequent overlapping of the two phenomena) or simple independent illegal immigration. Identification is required and it may require time. However, already in the initial phase of approach it is possible for duly trained operators to gather certain revealing facts, which may lead to the discovery of the person's status as a trafficking victim. The methods and practices adopted in the phase of victim emergence and identification are decisive for enabling the highest number of trafficked people to access social protection programmes, and also influence individualised educational projects as well as procedural outcomes.</p> <p>Recently, the importance of the correct and early identification of trafficking victims as part of the international protection procedure has become evident, in that trafficking victims increasingly often access that procedure for various reasons; in that context, identification can take place at many moments: just after arrival in Italy, during the phase of registering the international protection application in the police headquarters, during reception (also of foreign unaccompanied minors), during the hearing by the Territorial Commission for the recognition of international protection, or even subsequently.</p> <p>Victim emergence and identification activities play a fundamental role due to the very nature of trafficking, which is characterised by its invisibility and capacity to be camouflaged within phenomena such as immigration, prostitution, begging, illegal labour and illegal economies, as well as due to the failure of many people involved in exploitation to recognise their true condition.</p> <p>The identification of appropriate rapid victim identification mechanisms focusing on lists of indicators differentiated by type of</p>

exploitation is of great help in emergence and identification activities. It should be highlighted that the "indicators", always considered overall, do not provide certainty that the person is a trafficking victim, but they do constitute helpful hints for those who first enter into contact with such people. Therefore, they should not be considered an infallible "check list", but rather a point of departure to be used to analyse the individual situation, in order to verify the status of continuous subjection and the condition of exploitation.

Indeed, the examination of the individual case must be supported by an analysis of the criminal and social context in which the victim has been found. Therefore, for the "indicators" to actually be useful, they must not only be adapted to the local reality, but they should also be continuously updated in parallel with the evolution of the phenomenon, taking into account the different factors linked to "demand" in the countries of destination and the issues underlying migration flows in the countries of origin.

More generally, it is necessary to favour interinstitutional collaboration initiatives and coordination between the Judicial Authority, Law Enforcement and the NGOs involved in the sector.

**The process of "identifying" victims is of fundamental importance for the subsequent in-depth investigations, the proper application of the protection measures established by law and, in certain cases, the launch of investigation activities.** In identification, particular attention must be devoted to the "position of vulnerability" of victims. **Position of vulnerability refers, according to Directive 2011/36 (art. 2, par. 2), to "a situation in which the person concerned has no real or acceptable alternative but to submit to the abuse involved".**

Through a multi-agency approach, operating practices must be developed beginning from an overall assessment of all elements in the possession of operators when they enter into contact with the presumed victim, using the above-mentioned "indicators" for that purpose.

This preliminary activity should be followed by an initial interview preferably to be carried out in the presence of social workers and a linguistic/cultural mediator to enable investigators to conduct an initial assessment of the reliability of the interviewee and obtain the necessary proof of what has been declared, and to enable the presumed victim to receive initial reception, also for the purpose of possible subsequent involvement in the protection and integration programmes of art. 18 of Legislative Decree 286/98, for the activities involved in issuing the residence permit for social protection or assisted repatriation.

In this context, specific attention must be devoted to the **topic of minors** and their accurate and timely identification, for both minor trafficking victims and unaccompanied minors. Both of these aspects are crucial to guarantee their effective access to the protection measures provided by our legal system.

With regard to the identification of trafficking victims within the asylum procedure, operating practices must be developed to favour an effective referral system between the Commissions and the entities



	responsible for trafficking victim protection and assistance.
<b>Actions</b>	<ul style="list-style-type: none"> <li>- to facilitate the emergence of trafficking and the consequential identification of victims, it is important for the locations of first contact (street units, police headquarters and Law Enforcement stations, airports and places of landing, counselling and social service centres, Reception centres) to have, or be able to easily reach, qualified and properly trained personnel capable of immediately establishing a relationship of trust with victims;</li> <li>- identifying and recognising in every local area the main places where possible victims may arrive/spend time/pass through, and on this basis intervening with qualified operators (for example, street unit, counselling centre teams) which, having a mandate and method of approach centred around personal rights/needs, can constantly monitor the phenomena and pinpoint actual needs;</li> <li>- identifying adequate mechanisms for rapid identification of human trafficking victims, also on the basis of the indications of <b>Annex 2 - "Guidelines for the definition of a mechanism for the rapid identification of victims of trafficking and severe exploitation"</b> an integral part of the Plan;</li> <li>- strengthening, also through protocols, interinstitutional collaboration and coordination between the Judicial Authority, Law Enforcement, NGOs and international bodies involved in the sector for the constant updating of indicators;</li> <li>- identifying within Law Enforcement, where not present, one or more points of contact for improved coordination with the players involved (for the national police force, the points of contact are identified as the Mobile Units for aspects relating to investigations and the Immigration Offices for administrative aspects connected to the status of foreign nationals in Italy and possibly the issue of the residence permit for social protection).</li> </ul>
<b>Institutional parties involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Labour and Social Policies</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>National Antimafia Department/District Antimafia Department</b> <b>Ministry of Health</b> <b>International organisations with specific responsibilities on the matter</b> <b>Regions - Provinces - Municipalities</b>
<b>Non-institutional parties involved</b>	<b>Associations/NGOs/Entities/Institutions/Groups active in the sector</b>

<b>TABLE 3</b>	
<b>Area</b>	<b>TRAFFICKED INDIVIDUAL PROTECTION AND ASSISTANCE</b>
<b>Title</b>	<b>Establishment of a National Referral Mechanism (NRM)</b>
<b>Description</b>	<p>The National Referral Mechanism is a system of cooperation through which state actors fulfil their obligations to protect and promote the human rights of trafficking victims, coordinating efforts in a strategic partnership with civil society. The primary objectives of a National Referral Mechanism (NRM) consist of guaranteeing respect for the human rights of trafficked individuals and providing an effective means to direct them towards the dedicated services. The National Referral Mechanism (NRM) can also contribute towards improving national policies and procedures on a broad range of issues regarding trafficking victims, such as rules relating to their stay in the country and return, victim compensation and witness protection.</p> <p>If the trafficking victims are minors, each procedure relating to the National Referral Mechanism (NRM) must be developed and applied in close collaboration with the national minor protection services.</p> <p>The function of the <b>National Toll-Free Number</b>, which represents an additional point of access for victim emergence, is fundamental. The strength of the Toll-Free Number lies in its potential mainstreaming and accessibility characteristics, as it also expands opportunities where there are no local circuits and networks or when the nature of the phenomena makes them impossible to reach (for example, domestic labour). An effective and functional National Referral Mechanism (NRM) is based on the principles and approaches laid out below, to be considered and applied during all phases of assistance and referral of trafficked people:</p> <ol style="list-style-type: none"> <li><b>1. Approach based on human rights</b></li> <li><b>2. Government responsibility</b></li> <li><b>3. Participation of civil society</b></li> <li><b>4. Multi-disciplinary and cross-sector approach</b></li> <li><b>5. Best interests of the minor</b></li> <li><b>6. Responsibility and transparency</b></li> </ol> <p><b>Transversal Topics</b></p> <p>The transversal topics listed below are important during the entire national referral process and must be considered in their totality in the implementation of any National Referral Mechanism (NRM) measure:</p> <ul style="list-style-type: none"> <li>- <b>Security and Safety</b></li> <li>- <b>Participation</b></li> <li>- <b>Transmission of information</b></li> <li>- <b>Exchange of information</b></li> <li>- <b>Data protection</b></li> <li>- <b>Interpretation and cultural mediation</b></li> <li>- <b>Training and supervision</b></li> <li>- <b>Monitoring and assessment</b></li> <li>- <b>Human and financial resources</b></li> </ul> <p>To effectively define and manage the National Referral Mechanism (NRM), there is a detailed series of Standard Operating Procedures</p>

	<p>(SOP) consisting of distinct measures aimed at guaranteeing adequate trafficking victim assistance through the phases of:</p> <ol style="list-style-type: none"> <li>1. <i>Identification;</i></li> <li>2. <i>Initial assistance and protection;</i></li> <li>3. <i>Long-term assistance and social inclusion;</i></li> <li>4. <i>Return and social inclusion;</i></li> <li>5. <i>Criminal and civil proceedings.</i></li> </ol> <p>Each Standard Operating Procedure (SOP) is based on the following measures:</p> <ul style="list-style-type: none"> <li>- what they are (<b>WHAT</b>)</li> <li>- when they must be adopted (<b>WHEN</b>)</li> <li>- who should adopt them (<b>WHO</b>)</li> <li>- how they should be applied (<b>HOW</b>).</li> </ul> <p>The measures indicated do not always follow a chronological order; in certain circumstances, they must be applied simultaneously, while in other cases they may need to follow a different order of implementation.</p> <p>In the case of juvenile trafficking victims, all measures adopted must have as their primary objective the best interests of the minor, resulting from a careful and detailed assessment conducted by trained and qualified professionals. Any decision must be taken while taking into account the opinions of the minor, which should be proactively solicited in all of the different phases established, by the staff and by the decision-makers involved with the relative required authorities.</p>
<b>Actions</b>	<p>- establishing the national referral mechanism inclusive of the Standard Operating Procedures (SOP) and the relative measures (<b>annex 1</b> - National Referral Mechanism for trafficked people in Italy), obtained directly from the "<i>Guidelines for the development of a transnational referral mechanism for trafficked persons in Europe: TRM-EU</i>" prepared by the Department for Equal Opportunities and the ICMPD - International Centre for Migration Policy Development with the financial support of the "Preventing and combating crime" Programme - European Commission - Directorate General for Justice, Freedom and Security; for minors, the Standard Operating Procedures (SOP) used are those defined by the <b>AGIRE</b> project (<i>Austria, Greece, Italy, Romania - Acting for stronger private-public partnerships in the field of identification and support of child victims and at risk of trafficking in Europe</i>) as part of the "Preventing and combating crime" programme of the European Commission - Directorate-General for Justice, Freedom and Security (<b>annex 4</b>) and the operating tool intended for community operators for minors for the emergence of potential victims of trafficking or severe exploitation developed within the "<b>PROTECTION FIRST</b>" project funded by the "Preventing and combating crime" programme of the European Commission (<b>annex 5</b>).</p>
<b>Institutional parties involved</b>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Labour and Social Policies</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b></p>

	<b>National Antimafia Department/District Antimafia Department Ministry of Health Regions - Provinces - Municipalities</b>
<b>Non-institutional parties involved</b>	<b>Associations/NGOs/Entities/Institutions/Groups active in the sector</b>

<b>TABLE 4</b>	
<b>Area</b>	<b>TRAFFICKED INDIVIDUAL PROTECTION AND ASSISTANCE</b>
<b>Title</b>	<b>Updating of reception and inclusion systems</b>
<b>Description</b>	<p>Art. 18 of Legislative Decree 286/98 continues to be a valuable tool for the protection of foreign victims of trafficking and severe exploitation.</p> <p>The unique aspect which makes the system governed by art. 18 of Legislative Decree 286/98 one of the most advanced and effective models in the European and international context for the protection of victims of trafficking and of reflection for combating the criminal individuals and organisations that commit those crimes, is the intent to overcome the concept of social protection conditioned by the victim's collaboration with the Judicial Authority.</p> <p>The elements that have always made this regulation unique within the international panorama are the provision of the "twin track", i.e., the possibility of obtaining a residence permit and accessing the associated benefits irrespective of collaboration with the Judicial Authority, and the guarantee of the victim's full and definitive social inclusion, thanks to his or her entry into a programme of assistance and social integration and the possibility of converting the residence permit into another type of permit.</p> <p>To facilitate the possibility that juvenile criminals may benefit from what is set forth in paragraph 6 of art. 18, it is necessary to modify that paragraph to establish that a residence permit may be issued to foreign nationals who have committed crimes while they were minors after the completion of a term of detention or an alternative measure and the "test" set forth in arts. 28 and 29 of presidential decree 448/88 if they have given concrete proof of participation in an assistance and social integration programme.</p> <p>Also with regard to the <b>single programme of emergence, assistance and social integration pursuant to art. 18 of Legislative Decree 286/98, to be issued on the basis of the instructions provided in this plan, it is necessary to update acceptance methods and reception measures</b> so as to respond to changed phenomenologies and victim characteristics:</p> <ol style="list-style-type: none"> <li>a. gender characteristics</li> <li>b. characteristics of the path of migration and exploitation (or exploitations)</li> <li>c. characteristics linked to empowerment capacities or the presence of multiple individual problems</li> <li>d. local characteristics in terms of the presence of production, social and cultural resources, and inclusion capacities in local institutional services.</li> </ol> <p><b>In that sense, the presence of facilities with various intensities of reception is required pursuant to art. 18 of Legislative Decree 286/98 and art. 13 of law 228/2003 (initial reception, second-level reception, facilities enabling autonomy, presence of social housing systems, co-housing networks), alongside the arrangement of local</b></p>

**acceptance methods to be deployed when certain specific and binding requirements are met (absence of danger for the victim and for his or her accommodation network, absence of any form of illegality in the natural and emotional network and absence of links with the exploitation network).**

**In this regard, a connection must be established with the fund for the implementation of the national plan for social and cultural redevelopment in deteriorated urban areas pursuant to art. 1, par. 434 of law of 23 December 2014 no. 190 for the renovation of buildings that may be used for that purpose and with the resources of the Rural Development Programme (RDP) to set up the logistical reception of trafficked individuals during campaigns.**

Legislative Decree 286/98 governs, *inter alia*, the residency procedures for minors within the country. Legislative Decree 30/07 also governs the right of residency of EU citizens, so the rules contained therein constitute the reference parameter for minor citizens of EU countries.

The rules in force within the Italian legal system establish that unaccompanied minors who arrive in Italy are accepted by initial and second-level reception facilities. The reference regulatory framework for the protection of minors' rights is constituted by the New York Convention on the Rights of the Child of 20 November 1989, ratified by Italy by law of 27 May 1991, no. 176. Within the scope of migration, unaccompanied minors represent a particularly vulnerable group.

Unaccompanied minors represent one component of the broader migration phenomenon but, more specifically, of the migration of particularly vulnerable groups.

For a certain period of time, the reception of unaccompanied minors was handled with emergency measures. Currently, as part of the systematic actions developed in keeping with international regulations, it is better to favour **the adoption of suitable measures to proceed with the proper identification of minors who are or have been trafficking victims so they may be accepted within adequate facilities for the purpose of their specific safeguarding and protection, while recognising their right to obtain the special residence permit pursuant to art. 18 of Legislative Decree 286/98.**

*All potential forms of exploitation* in which *minors* could be involved must be taken into due consideration. Therefore, in addition to sexual and labour exploitation, also begging, exploitation in illegal activities, illegal adoptions, organ harvesting and forced marriages, with the establishment of adequate protection tools and mechanisms with respect to these forms of exploitation as well.

For several actions regarding minor trafficking victims, reference is made to the **Third national action and intervention plan for the protection of the rights and the development of persons during the development stage 2010-2011, or the National Childhood Plan (NCP)** adopted by the President of the Republic by Presidential

	<p>Decree of 21 January 2011, which is a very important document containing the fundamental strategies and concrete commitments that the government intends to pursue to develop an adequate policy for childhood and adolescence, without prejudice to the guidelines that will be issued in the next Plan to be released soon.</p> <p><b>Reference is also made to the regulation of the single programme of emergence, assistance and social integration, pursuant to art. 18 of Legislative Decree 286/98, to be adopted within three months of the adoption of this plan for the governance of project activities.</b></p> <p><b>Lastly, reference is made to the decree pursuant to art. 4 of Legislative Decree 24/14 to be issued soon relating to the determination of the age of trafficking victims assumed to be minors.</b></p> <p>Within the scope of interventions in favour of trafficking victims, in 2000 the Department for Equal Opportunities opened the Toll-Free Number 800.290.290, which operates 24/7, 365 days a year. The Toll-Free Anti-Trafficking Number is free and anonymous and puts users into contact with specialised, multi-lingual staff.</p> <p>As a national institution, the Toll-Free Number must:</p> <ul style="list-style-type: none"> <li>- answer calls placed from anywhere in the country;</li> <li>- conduct an initial reading of the request;</li> <li>- act as a "filter" in order to identify non-pertinent calls;</li> <li>- deviate pertinent calls to projects with local responsibility in the geographical area from which the call is placed;</li> <li>- coordinate activities for the "placement within a national network" of victim intakes and transfers amongst the various projects;</li> <li>- improve emergence activities nationally.</li> </ul> <p>By structuring practices and procedures for data collection, reporting and network activation and the referral and transfer of users to regional projects, the Toll-Free Number is the only means enabling the local network operators to maintain their own autonomy and specific operations and methodologies while also operating within a single framework and strategy oriented towards protecting human rights and the work of the multi-agency network.</p>
<b>Actions</b>	<p><b><u>Training/professional/work inclusion actions</u></b></p> <ul style="list-style-type: none"> <li>- certainty of external resources for projects managing inclusion programmes and forms of facilitated access for victims to allow for an effective individual inclusion and integration plan;</li> <li>- providing assistance and social integration for victims of trafficking, violence and severe exploitation - possibly those who have already benefited from initial support measures - throughout a second-level personalised, integrated and multi-dimensional assistance procedure to be developed as part of the projects of the Single programme</li> </ul>

	<p>pursuant to art. 18 of Legislative Decree 286/98, for active inclusion and integration and personal autonomy (also using new technologies and customary ICT processes), meant to favour their social integration in Italy or their voluntary assisted return to their country of origin;</p> <ul style="list-style-type: none"> <li>- deploying actions for motivation, empowerment and the increased employability of migrants, orientation, training and job placement, including through the experimentation of networks consisting of highly qualified entities working with a view to planning and strengthening actions to combat trafficking, while guaranteeing access to social services and the job market for parties at high risk of exclusion;</li> <li>- aiming for a process of social inclusion of immigrants and trafficking victims which leaves ample space for multicultural encounters and interaction between individuals, each with their own cultural background and respectful of the other's, as specified in the <b>Secure integration plan. Identity and Encounter of 2010, in addition to the Integration Agreement that came into force on 10 March 2010;</b></li> <li>- creating networks between social/healthcare services, employment services, unions, employers' organisations and third sector associations in order to promote means for the social/work inclusion of trafficking victims;</li> <li>- activating/strengthening an interregional job search network to favour the mobility of trafficking victims in relation to work opportunities linked to the formal or informal skills of the end beneficiaries of the interventions, including with interventions for the recognition of these skills within the Employment Centre system;</li> <li>- planning social/working inclusion paths within social protection services/programmes (preparation of individualised work coaching plans, provision of a chain of linked services beginning with the creation of a personal plan);</li> <li>- improving the possibility of taking advantage of professional training, removing any formal obstacles to access, and work training apprenticeships for the development of practical basic and technical skills. Indeed, apprenticeships are often a particularly useful means for motivating beneficiaries (including financially, which is fundamental to improve autonomy in daily life) and to open the door to the job market for persons who have few access opportunities;</li> <li>- driving collaboration relationships/agreements with the business world and/or with sector associations to strengthen and also leverage corporate social responsibility as defined in the Communication of the European Commission of 25 October 2011;</li> <li>- constructing integrated coaching projects for job placement, incentivising companies to hire and adapting working environments;</li> <li>- activating work-life balance measures for female trafficking victims to allow for participation in training courses to acquire linguistic and cultural skills and knowledge (for example, with the creation of economically accessible, high quality services for children).</li> </ul>
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### Emergency reception of adult victims

- structuring the current reception system, pursuant to art. 18 of Legislative Decree 286/98 and art. 13 of law 228/2003, spread throughout the country, to include differentiated units for the various targets of people accepted, adapted to the type of victim (increase in men, increase in complex types of situations and parties, type of women accepted to guarantee the provision of adequate information regarding their rights and the organisation of the healthcare system);
- updating the above-mentioned reception system and experimenting (or strengthening existing trials based on qualitative/quantitative surveys) with certain emergency reception facilities that meet particular needs for innovation;
- implementing a more organised victim placement system which goes beyond the Toll-Free Number system. One example is the SPRAR (Systems for the protection of asylum seekers and refugees) database, which provides real-time information on places available throughout the country.

### Emergency reception of juvenile victims

- implementing the juvenile victim reception system along the lines of what is established above for adult victims;
- guaranteeing the proper running of activities for surveying and monitoring the presence of unaccompanied minors through the Information System for Minors (ISM);
- activating a platform that identifies the places taken and those still available throughout the country in reception facilities for unaccompanied minors;
- allowing for the active and direct participation of minors in all proceedings regarding them, with respect for the principles of the UN Convention on the Rights of the Child and of Adolescents;
- favouring the promotion of the acceptance and continuous support of minors in particularly vulnerable situations (victims of trafficking and exploitation, asylum seekers and others) and the systematic support of social integration, the right to education, and to work for those close 18 years of age;
- incentivising the active involvement of communities in the reception and integration of unaccompanied minors, developing family guardianship to a greater extent as an alternative to the community, involving taking responsibility for and **continuously supporting minor victims of trafficking and exploitation, also using the network of "voluntary guardians" associated with the National Authority on childhood and adolescence;**
- favouring activities for the reunification of minors with their parents who come to Italy and applying the provisions of **article 4 of Legislative Decree no. 24 of 2014 and the relative implementing regulations** relating to providing information on their rights, including access to the international protection procedure and the determination of juvenile status by means of the mechanisms identified;
- taking all necessary measures to create assisted emigration plans

	<p>with the intervention of the competent Ministries and in collaboration with accredited NGOs, for those unaccompanied minors who are passing through Italy and have expressed their intention to reach other European countries where their family members have residency, in order to put into place the appropriate mechanisms for protected travel, which in that sense would prevent these minors from having to undertake very risky journeys and face uncertain futures;</p> <p>- guaranteeing emotional and psychological assistance for unaccompanied minors at every stage and degree of proceedings, with the presence of suitable persons specified by the minor, as well as groups, foundations, associations or NGOs with proven experience in the sector of providing assistance to minors and enrolled in the register pursuant to article 42 of the Consolidated Law on immigration, with the consent of the minor, and when admitted by the competent judicial or administrative authority. Unaccompanied minor foreign nationals are entitled to participate through a legal representative in all ordinary court and administrative proceedings regarding them and to testify in that regard. For that purpose, the presence of a cultural mediator must be guaranteed.</p>
	<p><b><u>Toll-Free Anti-Trafficking Number 800.290.290</u></b></p> <p>- improving the toll-free number in its role as an interface between those working in the area of emergence and in reception systems, codifying methods for data collection, reporting procedures, acceptance and referral, while supporting local networks to become qualified sub-systems operating within and managing a unified national anti-trafficking system.</p>
<b>Institutional parties involved</b>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Labour and Social Policies</b>  <b>Employment Agencies</b>  <b>Ministry of the Interior</b>  <b>Ministry of foreign affairs and international cooperation</b>  <b>Ministry of Justice</b>  <b>Ministry of Health</b>  <b>International organisations with specific responsibilities on the matter</b>  <b>Regions - Provinces - Municipalities - Employment centres</b></p>
<b>Non-institutional parties involved</b>	<p><b>Associations/NGOs/Entities/Institutions/Groups active in the sector/National Association of Italian Municipalities (ANCI)</b></p>

<b>TABLE 5</b>	
<b>Area</b>	<b>TRAFFICKED INDIVIDUAL PROTECTION AND ASSISTANCE</b>
<b>Title</b>	<b>Assisted voluntary return to countries of origin</b>
<b>Description</b>	<p>Assisted Voluntary Return is the possibility of return offered to migrants who cannot or do not want to remain in the host country and who voluntarily and spontaneously wish to return to their country of origin.</p> <p>Assisted Voluntary Repatriation (AVR) has been provided by the Italian government to non-EU citizens for more than a decade, through the beneficiary entities identified based on public announcements, using SOLID Funds.</p> <p>The 2008/2013 AVR programmes completed on 30 June 2015 were carried out with co-funding from the European Return Fund of the European Union Member States. Interventions aimed at promoting and implementing AVR are established under the National programme of the Asylum, Migration and Integration Fund 2014/2020, which however does not envisage a specific action particularly for trafficking victims.</p> <p>In Italy, the Authority responsible for AMIF is the Department for Civil Liberties and Immigration within the Ministry of the Interior. Assisted Voluntary Return (AVR) initiatives allow citizens of third countries who expressly ask to do so to return to their country in conditions of safety and dignity.</p> <p>It is important to underscore that all persons benefiting from AVR programmes waive their status and any residence permit.</p> <p>Voluntary return programmes provide the answer to the need of migrants who wish to return to their country. <b>However, it is necessary to pursue an integrated approach to ensure that reintegration in the countries of origin meets the need of preventing further forms of victimisation.</b></p>
<b>Actions</b>	- if applicable, monitoring of the results of repatriation in order to combat recurrence (repatriation - return - repatriation).
<b>Institutional parties involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Labour and Social Policies</b> <b>Ministry of the Interior</b> <b>Ministry of foreign affairs and international cooperation</b> <b>Ministry of Justice</b> <b>Ministry of Health</b> <b>Regions - Provinces - Municipalities</b>
<b>Non-institutional parties involved</b>	<b>Associations/NGOs/Entities/Institutions/Groups active in the sector</b>

#### **4. COOPERATION WITH COUNTRIES OF ORIGIN OF TRAFFICKING**

**Transnational governance of policies for preventing and combating the phenomenon of trafficking and severe labour exploitation.**

It is necessary to strengthen or promote the collaboration of the Italian government with international bodies with responsibilities regarding trafficking and severe labour exploitation

and with the European or non-EU countries concerned by the above-mentioned criminal phenomena. The action is meant in particular to favour the development of shared policies and interventions at transnational level for the protection and social/work integration of victims, including in relation to the topic of voluntary repatriation and social inclusion/job placement in the country of origin.

It is necessary to include adequate strategies to combat trafficking that are aligned with long-term development plans. In particular, migration should be integrated within strategic planning for the sustainable development of cooperation partner countries, the impact of migration should be evaluated and "best practices" to be shared and replicated should be acquired.

It is also necessary to create awareness-raising and prevention campaigns to be shared with the countries of origin, intended for the general population as well as public administrations.

<b>TABLE 1</b>	
<b>Area</b>	<b>COOPERATION WITH COUNTRIES OF ORIGIN OF TRAFFICKING</b>
<b>Title</b>	<b>Development cooperation initiatives</b>
<b>Description</b>	<p>Preventing and combating trafficking in human beings requires a cross-sector approach and the engagement of institutional and non-institutional players alike.</p> <p>Development cooperation initiatives to be carried out in the countries of origin of trafficking therefore must be aimed at institutional reinforcement on one hand but also at supporting civil society on the other, with a view to favouring a unified, more impactful action.</p> <p>The experience in the sector gained by the Italian Cooperation community in past years teaches us that the presence of an institutional point of contact responsible for all aspects of trafficking (prevention, investigation, victim protection, etc.) is a very good idea. The full participation in and appropriation of interventions by governments will be necessary for the success of the initiatives in question, which may be carried out bilaterally or also through the contribution and support of international organisations (multi-bilateral and multi-lateral).</p> <p>It will also be important to favour communication and exchange with communities of foreign nationals present in the countries of destination to gain a full understanding of the cultures involved.</p> <p>Trafficking victims are predominantly vulnerable individuals from underserved and extremely impoverished backgrounds. From this perspective, initiatives should be promoted to improve socioeconomic living conditions, especially for women and children. Work in schools and in collaboration with religious representatives is extremely valuable to ensure widespread action throughout the country.</p>

<b>Actions</b>	<p><b><u>Institutional action</u></b></p> <ul style="list-style-type: none"> <li>- training of all operators involved (Law Enforcement, social/healthcare workers, staff of the social service offices in the department of juvenile justice and communities, support staff, etc.), legislative drafting, support to border offices and promotion of interregional cooperation with bordering countries. Training and exchange with the counterparts of the Italian Ministries of the Interior and Justice will be favoured.</li> </ul> <p><b><u>Social action</u></b></p> <ul style="list-style-type: none"> <li>- creating and strengthening a local network of services that can provide prevention interventions, educational support for potential trafficking victims or facilitation of the social reintegration of trafficking victims. Conducting community awareness-raising and information activities on trafficking topics in order to create greater awareness regarding at-risk parties.</li> </ul>
<b>Institutional parties involved</b>	<p><b>Ministry of foreign affairs and international cooperation</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>Competent ministries in the countries of origin</b></p>
<b>Non-institutional parties involved</b>	<p><b>Associations/NGOs/Entities/International Bodies</b></p>

## **PART II**

### **NAP monitoring and audit system**

The Action Plan, as a programmatic and guidance tool, and its monitoring, as a necessary means of effectively checking the achievements made and verifying the impact of policies adopted in favour of trafficking victims, fit squarely within the fulfilment of obligations assumed by Italy, including at supranational level.

The monitoring and assessment process determines the effective functioning of a system, the achievement or otherwise of the expected results through given procedures and the achievement, through such results, of specific objectives and strategic purposes. This process helps to improve procedures at operational level or reformulate objectives at strategic level, based on assessment results. Monitoring and assessment should also determine the impact of anti-trafficking measures on the human rights of trafficked individuals, whose opinion should be taken into consideration as regards the assistance received. The NAP will be monitored during the reference period so that monitoring results may be applied in the subsequent period.

The NAP will be monitored by establishing interinstitutional working groups, also consisting of parties from the private social sphere, NGOs, international organisations, unions and universities that work in coordination with the Steering Committee for plan governance.

Monitoring is a moment to verify how much the Plan has been given priority and current phenomena for trafficking victims in Italy today, and to establish new areas of intervention.

Specifically, the monitoring objectives will be:

- comprehensively examining the results achieved in carrying out the actions set forth in the Plan, and leveraging the results achieved and the interventions implemented nationally, regionally and locally, also in relation to emerging needs and phenomena identified in the Action Plan;
- surveying quantitative and qualitative data that will provide useful information for an analysis of the conditions of trafficking victims;
- identifying significant experiences and the most critical areas in relation to the different types of actions identified in the plan;
- providing support to decision-making activities at any and all levels.

Monitoring will be broken down over multiple levels of institutional competence and/or responsibility (central administrations, regions and autonomous provinces and a representative set of municipalities and metropolitan areas), and will also verify the degree of participation by third parties such as volunteer associations, the third sector, unions and civil society. This arrangement must be consistent with the structure of responsibilities outlined in the actions, which takes into account the new framework of responsibilities divided between the State, the Regions and local entities and reflects the principles of "vertical subsidiarity" between public institutions and "horizontal subsidiarity" between public institutions and civil society.

From the methodological perspective, one working group will be established for each of the plan's areas. The groups will gather qualitative and quantitative information on the interventions laid out (also by hearing key witnesses or representatives of institutions and associations deemed useful to contextualise the topics), examine the available information, share the results while also identifying critical issues and outlooks for development and develop monitoring forms for each of the plan's actions.

Records will need to be kept of institutional actions as well as their results in terms of what is expected for each action.

The analysis of the different actions and their impact will make it possible to identify the fundamental strategies and concrete commitments that the government will need to pursue to develop an adequate policy to protect trafficking victims and effectively combat the phenomenon. Therefore, NAP monitoring will be a key process to be enacted to examine the criticalities within the world of combating trafficking in human beings, to identify strengths and to formulate proposals for the areas of interest to be placed at the centre of the future action plan.

The opinions of the plan's end beneficiaries should be gathered in order to use the monitoring results in the development of a pilot participatory pre-planning path for the formulation of the next action plan, which also engages victims of trafficking and severe exploitation.

For monitoring purposes, the analysis of the System's response to applications for Residence Permits, including in the initial and emergency reception phase, will also be very important, as well as permit issue methods and timing.

### **Reporting, organisation and systematisation of reference statistical data**

The monitoring set forth in art. 7, paragraph 2, letter b) of Legislative Decree of 4 March 2014, no. 24 must be started by the Department for Equal Opportunities within the Prime Minister's Office, relying on data not only from the entities that carry out the assistance programmes pursuant to art. 18 of Legislative Decree 286/98, but also, as has indeed been established, on data from the different administrations involved, such as the Ministries of the Interior, Justice and Health, and ISTAT.

The idea is to create a comprehensive data warehouse system to gather information relating to:

- the production of qualitative analysis reports on trafficking in order to monitor the analysis of changes in forms of trafficking; the analysis of changes in recruitment mechanisms; the analysis to understand the different role of victims over time. In that sense, the changing awareness of victims regarding their role as a victim depending on their more or less violent relationship with the trafficker emerges as a critical issue;
- the production of data analysis reports to monitor the phenomenon with particular reference to numbers, victim type (sex, age, nationality or country of birth), type of trafficking and type of exploitation (sexual, labour, begging, organ harvesting, etc.), the type of path undertaken by the victim arriving in Italy, definition of the temporal aspects of the phenomenon, dynamic analysis of how it takes place;
- the analysis of judicial procedures of traffickers, characteristics of traffickers (sex, age, nationality or country of birth), analysis of the correlation of this phenomenon with other criminally relevant phenomena, such as organised crime, money laundering, document forgery; analysis of proceeding durations and legal outcomes;
- analysis of secondary data from the Reports of international institutions;
- definition of the content of the victims data warehouse, identification of parties who should update it; feasibility analysis for locating data;
- reporting, organisation and systematisation of the reference data offered by the SIRIT (IT System for the Collection of Information on Trafficking) forms which, when properly processed, will make it possible to check the system of interventions, understood as intakes, and more broadly the characteristics of the phenomenon as well as the type of parties interfacing with the system;

- reporting of data relating to the use of immigrant labour in agriculture, in order to understand nomadism phenomena and the prevention of social tension arising from migration linked to seasonal agriculture.

A suitable form may be designed to monitor the phenomenon of trafficking to be used by all associations and parties concerned, in order to have comparable data.

The possible parties may be:

- Toll-free anti-trafficking number
- Associations
- Street units
- Anti-trafficking centres
- Local (regional, municipal) anti-trafficking observatories
- Law Enforcement
- Offices responsible for issuing residence permits
- Centres for illegal immigrants, asylum seekers and refugees
- Immigrant removal centres, reception centres, reception centres for asylum seekers, Systems for the protection of asylum seekers and refugees
- Humanitarian protection staff
- Placement offices
- Social services
- Social services of the Department of juvenile justice
- Healthcare services
- Analysis of secondary data from academic reports
- Quality agricultural labour network
- National Commission for the Right of Asylum

In addition, information should be obtained from institutional sources to examine the legal aspects of trafficking:

- Ministry of the Interior, data from Law Enforcement
- Istat, data from the Criminal Register of public prosecutors
- Istat, data from the judicial record
- Penitentiary Administration Department, data on prisoners
- Ministry of Justice, court proceedings data
- Customs agency
- Analysis of secondary data from academic reports
- Data on asset confiscations and freezing

An analysis of the sources must be conducted to study the phenomenon of trafficking from the point of view of victims and traffickers. The focus will be on the ability to locate sources, the reliability of the source and the analysis of the problem of data duplicated across various sources.

Data from financial investigations and legal data will also be collected.

A summary of the policies undertaken will be drawn up, including awareness-raising campaigns to decrease demand and campaigns on the use of the referral mechanism.

An analysis will be conducted of the possible ways to get out of trafficking through the data of associations and of residence permits, of companies and of offices to cross-reference supply and demand.



Instruments will be developed to monitor legislative, operating and political actions undertaken to enable stakeholders to assess action effectiveness.

A tool to map the phenomenon, organised based on local areas, will be produced to increase the attention of and mobilise the various players operating locally in combating forms of trafficking and exploitation.

The annual output will consist of an annual report on human trafficking containing quantitative and qualitative data on the phenomenon.