



C E N S I S

**EUROPEAN CONFERENCE ON PREVENTING
AND COMBATTING TRAFFICKING IN HUMAN BEINGS**

Global challenge for the 21st century

Brussels, 18-20 September 2002

IOM

Panel 2: Victims protection and assistance

**Trafficking of human beings:
methods and measures for defending and supporting
the victims**

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1. INTRODUCTION

The ways and methods to counteract trafficking and sexual exploitation of human beings, particularly with regard to minors and women, constitutes a serious issue at international and national level certainly: as a consequence, protection and assistance of victims is an emerging issue also.

Censis is particularly sensible to the above mentioned problem: indeed we produced a monitoring and analysis of the counter-measures which have been implemented in Europe over the last years, particularly within the framework of the STOP project, as Europe's answer to the phenomenon of trafficking and exploitation for sexual ends.

Our studies have therefore focussed on identifying the positive factors and strong points of the various counter-measures taken in Europe over the last few years. This with the aim of giving an outline of the "state of the art" of the fight against the trafficking and exploitation for sexual ends of women and minors within the European Union.

The final objective is to provide useful suggestions for drawing up the guidelines of some wider-ranging *Integrated Feasibility Guidelines*, i.e. multifunctional European actions plan which, by combining different approaches, is able to fulfil the need for protection, prevention and counter-action created by the problem of trafficking human beings.

One premise should be stated, however banal it may seem: the characteristics of the modern phenomena - the sexual exploitation and trafficking of human beings - are very similar to the phenomenon in which the victims are a multitude of young women over the age of majority from various countries outside the European Union, with regard to the ways in which the victims are recruited, exploited and made to work as prostitutes.

The phenomena in question are in turn closely linked to other crucial *social issues* which have for the last few years been causing concern to parliaments, governments, operators and experts throughout the European Union. These include:

- illegal forms of immigration;



- the expansion of organised crime on an international scale;
- problems connected with international co-operation and with the socio-economic development of non-EU countries;
- the increasingly urgent question of safeguarding minors in general;
- the ongoing question of ensuring equal opportunities, both for the different sexes and for the various minorities (ethnic, religious etc.);
- the recent, strong re-emergence of the problem of respect and due consideration for basic human and civil rights;
- the current review and debate, within the European Union, on welfare systems and the social state.

In considering the phenomenon of trafficking and exploitation for sexual ends this study necessarily touches on all the above problems, but it is chiefly aimed at evaluating and proposing some guidelines for the protection and the assistance of victims.



2. RECRUITMENT OF THE VICTIMS OF TRAFFICKING

The point at which the problem of the exploitation of human beings begins, on an international plane, is the *recruitment* of the so-called "victims" of exploitation. But in order to understand the phenomenon fully, so as to formulate the first, vitally important measures to prevent and counter it, we must look more closely at the status of the victim.

As mentioned above, the phenomenon which forms the premise for both smuggling and trafficking in human beings, at least as they have occurred in Europe in recent years, is to a great extent that of immigration: the need to emigrate, the *migratory urge* of wide strata of the population, constitutes the ideal premise for certain people who, in satisfying this demand, manage by breaking the law to exploit it and turn it to their own advantage, transforming the smuggling of migrants, as defined above, into various forms of trafficking in human beings, in a more or less structured fashion and using varying degrees of violence and coercion.

Keeping to a formal and theoretical approach, in the context of sexual trafficking *recruitment* invariably takes place within a *continuum of conditioning factors*. These may involve an act of force, as in some cases in which girls are abducted - in Italy generally those of Albanian origin - where there is maximum conditioning effected by means of the use of physical violence, but there are also cases of "victims" being introduced to the market of prostitution and the exploitation system where there seems to be a certain degree of self-determination on the part of those who become prostitutes, as in the case of various girls from the CEEC countries who declare that they "chose" this type of life (Fig. 1).

A recent, detailed study, carried out in Italy partly thanks to the support of the DAPHNE Programme¹, divides this *continuum*, from coercion to autonomy, into five intermediate phases, which basically represent different degrees of dependency/autonomy in the relationship between the exploiter and the prostitute.

¹ Co-ordinated by the association PARSEC. The results were published in *I colori della notte, migrazioni, sfruttamento sessuale, esperienze di intervento sociale* (The colours of the night: migration, sexual exploitation, experiences of welfare intervention), by Francesco Carchedi and others, Franco Angeli, Milano 2000.

In the course of our survey in Italy among the social workers who are most closely involved with prostitution on the streets, we found that most people believed that forcible abduction, although not entirely absent, was not a widely used form of recruitment: 27% of the operators estimated that it accounted for less than 5% of the cases and 62.2% of those interviewed rated it lower than 15% of the cases (Table 1).

Among the operators interviewed there was also the widespread impression that a significant percentage of the girls knew they might be going to work as prostitutes before they ever arrived in Italy: over half according to 27% of those interviewed and over 30% according to 51.5% of our sample (Table 2).

In this connection, however, it must be said that almost all the operators emphasise the huge gap between what the girls imagine and expect and the real conditions of dependency, coercion and in some cases authentic slavery in which most of them find themselves once they reach Italy.

Nevertheless, taking all things into consideration, the fact that many of the girls subject to trafficking and exploitation took the initial steps of their own accord has profound repercussions, as we shall see and as it is easy to imagine, on the counter-measures and above all on the preventative measures which can be implemented.

Moreover, we have no reason to think that immigrant girls in Italy have greater awareness than is to be found in other European countries. On the contrary, a consciousness of the possibility of working as a prostitute seems to be a factor, among the victims of exploitation, which is as widespread as it is crucial for preventative action, and not only in Italy, as work in Belgium, Finland, Germany and Austria - to cite but a few examples - seems to confirm.

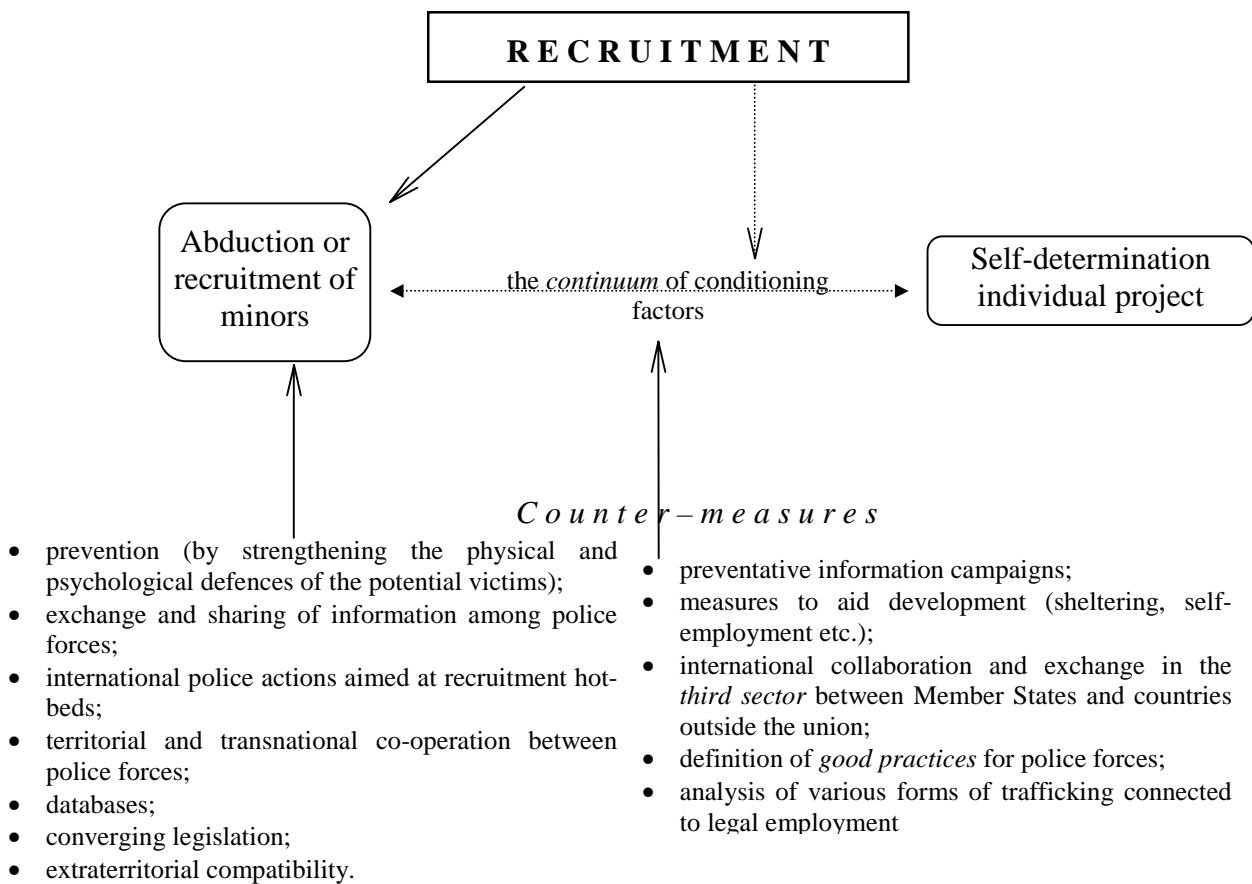
Fig. 1 - Trends in *recruitment* and counter-measures

Table 1 - Incidence of abduction in the country of origin among foreigners forced to work on the streets as prostitutes in Italy (%)

<i>Among the foreigners forced to work as prostitutes, what percentage was abducted in the country of origin?</i>	<i>%</i>
Negligible (-5%)	26.9
Low (5-15%)	36.6
Minority (16-30%)	16.1
Significant (31-50%)	9.7
Majority (51-80%)	3.2
All or almost all (+80%)	-
Don't know/no answer	7.6
Total	100.0

Source: Censis (Project DEFI) - STOP Programme, European Commission, 2000

Table 2 - "Initial awareness" among foreign prostitutes in Italy, as estimated by the operators (%)

<i>Among foreign prostitutes, what percentage was aware of the possibility of prostitution before arriving in Italy?</i>	<i>%</i>
All or almost all (+81%)	8.6
Most (80-51%)	18.3
A significant proportion (50-31%)	24.6
Some (30-16%)	26.9
A minority (15-5%)	16.1
A negligible proportion (-5%)	2.2
Don't know/no answer	3.3
Total	100.0

Source: Censis (Project DEFI) - STOP Programme, European Commission, 2000



2.1. Abduction or forcible recruitment

Abduction and forcible recruitment in the country where trafficking begins therefore represent a phenomenon which, although extremely serious, does not figure very prominently among the various misadventures encountered by women subjected to sexual exploitation. So although this phenomenon must certainly be considered the most abject and intolerable expression of exploitation, because it impairs and goes against the will of the victim right from the start, it is far from being the only form of recruitment which we are endeavouring to fight.

According to police information, legal case histories and the indirect experience of social workers, as well as the results of our survey in Italy, abduction is a phenomenon which is distinguished by, and closely linked to, specific characteristics, in particular:

- the proximity of the country of origin to the victims' initial destination, which makes it easier for the women trafficked against their will to be transported and smuggled across the frontier;
- particularly weak police and security systems within the country where trafficking begins;
- marked social imbalances and particularly deprived cultural, economic and social conditions (economic crisis, breakdown of the family and of other socialising factors, such as those relating to education, health, welfare etc.).

In consequence, under certain historical (or seasonal) conditions, geographical origin can provide important factors linking trafficking and forcible recruitment (Graph 1).

In Italy, for example, the phenomenon chiefly concerns girls from Albania, and recently also from Bulgaria: in any case, mainly from the Balkans. According to Italian social workers - although there is some disagreement among them - the incidence of abduction in Italy depends to a significant extent on the geographical origin of the victims and the Albanian girls stand

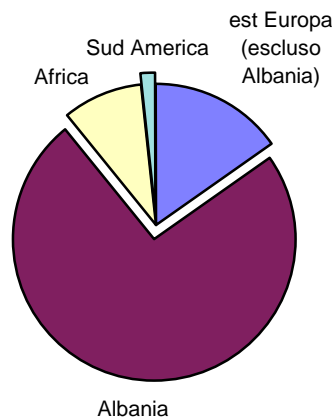


out as the national group which is considered to be particularly at risk from this extreme form of recruitment (Table 3).

The fact that, geographically, Albania is next door to Italy, together with poor territorial control on the part of the Albanian police, allows those responsible for trafficking to abduct their victims and proceed to expatriate them under conditions of relative impunity, counting on the fact that widespread deprivation, the breakdown of society and of the family and a high level of poverty among the population at large all foster attitudes of connivance and collusion. It should be added that, according to several reports, influxes from other Balkan countries, such as Romania, Bulgaria and Croatia, arrive in Italy by the same channels, through Albania and by means of forcible recruitment.

In other cases, again in Italy, such as trafficking in girls from Nigeria or other countries of the sub-Sahara region, abduction constitutes an exception, although no-one can say for certain that it is never used as a form of recruitment. According to these considerations, compared with studies and research carried out in other European countries which need to be confirmed by further surveys, abduction represents only a fraction of the phenomenon of trafficking; it requires specific counter-measures, as we shall see, but it is far from being the only way in which the victims of trafficking are recruited.

Graph 1 - Incidence of abduction by origin of victims subject to sexual exploitation as prostitutes on the streets in Italy (%*)



* estimated by those who acknowledge a relationship between nationality and abduction
(74% of the operators interviewed)

Source: Censis (Project DEFI) - STOP Programme, European Commission, 2000



Table 3 - Incidence of abduction among Albanians forced to work as prostitutes on the streets in Italy, as estimated by the operators (%)

	%
Majority (51-80%)	6.5
Common (31-50%)	15.2
Some (16-30%)	27.2
Few (5-15%)	4.3
Does not relate abduction to Albanian girls in particular	34.8
Don't know/no reply	12.0
Total	100.0

Source: Censis (Project DEFI) - STOP Programme, European Commission, 2000

2.2. The *continuum* of conditioning factors

At the other end of the scale from abduction, before we come to the full self-determination of the victims of exploitation (a hypothesis which it is best to consider as merely theoretical, since the pressures which induce the victims to emigrate are almost always external, deriving from economic, political or social emergencies), we must give due consideration to the vast range of conditioning factors which, apart from coercion, drive most of the girls down the road to prostitution.

We have seen how both abduction and full self-determination are generally *niche* phenomena within the overall scenario of trafficking and exploitation. In effect, it is very difficult to trace a reliable picture of the *continuum of conditioning factors* which lies between the two extremes of abduction and complete self-determination and which closely concerns most of the victims. Not only does the type of physical and psychological coercion and conditioning vary considerably, but statistics also show that there can be significant differences within the same groups, and with the same subjects involved, as the relationship of exploitation develops: it can deteriorate,



reducing still further the independence of the person made to work as a prostitute, or improve, moving progressively towards greater autonomy.

What can be stated as a general rule and is confirmed by statistics is that, in this initial phase of trafficking, the initiative of the victims plays an important part and that this "active" role, on the part of the victims, is drastically curtailed once they reach the country of destination or transit where, as we shall see, the net of exploitation tightens around them and the forms of coercion tend to worsen in order to implement, consolidate and maintain the practice of exploitation.

The participation of the victim in starting the process which will lead her to be exploited is a delicate subject which there is a tendency to avoid, on account of a natural inclination to protect rather than criminalise the victims of trafficking. But it is now clear that most of the girls end up being exploited through a mechanism which is set off, and often perpetuated, by the victims' initial willingness to undertake the journey, due to the fact that most of them are totally or partially unaware of the real prospects awaiting them.

Even when the girls realise that they may work as prostitutes, there is still a huge gap between what they imagine and expect and the real conditions of dependency, coercion and even authentic slavery in which most of them find themselves once they reach their country of destination.

The reasons for which most of the victims of exploitation agree to undertake the journey, and subsequently to work as prostitutes, vary somewhat but can be summed up as follows:

- *instrumental deception*, in which the exploiter, or the network of exploiters, creates a version of the facts which is totally different from reality, in order to convince the victim to undertake the journey;
- *favourable social climate*, where the social context, the culture of the victim's contemporaries, the family network and informal contacts in general all encourage her, more or less directly, to undertake the journey and seek adventure abroad;
- *degradation and a relatively deprived condition*: mass-media communication and other phenomena related to globalisation emphasise ever more clearly the gap between local realities and the image of



countries with an advanced economy, making it increasingly difficult for the victims to accept their own deprivation and social exclusion and driving them to emigrate more or less spontaneously.

These reasons, which are obviously indissolubly linked to one another, have varying weight according to the specific conditions and the phase through which the country of origin is passing. The qualitative difference between the various reasons consists chiefly in the level of awareness of the victims: the gap between their expectations and the real conditions in which they will find themselves living once they reach the country of destination.



3. MEASURES TO COUNTER THE RECRUITMENT OF THE VICTIMS OF TRAFFICKING

The experiences in store for those who work as prostitutes can vary somewhat and are closely dependent on the context of the victims' country of origin. In general, we can say that the origin of those subjected to trafficking has so far provided various clues as to the type of recruitment, although another factor which seems to be important is the point in time and the historical phase in which trafficking and arrival in the country of destination take place. It is therefore likely that different measures can be adopted, depending on the country where the project is to be implemented and the historical phase in progress in both the country of origin and that of destination.

3.1. Countering abduction and forcible recruitment

For example, where forcible recruitment or varying degrees of deception are the rule in the country where trafficking begins, it is necessary to invent measures which reinforce the physical and psychological defences of the "victims" of exploitation or which intensify repressive action at a local level and render it more effective.

The measures most frequently examined and implemented at European level, the following stand out:

1. prevention (by strengthening the physical and psychological defences of the potential victims);
2. exchanging and sharing information between police forces;
3. international police action aimed at hotbeds of recruitment;
4. territorial and transnational co-operation between police forces;
5. databases;
6. converging legislation;



7. extraterritorial compatibility.

In Europe great efforts have been made on this front to counter abuse perpetrated on minors in particular rather than on people in general, since this type of crime (whether committed with violence or not) is always considered a violent act: the minor's will is ignored because, from a legal point of view, he or she is in any case unable to exercise sexual self-determination and the offence is therefore essentially equivalent to forcible recruitment and sexual or sex-linked violence.

Many initiatives, have aimed to ascertain by means of feasibility studies the legal, technical and regulatory practicability of a specialised system for preventing the disappearance of minors.

Other actions have focussed among other things on extraterritorial legislation as an effective tool for countering the sexual exploitation of minors; particular attention has been paid to the phenomenon of sexual tourism involving minors.

As a result, the following recommendations should be given particular mention:

- *an effort should be made to increase extraterritorial legislation at three levels: national institutions (competent ministers), European Union (to co-ordinate harmonisation and convergence) and, in particular, inter-governmental territorial organisations, by means of bilateral and multilateral agreements between national governments;*
- *the effectiveness at an extraterritorial level of the laws against sexual violence involving minors should be increased with respect to a) the status of the offender (covering not only citizens of the state in which the law is passed but also those habitually residing in the country); b) the range of the types of crime (which should be extended to cover all forms of exploitation, enticement and connivance, sexual relations even when voluntary and non-violent, and all forms of contact with child pornography, from production to possession); c) the age of the victim (by raising the limit to 18);*
- *the conditions for initiating extraterritorial criminal proceedings should be made less stringent by: a) eliminating the criteria of dual criminality (rendered superfluous by the concept of extraterritoriality and*



transnationality); b) simplifying the formal criteria used to justify arrest, together with the retroactive application of procedures and laws applicable to the crimes committed; c) reducing the number of factors left to the discretion of the judicial authorities in deciding whether to drop charges or abandon an investigation;

- *preventative measures to stop offenders committing further crimes should be increased by:* a) measures for social rehabilitation; b) limiting the offender's freedom to frequent places where he may be induced to commit this type of crime; c) preventing the offender from making trips abroad; d) taking into consideration, during the investigatory phase, all other types of crime, including those committed by the offender in other countries; e) making a total distinction between the criteria of guilt and the evidence, if any, that the victim was subject to exploitation by third parties;
- *the effectiveness and function of extraterritorial courts for this type of crime should be increased by:* a) adopting more rapid and efficient criteria for ascertaining the age of the victim; b) providing increased protection and introducing more trial procedures of a non-traumatic kind which take into account the victim's age, situation and psycho-physical development; c) establishing procedures and methods for compensating victims; d) providing more psychological aid and rehabilitative measures for the victims; e) making it easier for individuals and third-party organisations representing the interests of the victims to bring action in this kind of international trial; f) accelerating court procedures to render trials of this kind more rapid;
- *professional skills and expertise connected in various ways with these crimes and with their extraterritorial aspects should be increased by:* a) promoting information campaigns and training programs for the most closely involved professional figures (in police forces, embassies, ministries, NGOs); b) increasing international co-operation (by aid agreements and the establishment of *National focus points*);
- *procedures for extraditing offenders when they are found guilty or are the object of judicial prosecution in a foreign country for this type of crime must be made easier, to ensure that the conditions which the offender will face are compatible with the basic rights of the person as understood in the country of citizenship or residence;*

- *judgement passed abroad should be implemented through new measures of various kinds to ensure that extraterritoriality does not allow the guilty party to avoid a sentence or penalty imposed abroad; the procedures should be similar to those developed in the sphere of international civil and commercial legislation, which have already been shown to be effective.*

Although these measures are directed towards countering sexual violence and sexual exploitation by the exploiters and client/exploiters of minors, some of these suggestions are relevant to the exploitation and trafficking of women. The question of the extraterritorial extension of this kind of crime, in particular, seems to be one of the few effective ways of fighting violence and the forcible, coercive recruitment of the victims of trafficking, partly because this type of legislative tool promotes operational collaboration between police forces, which is essential both for conducting investigations and for collecting proof of guilt for use in the initial phase of the trial.

With regard to collaboration and, even more important, the exchange of information between the different bodies for law enforcement, this is a particularly strongly-felt need and a vital node on which to intervene.

From a more operational point of view, actions should be directed not only towards creating opportunities for exchanging experiences but also towards establishing efficient networks among the competent authorities for monitoring, analysing and countering the trafficking and organised exploitation of prostitutes.

To sum up very briefly, apart from aligning legislation as to extraterritorial effectiveness, steps should be taken at an operational level and with regard to the police aimed at:

- *increasing ways of exchanging information between police forces, both as to the phenomenon in general (by sharing databases, providing continual updates on progress, exchanging information about national procedures stemming from pilot projects or from new legislation or procedures) and in the course of specific investigations (to speed up transnational inquiries into aspects relating to the investigations, to ascertain the identity and criminal record of the offenders, and so on);*
- *making on-the-spot collaboration possible by stationing a police detachment in the countries where trafficking starts, in order to work*



more closely with those co-ordinating investigations initiated in the country of destination or transit and to provide more effective protection for the families of the victims of exploitation who collaborate with the police in the country of destination or transit, by means of closer collaboration with the police forces of the countries of origin².

3.2. Countering deception and false information

In cases where the decision to undertake a journey is not forced and tends towards the self-determination of the person working as a prostitute, on the other hand, the preventative strategy should focus on informing the victims about the difficulties and negative aspects awaiting them, so as to make them more discerning and decrease the gap between their expectations and the reality which they will have to face.

In this connection, it is important to carry out preventative activity directly in the countries where trafficking originates, by means of specific information campaigns through the media. The numerous projects carried out by OIM, in particular, include information campaigns in the countries of origin, in Eastern Europe and South-Eastern Asia, with the object of making potential migrants aware of the risks of illegal immigration. Although it is difficult to evaluate the results of these campaigns, they certainly have some effect on the local population and on possible migrants, forcing the traffickers to refine their exploitation techniques and to seek their victims among the less well-informed sections of the population.

To sum up, the five main steps towards reducing the risk of non-forcible recruitment are:

1. preventative information campaigns;
2. measures to aid development (sheltering, self-employment etc.);
3. international collaboration and exchange in the *third sector* between Member States and countries outside the union;

² In this connection DIA (*Direzione Italiana Antimafia* - Italian Anti-Mafia Department) recently set up an *Observatory on organised crime* at Tirana in Albania.

4. establishment of more clearly-defined procedures and good practices aimed at creating specialised police departments;
5. analysis of the phenomena of trafficking connected with various forms of legal employment, through cover agencies (marriage bureaux, service agencies etc.), phantom companies etc.



4. SOCIAL REINTEGRATION

Even when the difficult task of fighting exploitation, by both repressive and preventative means, is manifestly successful, it is followed by a critical phase which is extremely uncertain and problematic: *the social reintegration of the victims*.

Even supposing that national and international legislation allows the institutions to see that justice is done, supposing that the courts are able to apply the most fitting penalties for the crimes considered, supposing that police forces, within the country and abroad, have sufficient room to manoeuvre to complete their investigations successfully by arresting those responsible, supposing that no repercussions or reprisals reach the victim or those dear to her, either in the country of destination or in that of origin, the last chapter is one of the most difficult and at the same time the most decisive for granting or denying full credibility to the overall counter-strategy adopted by the institutions: the complete and permanent rehabilitation of the victim from exploitation.

The tortuous process of rehabilitation can take place, at least in theory, either in the country of destination or in the country of origin.

4.1. Reintegration of victims in the country of destination

First of all we must make it clear that by "reintegration" we do not mean recovery from prostitution, but recovery from a situation of exploitation. The measures considered are therefore aimed at freeing women from exploitation, not necessarily from the world of prostitution.

Social reintegration is taken to mean providing the victim with all the means necessary to set in train the process of her own self-determination, in an effort to give her equal access and equal opportunities within the context in which she decides to live.

The panorama of the operators engaged in the social reintegration of the victims is rich and varied. It can be described and understood by once more



tracing the story of the victims of exploitation as they travel down the road to gradual emancipation: from activities aimed at limiting damage, to those of street services, to those of authentic counselling (with regard to health, psychological and legal aspects), to projects involving more decided intervention, by means of safe houses, shelters, hostels, programmes of social rehabilitation (language courses, opportunity to try other experiences) and retraining, up to practical, concrete measures for social reintegration.

In this connection, this sphere should be reorganised, continuing to give private social operators free reign for the most part but providing them with better tools and defining their sphere of intervention so as to avoid wasting resources. The way to succeed is by setting up a network of projects covering the whole country.

Above all, it is unrealistic to suppose that the third sector can follow through the social reintegration of the victims right to the end. It is necessary for society, the productive world, the occupational niches, to come up with an answer and find positions which are not just voluntary but effectively worthwhile for the victims of trafficking, who are for the most part on the lowest rung of the social ladder with regard to employment, with all the resulting disadvantages of poor negotiating power.

This phase has been identified, partly through the activity carried out under the STOP and DAPHNE projects, as being particularly critical. Specific measures have been promoted, called for or experimented to provide some degree of support, chiefly aimed at:

1. recompensing the victims;
2. giving the victims the status of legal residents;
3. including the victims in recovery plans
4. professional integration;
5. construction and maintenance of the victims' relational network.

As an alternative to the strategy of integration in the country of destination, it is possible to assist the integration of the victims in their countries of origin.



4.2. Reintegration of victims in countries of origin

With regard to the problem of reintegration in the countries of origin, it is first of all necessary to make a careful distinction between policies aimed at combating undesired influxes of immigrants by the forcible repatriation of foreigners in an irregular position from measures which aim to encourage the victims of trafficking for sexual ends to return home of their own free will.

In Italy, for example, the need to carry out expulsion orders has often mingled dangerously with repatriation procedures used as a hasty "remedy" for the scourge of sexual exploitation: the recent law no. 40/'98 on immigration is a good example.

A crucial criterion to be taken into consideration in order to distinguish between the two spheres is, first and foremost, the will of the victim. This precaution also provides a safeguard against further unwanted complications: the victims of exploitation, even when refused entry and expatriated, tend to try to re-enter the country of destination, because they are forced and induced to do so by the exploiters, who rarely give up their plans for exploitation. Short-sighted strategies aimed at refusing entry to immigrants may in practice increase both trafficking and smuggling, resulting in a further turn of the screw on those exploited.

For this reason, even in cases of forcible expulsion, it is necessary to imagine the possible consequences of repatriation and therefore to ensure a link to NGOs or other organisations present in the area which can take on the task of re-accompanying the presumed, potential or actual victims, forestalling repetition and protecting the victims from falling back into the mechanisms of exploitation which exist in their countries of origin.

In this connection there is still a lot to do, as OIM is continually pointing out. European funds and attention for the countries where trafficking originates, support for the victims through NGOs, verification and implementation of reception structures, social tutoring, reintegration in society and employment and the social function of the NGOs to stand guard and prevent phenomena at a local level all represent possible measures, some of which have already been put into practice while others constitute a sort of declaration of intent for future activity.



It should also be said that the situation in the country of origin remains of crucial importance for determining the success of social reintegration. In order for it to succeed, the process must take into account not only the personal history of the victims and the state of their relational networks but also the social and cultural transformations which are rapidly changing conditions in the countries of origin.

The advantages of reintegration in the country of origin are obvious: firstly, in this way the victim is not subjected to the trauma brought about by socio-economic and cultural differences in the country of destination, secondly, in certain cases (especially where there has been forcible recruitment) it is possible to rebuild an essential network of relationships which makes the process of rehabilitation less traumatic.

Finally, we should point out that this kind of rehabilitative action in the countries of origin also has, indirectly, a preventative function, since it demonstrates to all and sundry, first and foremost other potential victims, that "it is possible to come back" and that there is another point of reference in answer to the deprived conditions which can induce emigration.

As a result, international co-operation, and not only between police forces and law-courts, is essential in order to promote both effective preventative action and useful rehabilitative action. In this sense, many people consider that directing attention chiefly towards activity in the countries where trafficking originates can prove an effective long-term strategy.



5. MEASURES FOR THE SOCIAL REINTEGRATION OF THOSE GUILTY OF SEXUAL ABUSE AGAINST MINORS

A quite different phenomenon is that of the rehabilitation of those guilty of sexual abuse, in particular child molesters, or rather measures to limit damage and reduce the risk of further offences.

Some of the projects included in the STOP Programme focus on this problem, with the purpose of implementing:

1. measures to counter repetition of the offence, both within prison institutions and when the offenders are free;
2. measures to monitor the activity of offenders even when they are free;
3. study and analysis of the problems connected with the imprisonment of offenders, as to the risks and conflicts which can develop inside prisons;
4. experimentation of various rehabilitation methods, especially the so-called "Canadian method" based on cognitive-behavioural techniques.



6. SOME CONCLUDING REMARKS

As we mentioned above, the problem of trafficking human beings is closely connected with other crucial questions, first and foremost that of the change in immigration flows which has taken place in Europe over the last twenty years. An increasingly extensive ban on immigration for work has been imposed by the countries of the European Union, in the face of an excessive demand for integration into society and employment in these countries on the part of people from countries with poorly-developed economies or which have suffered from some degree of political, social and economic instability in recent years.

Under present conditions, forms of clandestine, illegal or irregular immigration are becoming increasingly widespread and this makes it more and more necessary for the systems traditionally used for migration, informally arranged through family or friends, to be replaced by more organised and specialised forms of "smuggling" which can continue to offer entry and integration into the countries of destination under the new, more difficult conditions.

The smuggling of human beings, carried out by professionals capable of solving the problems and sidestepping the obstacles set up by the countries of destination, as they try to slow down entry flows and render them more selective, should therefore be seen firstly as an answer which is, in a certain sense, "structural" - though nonetheless illegal and illicit - , aiming as it does to reduce the gap between the strong demand for entry, employment and integration in the EU countries and the weak offer (of entry, employment and integration) on the part of the countries of destination.

These conditions, which favour the smuggling of human beings, lie at the root of trafficking and exploitation for sexual purposes as well as trafficking for the purpose of labour: they are both forms of exploitation which are always, in all cases, for the purpose of economic gain.

Therefore we hope that our common efforts will obtain efficacious results in counteracting trafficking and smuggling of human beings.

