

**The costs of assisting victims of
trafficking in human beings:
a pilot study of services provided in
Latvia, Estonia, Lithuania**

Anni Lietonen & Natalia Ollus
31 October 2017

European Institute for
Crime Prevention and Control,
affiliated with the United Nations
(HEUNI)
Vilhonkatu 4 B19
FIN-00100 Helsinki
Finland

Publication Series No. 87 (web-publication only)

ISBN 978-952-7249-01-7
ISSN 1799-5590
ISSN-L 1237-4741

Project: STROM II “Strengthening the role of municipalities in the work against trafficking in human beings”

This publication was commissioned under the STROM II project led by the Council of the Baltic Sea States Task Force against Trafficking in Human Beings (CBSS TF-THB). The report has been funded by the Nordic Council of Ministers (NCM) and the Swedish Institute (SI).

The report will be published as an electronic publication in HEUNI’s report series.

The views, findings, interpretations and conclusions expressed herein are the responsibility of the authors and do not necessarily represent the official position of the CBSS, the NCM and the SI.

A special thanks to Aleksandra Anikina for assistance with preparing pictures and visualisations for the report.

Helsinki 2017

CONTENTS

Introduction.....	4
Aim of the report.....	4
Developing a methodology for studying the costs of trafficking in human beings.....	5
Three main components of the cost calculation methodology.....	6
Latvia.....	8
Description of the assistance system for victims of trafficking.....	8
Estimating the costs of victim support to victims of trafficking.....	9
Cooperation with the municipalities	10
Types of exploitation.....	12
Key issues in Latvia: issues and problems including possible responses and recommendations.....	15
Estonia.....	18
Description of the assistance system for victims of trafficking.....	18
Estimating the costs of victim support to victims of trafficking.....	19
Cooperation with municipalities.....	21
Types of exploitation.....	22
Key issues in Estonia: issues and problems including possible responses and recommendations.....	23
Lithuania.....	25
Description of the assistance system for victims of trafficking.....	25
Estimating the costs of victim support to victims of trafficking.....	25
Cooperation with the municipalities	27
Types of exploitation.....	27
Key issues in Lithuania: issues and problems including possible responses and recommendations.....	29
Discussion.....	31
Comparison between the services and costs in the three Baltic countries.....	31
The public procurement model of victim assistance: pros and cons.....	32
Reflection on the role of municipalities in assisting victims of trafficking.....	33
Advantages and limitations of the cost calculation model.....	34
Conclusions.....	36
References.....	38
Annex 1. Steps for collecting data on the costs of the assisting victims of trafficking....	40
Annex 2. Cost calculation model for calculating direct costs of service providers from assisting victims of trafficking.....	42
Annex 3. List of alternative methodologies for calculating costs of trafficking.....	44
Annex 4. Basic interview framework; Questions for State and NGO representatives.....	45
Annex 5. Questionnaire for municipal actors for the meetings in Latvia, Estonia and Lithuania.....	46
Annex 6. List of possible services to victims of trafficking.....	49
Annex 7. A pilot model of rendering assistance to presumed victims of trafficking in human beings in municipalities of Lithuania.....	50
Annex 8. Comparison of current situation in Latvia, Estonia and Lithuania.....	51

INTRODUCTION

All crimes have substantial consequences to a society at individual, community, and national levels. Most importantly, human trafficking is a serious crime, and causes severe consequences for victims. Because of the often very traumatic exploitation and abuse involved, victims may need specialized assistance to recover from their experiences. Victim assistance requires the participation of health, social and/or legal sectors of society. The needs of victims vary from immediate help and advice to more long-term support. The nature of assistance and support provided varies depending on the type of exploitation experienced, and on whether the victims are nationals, other EU country nationals, or migrants from other regions. This research focuses on the types of services provided to victims of human trafficking in the three Baltic countries of Estonia, Latvia and Lithuania, the costs associated with such services, and the role of non-governmental organisations and municipalities in supporting victims.

Funding for anti-trafficking work and assisting victims of trafficking is a topic that affects all countries. Increasing the understanding of the direct costs of assisting victims of trafficking will hopefully increase the understanding of the problem of trafficking among state and municipal actors, as well as increase awareness of the financial impact of trafficking on victims, service providers and the state. This report should be considered as first attempt to map the costs of trafficking in the three Baltic countries.

This report is prepared as part of the STROM II -project “Strengthening the work of municipalities in the work against trafficking in human beings”. The project is coordinated by the Secretariat of the Council of the Baltic Sea States (CBSS) and supported financially by the Swedish Institute and the Nordic Council of Ministers (NCM). This study builds on the STROM I - project activities, in connection which specific guidelines for municipalities outlining the main challenges and best practices in dealing with human trafficking cases at the local level were developed (Jokinen et al 2015).

AIM OF THE REPORT

The aim of this study is to increase the understanding of how the three Baltic countries cover the costs of specialized assistance to victims of trafficking. The report maps the costs of specialized assistance to victims of trafficking. Since most of the assisted victims in the Baltic countries are nationals rather than migrants, this report will have less focus on specific support and assistance given to victims of migrant background. In the three countries, victim assistance is provided by selected NGOs as appointed service providers. In the absence of similar baseline studies on the costs of assisting victims of trafficking, we have developed a pilot methodology and a simple data collection questionnaire for estimating the concrete and tangible costs occurred. The less visible, or indirect costs that accumulate over a longer period are discussed on a more theoretical level. This report includes, first, a description of the methodology, and secondly, presents the results of the piloting of the method and the questionnaire. The results include case examples from each country, outlining the variety of services used to rehabilitate victims of trafficking, and possible challenges related to victim assistance.

The data collection has relied on the cooperation of local NGOs working with assisting victims of trafficking, as well as State and municipal actors involved in financing and coordinating such assistance to victims. The methodological tools and findings developed in this project are meant to be utilized by municipalities and partners in the STROM II project, as well as national coordination structures in the Baltic countries and the Baltic Sea Region. They, however, are also useful beyond the project as a tool to raise awareness on the impact of trafficking on both individuals and society. The methodology and data collection tools in this report can be adapted to replicate the study also in other countries and settings. The cost calculation method highlights the different ways NGOs help victims, and how the collaboration with the State, municipalities and other actors that are involved in prevention and assisting victims of trafficking could be improved. The report also shows the complex rehabilitation needs that victims of trafficking face, and in doing so, helps to increase the understanding of the specific cost-related challenges NGOs and other actors face when assisting victims of trafficking.

DEVELOPING A METHODOLOGY FOR STUDYING THE COSTS OF TRAFFICKING IN HUMAN BEINGS

Previous studies on estimating the costs of crime and violence have attempted to measure both indirect and direct costs. Indirect costs refer to more theoretical estimations resulting from production losses caused by specific crime types, i.e., costs to the society from lost economic output due to injury, death, absence from work and/or incarceration of perpetrators. Other indirect cost estimations have attempted to calculate the psychological and emotional impact on victims of crime through e.g. measuring the value of avoiding certain incidents, and value of loss of life from impacts (including pain and suffering) related to the criminal incident. Also, cost-benefit studies often aim to measure the savings cumulating from crime prevention and awareness raising programs. (Butchart et al 2008, Czabanski 2009; Walby 2004, 2009; Walby & Olive 2013, Piispa & Heiskanen 2001; Heiskanen & Piispa 2002; Kervinen et al 2014.)

Since the focus of our study is on measuring the more immediate action taken to assist victims of trafficking, our methodology relies on mapping the direct costs of assisting victims of trafficking. In violence against women studies, which have been a source of inspiration for our study, the direct costs refer to the costs to all the sectors of society that are involved in assisting victims; health services, the criminal justice system, social welfare, as well as costs for specialized services such as helplines, victim support centres, counselling, web-based advice, legal aid etc.

Data on victims of trafficking is notoriously impaired (e.g. Lasczko 2007). After carefully considering the aims of the project and the limitations given by the project framework, it was decided that this study would aim to understand the costs of service providers who are at the frontline addressing the immediate needs of the victims. A large part of the costs related to trafficking cumulates from the criminal justice sector, which include national and municipal funds spent on police investigation, prosecutorial and court services, and corrections programs, including incarceration. In line with the aims and objectives of the STROM II project, we have excluded these from the mapping exercise.

In the three Baltic countries NGOs are the primary service providers for rehabilitating victims of trafficking. Their work in relation to assisting victims of trafficking are mainly funded by the State. NGOs however also receive funds from other donors, such as private entities, the EU, other States and international organisations. The share of state, and alternative funding sources vary. NGOs also cooperate with municipalities, other relevant state institutions and other NGOs, such as those working with victims of intimate partner violence or child abuse. In addition to focusing on the services provided by NGOs, this study has also looked at the services provided by municipal actors. However, data on municipal services and their costs proved difficult to obtain, partly due to the low number of identified trafficking victims supported by municipal actors.

It should also be noted that studies show that the health consequences of trafficking are often cumulative, especially when the trafficked women, men and children have experienced psychological, physical, and/or sexual abuse, forced and coerced use of drugs and/or alcohol, debts, legal insecurities, and social restrictions (Hossain et al. 2010; WHO 2012; Cary et al. 2016). In addition to sexually transmitted infections, victims of trafficking are exposed to different forms of health hazards due to their living and working conditions; the identified health effects associated with trafficking include poor mental health, anxiety and post-traumatic stress disorders, use of drugs and/or alcohol as a coping mechanism, stigma and social and economic insecurities (WHO 2012.) There has been very little research on the costs of assisting victims of trafficking. One relevant research was identified, in which, Cary et al (2016) analysed the use of mental health services in the UK of 119 patients who could be defined as victims of trafficking. Their study concluded that the mean duration of contact with services was approximately four years, and the mean cost per patient £27 293. In our study, the economic impacts of longer-term health influences are only discussed on a theoretical level and are not monetarized.

THREE MAIN COMPONENTS OF THE COST CALCULATION METHODOLOGY

The cost calculation model is based on qualitative research methods. Picture 1. outlines the three main components that were utilized to gather information from the partner countries. The data consists of thematic interviews with representatives of NGOs and State actors in charge of coordinating the funding for NGOs providing specialized services to victims of trafficking. Also, municipal actors were interviewed. Data was collected through face-to-face and telephone interviews, as well as through email. The interviews were conducted face-to-face in Latvia and Estonia, and by telephone in Lithuania. A total of 21 persons were interviewed in the three countries (13 in Estonia¹, 4 in Latvia, and 4 in Lithuania). Although this research covered all three Baltic countries, the emphasis is on Latvia as well as Estonia, and to a lesser extent on Lithuania. This is related to the timeframe of the project, and to the level and depth of information possible to receive from the countries participating in the project.

The cost calculation model consists of three steps:

- The first step includes the mapping of actors and organization involved in financing victim assistance and providing the actual services.
- Step two includes interviews with service providers to outline the national characteristics through describing victims they encounter in their work.
- Step three involved the collection of more detailed information of the actual services provided to victims, the amount of time that the service providers use for different kinds of services, and the unit costs of such services.

HEUNI developed the questionnaires, which were used for the data collection in all three steps was (Annex 4-5). The questionnaires have been adjusted to fit the country characteristics of the three participating countries. HEUNI tailored the questionnaires based on discussion and feedback from project partners received at a project meeting held in February 2017 in Riga.

¹ In this study, Estonia was the only country where we were able to receive responses from the municipal actors to the questionnaires developed by HEUNI. In addition, two face-to-face group interviews were conducted with municipal representatives in Narva and Jõhvi. From Estonia, we also received two filled in questionnaires from the same municipalities with responses from five municipal actors altogether. In Lithuania and Latvia, we were able to collect data only from the NGOs and State actors.

Picture 1: The three steps of the cost calculation model

1. Mapping of actors and organisations involved in victim identification and assistance at the national level

Which ministry coordinates **funding** for assisting victims?

Who is most often the **first contact** in the cases that have been identified?

Do victims need to be **officially identified** before they are entitled to receive services?

If so, who **can officially identify** a victim of trafficking in your country?

Who **confirms the status** of a potential victim of trafficking?

Which entity/organisation **determines the needs of identified victims**, and coordinates their access to services?

Who is responsible for **organising assistance** to victims?

What **resources** are available to the municipality **to initiate, engage and mobilize services** victims of trafficking?

What problems are there related to **lack of resources**?

Are there any **local** municipality level **anti-trafficking strategies**?

2. Development of case studies: defining the “typical” case in line with the national trends

Ask service providers to **describe cases** that have been identified in their country/area.

Identify **certain types of trafficking** prominent in your country/area.

Describe **examples of cases** concerning identified victims of trafficking, who have received assistance and rehabilitation by actors at the national and/or municipal level:

- 1) female victims of **sexual exploitation** cases (incl. those, who experienced exploitation abroad)
- 2) male victims of **labour exploitation** cases (incl. those, who experienced exploitation abroad)
- 3) female victims of **exploitative sham marriage**,
- 4) victims of **forced criminality**.

3. Further assesment

Use questionnaires **to assess the amount** of services provided to the victims.

What **difficulties** were there in providing sufficient set of services? Collect **best practices** and **critique**.

What was **the outcome for the victims** after receiving the services?

Was the **home municipality** of the victims part of the rehabilitaitons?

LATVIA

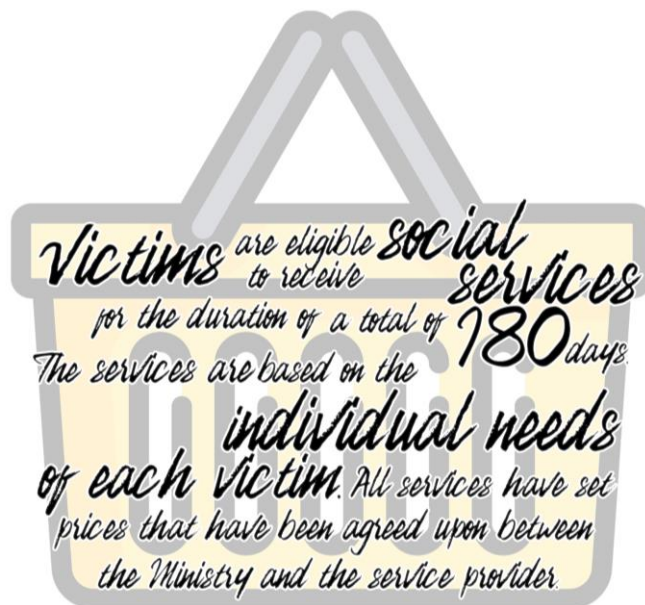
DESCRIPTION OF THE ASSISTANCE SYSTEM FOR VICTIMS OF TRAFFICKING

In Latvia, service providers for victims of trafficking are selected by the State through a procurement process. The Ministry of Welfare coordinates the funding for victim assistance. There are currently two NGOs that have been selected as official service providers, both based in Riga: Centre Marta and Shelter Safe House. Before 2017, only one NGO at a time was granted the official service provider status. These two NGOs have slightly different customer profiles and areas of expertise when it comes to dealing e.g. with male or female victims, children, or victims with difficult backgrounds, such as sexual exploitation. **In Latvia, only officially identified victims of trafficking can receive state funded assistance, however it is not conditional upon victims' capacity or willingness to cooperate in a possible legal process.**

A victim of trafficking can be officially identified by the police, court or prosecutor. If the victim is unwilling to cooperate with the police, the service providers have the power to grant the official victim status after a review by a commission of multi-sectoral experts consisting of a social worker, psychologist, lawyer, and a police officer. Also, victims themselves can apply for the status of an official victim. The application is reviewed by the same commission of multi-sectoral experts. The final decision is made by the State Social Integration Agency, that notifies the service provider within three days regarding their decision to assign services to the person or to include the person in the queue of the recipients of services or to refuse to assign services to the person.

The officially identified victims can themselves choose which NGO they prefer as a service provider. If the person does not want to choose, the State Social Integration Agency decides which organization will support the victim based on the specialization of the organization, and the number of current customers in their system. After a victim is officially identified and a positive decision to assign services is issued, the service providers draft an individual rehabilitation plan, which is based on existing available services outlined in the so-called "basket of social services". It should be noted that specialized services to victims of trafficking are only provided for the duration of 180 days.

Picture 2a: The Latvian cost model in a nutshell – the basket of social services



The Ministry can also reimburse expenses from services in cases of emergency that are not included in the "basket of social services", and/or costs in cases where the victim has not been officially identified as a victim of trafficking.

Picture 2b: Three scenarios for the continuation of services



ESTIMATING THE COSTS OF VICTIM SUPPORT TO VICTIMS OF TRAFFICKING

According to information received from the Latvian Ministry of Welfare, the annual State budget for assisting victims of trafficking is currently 270 000€. The amount is expected to cover the costs of assistance to 24 victims annually. On average, the annual assistance to each victim is estimated to cost 6 000€-7 000€. In cases where a legal process is initiated, the Ministry estimates that the annual average cost per victim to is 9 000-10 000€ (The Ministry of Welfare, Ombudsman Report 2017).

Picture 3. State budget for assisting victims of THB in Latvia, 2016



Depending on the type of exploitation and circumstances surrounding a specific case, the victims have different types of needs. The less time consuming cases are usually linked to e.g. exploitative sham marriages and labour exploitation, whereas the needs of sexually exploited victims and children are more complex. Such victims thus require more services than other victims. The background of the victim (level of education, general life-skills) also influences the need of the victim, and are also strongly linked to the risk of re-victimization.

The state is not the only source of funding for the Latvian service providers. The interviewed NGO representatives emphasized that they need to actively find additional funding e.g. from private initiatives. The additional funding is mainly used for organizing special projects e.g. awareness raising campaigns and exit programmes for women involved in prostitution. The additional funding enables the service providers to also provide at least some level of assistance to victims who do not want to cooperate with

the authorities, or who have not been granted the status of an official victim. Both NGO and state representatives mentioned that funding for awareness raising should ideally be supported by the state.

The interviewed service providers emphasized that the limitation of services to 180 days has proven difficult, in particular when there is a lack of sufficient funding after the 180 days have passed. **There is currently no state-funded reintegration programme for victims of trafficking, and there is little knowledge of what happens to the officially identified victims after the victim has received the state-funded 180 days of specialized social services, and is removed from the official system of assistance.** The social service providers, i.e. the specialized NGOs, might do follow-ups with certain victims, but this post-rehabilitation assistance is not done systematically. **The local municipalities are expected to take over assistance to victims, but this research shows that there is a lack of systematic assistance by municipalities to victims of trafficking who have depleted the 180 days of assistance.**

As an example of the costs incurred by one of the selected service providers, in 2016, the State granted a budget of 51 400€ to the Latvian service provider NGO Marta for assisting 14 officially identified victims of trafficking.

Picture 4. Annual state budgeted for providing services to victims of trafficking in Latvia, NGO Marta, 2016



Representatives of the NGO Marta highlighted that the actual costs of assisting victims are in some cases much higher than anticipated by the state and the basket of services. This is the case when providing assistance to children. Underage victims of trafficking often need more support and more sessions of consultation, and such consultations often need to be given to the entire family. Also, housing issues were mentioned as a major concern. According to Marta representatives, the daily budget per victim (23€) theoretically should include all costs, including housing, but in reality, the amount is not sufficient. To resolve the housing question, the service providers have tried to engage municipalities and other institutions to find appropriate housing for victims of trafficking.

COOPERATION WITH THE MUNICIPALITIES

The key difference between municipal services, and those of dedicated NGOs, is that services provided by municipalities are based on the person's needs and on services available in the municipality, not on the status of the person (i.e. whether the person is an officially identified victim of trafficking or not). In general, municipalities are obliged to offer social and health services to its inhabitants, and the costs of these services are covered by the municipal budget. **If municipalities assist victims of trafficking, they must fund the actions from the own budget lines. Municipalities are not eligible to receive any reimbursements from the funds budgeted for the "basket of social services" for victims of trafficking.** In practical terms, the level of cooperation between the municipalities and service providers is largely linked to the size and resources of the municipality, and to the existing level of awareness of human trafficking among municipal actors.

One of the services provided by municipalities is to offer basic unemployment services, such as special training and courses. Victims of trafficking often have a long and difficult reintegration process back to “normal life”. It is unclear to what extent municipalities currently carry out actual needs assessments on the rehabilitation and reintegration needs of victims of trafficking. Victims may need access to employment, or to learn new life skills, get a degree or support in caring for themselves and/or their children.

This research also shows that there should be more cooperation between municipal actors and the specialized service providers already during, as well as after, the 180 days of specialized assistance. Victims would benefit most from the services in the basket of social services if there was a closer cooperation with municipal actors who could complement the assistance and services received from “the basket”. **It is evident that many victims of trafficking have not fully recovered after the termination of the 180 days. Municipalities should therefore actively be involved in the provision and organization of post-rehabilitation assistance; e.g. in finding housing, in finding work and in providing longer-term psychological support.** One of the challenges raised in this study is the issue of emergency accommodation. A clear referral mechanism regarding emergency accommodation should be developed between municipalities and service providers.

Multiagency cooperation requires that the municipalities themselves actively initiate cooperation with the service providers. In this respect, the State could be more involved in activating the municipal actors. One suggestion is that the State could consider amending the law or introducing policy recommendations to clearly outline the obligations of municipalities in providing provide support services for victims of trafficking.

One concern was raised regarding the privacy and safety of victims who are reintegrated to smaller communities/municipalities in particular. Smaller municipalities have smaller social circles, and may therefore lack privacy. Victims might rather want to receive assistance from other than local actors so that they are able to disclose their experiences without fearing that their acquaintances and neighbours might find out about their difficult experiences.

TYPES OF EXPLOITATION

The next section introduces cases which illustrate the diverse needs of trafficking victims. The discussion points below are meant for the use of project partners, and other possible platforms such as e.g. inter-institutional working groups on trafficking. The discussion points demonstrate the various cost-related considerations and issues in assisting victims of trafficking, and can be used to reflect on the possible role of the municipality, and on the additional ways that municipalities could support victims.

Case examples from Latvia	Discussion points
Labour exploitation among local marginalized groups	
<p>A severe labour exploitation case involving sixteen victims was recently uncovered. The persons were all elderly, poor, addicted and homeless. Over a period of three years they were forced to perform hard physical labour, without receiving adequate food, and were kept in inhumane conditions. The perpetrators were four men and three women, who also forced the victims to sell home-brewed alcohol. Four of the sixteen victims were formally identified as victims of trafficking.</p>	<ul style="list-style-type: none"> ▪ What could have been done to detect the victims sooner? Are there any mechanisms for early detection? ▪ When large groups of victims are detected at the same time in the same region, how to ensure that resources do not run out, and that each victim receives necessary services e.g. rehabilitation and accommodation? ▪ If four of the persons were formally identified, what happened to the rest; did they receive services? What was the overall outcome for the four formally identified victims? ▪ What is the role of the municipality in rehabilitation of THB victims who have a substance addiction?
Sexual exploitation that has happened in the past, i.e. “historical” trafficking	
<p><i>In 2016 a woman in her 40s approached a victim support NGO in Latvia because of problems with domestic violence. She told the NGO she had become involved in prostitution at the age of 15, but she had been able to exit prostitution some 9 years ago. The NGO social worker found out she had in fact been a victim of trafficking in the past. Although there was no specific criminal offence of trafficking at the time when she was exploited, it was decided that she was still eligible for assistance as a victim of trafficking.</i></p>	<ul style="list-style-type: none"> ▪ Are there, or should there be specific instructions, or a protocol for how to deal with “historical” trafficking cases? ▪ Are services guaranteed for such cases in general, or are these evaluated case-by-case? ▪ Should service contracts be updated to include considerations related to these types of cases as well?

Children coming from disadvantaged backgrounds who end up as victims of sexual exploitation

An NGO assisted several underage girls between the ages 12-16, who had been sexually exploited. They all came from disadvantaged backgrounds: they had been physically, sexually and emotionally abused and had been neglected by their guardians. After running away from home, they were recruited by older men who offered them easy money. They were all exploited in brothels. Because they were children, their consent to the exploitation was considered irrelevant, and they were therefore defined as victims of trafficking, and eligible for special assistance.

- What is the role of the municipality in rehabilitating children who have a heightened risk of re-victimisation?
- Is there special funding for increasing targeted awareness raising and lectures to children?
- NGOs have encountered adult victims who come from similar backgrounds. They may have acquired more life-skills in comparison to children, but they have the same type of social and economic vulnerability. How to increase prevention of exploitation among this group and how to provide for the needs of such victims?

Exploitation and trafficking among migrants

In general, there is little experience of cases with migrants being victims of trafficking, however, a young Vietnamese woman was identified by an NGO as a victim of trafficking. She was not admitted to the assistance system because she did not have a legal residence in the country. Presumed victims of THB, who are illegally staying in the country, are placed in a state detention centre, and are not eligible to receive services.

- Even though the presumed victim can be seen to be guilty of an immigration offence, the person still requires specialized assistance and should not be punished or detained in line with the principle of non-punishment of victims of trafficking. How should such assistance be organized? How should it be ensured that such victims are not punished for their immigration offence?
- Is it possible to intensify cooperation with immigration services so as to avoid the detention of such victims?

Exploitation abroad in connection to criminal activities

A young Latvian man was invited to travel to Latin America. When he arrived in the country of destination, he was told he would have to become a drug mule. He refused, but after receiving serious threats he had to comply. He travelled to Greece, where he was caught by the authorities. He was convicted of drug trafficking and spent 2 years in prison in Greece. When he returned to Latvia his mother approached NGOs and government actors. In the end, it was agreed he was a victim of trafficking and eligible for services in Latvia.

- In cases like this, how is the assessment of whether he is a victim, or an accomplice in crime, carried out?
- Are the service and rehabilitation needs different due to the time spent in prison?
- Is it possible to establish protocols or procedures to ensure that such victims are identified accurately?

The next picture outlines the contents of a typical assistance plan for victims of two forms of trafficking.

Picture 5: Typical assistance plans in Latvia

Exploitative sham marriage



Sexual exploitation:²



²If specialized psychiatric treatment is needed the municipality is involved in providing specialized services.

KEY ISSUES HIGHLIGHTED IN THE INTERVIEWS IN LATVIA, AND RECOMMENDATIONS

The following highlighted issues, as well as possible responses and recommendations, are based on the findings of the research. The issues and problems are based on the interviews with state actors and NGO representatives. The possible responses and recommendation are largely also based on the interviews, but also include HEUNI's own expert opinions and observations. The following issues are in no particular order.

Issue 1. The state covers the costs to the selected service providers (NGOs) only if the presumed victim is later formally identified as a victim of THB. Also, if the presumed victim decides that she/he does not want to participate in the social rehabilitation programme and drops out, the NGO is not entitled to receive a reimbursement for the services provided.

- This is especially relevant in connection to cases identified abroad. There needs to be closer cooperation with local NGOs and law enforcement officials throughout the process of returning the victim to Latvia.
- Travel costs need to be covered in the budget so that the service providers are able to go abroad to escort victims to Latvia whenever necessary.
- The issue whether the costs of victims who later decide to refuse the official victim status should be resolved.

Issue 2. There is no state-funded reintegration programme that would extend beyond the 180 days of specialised services even though it is evident that often victims need more time and assistance to recover.

- There needs to be a systematic division of roles and duties between service providers and municipalities after the victim has received his/hers limited amount of assistance.
- As long as the NGOs are not financially supported by the state to provide services after the official assistance

period ends, the municipalities need to be actively involved in provision and organisation of rehabilitation of victims of trafficking that need assistance beyond the duration of 180 days (e.g. psychological support, specialised unemployment services, housing

- The State should consider developing a programme or a reimbursement structure that makes sure that a municipality's willingness to provide assistance to victims of trafficking is not dependent on lack of financial resources.

Issue 3. Increasing funding to assist victims of trafficking has been rather positively welcomed at the state level in Latvia. However, there is less political will to fund preventative activities such as information and awareness raising campaigns.

- Permanent funding for awareness rising campaigns should be included in the State budget.
- The capacity of NGOs to seek co-funding for projects from international organisations or the European commission should be increased, e.g. through training. Several international funding streams are available for projects by NGOs and government authorities across the EU, but NGOs in particular may need more capacity and skills to apply for such funds.
- State or municipal supported targeted awareness raising campaigns to relevant municipal actors should be organised. Awareness raising should be targeted in particular to municipalities with known trafficking cases, but both larger and smaller municipalities need

training on issues related to victim identification.

- There is a need for increasing coordination and sharing of resources between larger and smaller municipalities. There are 190 municipalities in Latvia of which 110 can be categorized as small, and many of the municipalities lack overall knowledge of trafficking.

Issue 4. Currently both the two selected service providers are located in the capital of Latvia, Riga. In cases where they victim would prefer to stay in his/her home municipality outside of Riga, service provision is logistically more difficult and costlier.

- There is a need to increase the capacity of service providers to cooperate with local experts from the health and social services through strengthening the national referral mechanism.
- There is a need to make sure that travel costs of both services providers, local experts and, if necessary, the victims, are covered in the basket of social services.

Issue 5. In Latvia, unaccompanied children or Latvian orphans who have been victimized are placed in special centres for children/youth. This excludes them from specialized services to victims of trafficking.

- It should be considered whether there is a need to establish a specialized NGO that is focused only on assisting underage victims of trafficking.
- It should be discussed whether a rehabilitation plan that ensures that children receive specialized services to assist them in returning to education and their communities should be created. There is also a need to ensure that there is sufficient funding for these services.

Issue 6. The service providers do not systematically have adequate shelter and housing available to victims of trafficking.

- There is a need to strengthen cooperation with other local institutions e.g. violence against women shelters, emergency shelters or churches so as to explore whether such institutions could also house victims of trafficking.
- Municipal actors should be made aware of procedures linked to finding emergency shelter, and the protocol to arrange shelter needs to be flexible so as to allow for quick solutions, that also guarantee the safety of the victim.
- There is an urgent need for municipalities to assist victims of trafficking in housing arrangements after the termination of the 180 days.

Issue 7. Victims often come from difficult backgrounds e.g. dysfunctional family backgrounds or orphanages, and lack social and practical skills, thus highly increasing the risk of re-victimisation.

- Municipalities and social workers have an important role in preventative actions, but these actions should be coordinated in close cooperation with NGOs.
- Municipal social workers need training to identify vulnerabilities and possible victims of trafficking. Municipal social workers need more training and awareness on how to refer victims to specialized service providers.
- There is a need to ensure that orphanages or similar institutions have sufficient capacity to provide social skills and lifestyle lessons to their residents; this could also be developed into a form of preventative work of NGOs and municipalities.
- There is a need to ensure funding for post-rehabilitation support groups for NGOs.

Issue 8. "The basket" includes a very limited amount of medical services e.g. no dental, gynaecological or emergency medical assistance.

- Municipalities should ensure that health and social services are sensitive to the needs of victims of trafficking, and equally available to all inhabitants.
- When municipalities provide medical services to officially identified victims of trafficking, this should be done in cooperation with the NGO service providers.
- There is a need to make sure that when a victim is receiving services that are not included in "the basket", the 180 days of assistance is paused for that duration e.g. in cases where the victim needs inpatient care or institutionalised drug or alcohol rehab.

ESTONIA

DESCRIPTION OF THE ASSISTANCE SYSTEM FOR VICTIMS OF TRAFFICKING

In Estonia, all victim support services are funded by the Estonian National Social Insurance Board, and the specialized support services to victims of trafficking are provided by NGOs. The NGOs are selected through an open tender process by the Estonian National Social Insurance Board. Currently Eluliin ("Lifeline") has a 2-year contract and SOS Lasteküla (SOS Children's Village) has a 3-year contract to provide support services for trafficking victims. In addition, Medicum has a 3-year contract to provide medical services for trafficking victims. In addition, the Ministry of Social Affairs has awarded a 2-year contract to the NGO Living for Tomorrow to run a dedicated hotline service for trafficking victims and those seeking work abroad.

Eluliin provides psychological, legal and social counselling, as well as rehabilitation for female and male victims of trafficking, including children, as well as those who want to exit prostitution.³ They also run a shelter with five places. Victims are referred to the shelter through the Social Insurance Board. SOS Children's Village has five places for underage victims of trafficking in human beings, unaccompanied children and sexually abused children. They also run several substitute homes and a reception centre for maltreated children. The hotline managed by Living for Tomorrow provides information about opportunities, working conditions, and risks related to working, studying, or marrying abroad, and provides help for those who have become victim of some form of exploitation abroad.⁴

The revised victim support act entered into force on 1 January 2017. **Only those victims of trafficking who agree to participate in criminal proceedings against the perpetrator, or in whose case the police decide to initiate a criminal investigation against the perpetrator, are eligible to receive assistance by NGOs receiving funding from the Estonian National Social Insurance Board.**

If victims are reluctant to cooperate with law enforcement, they are entitled to assistance over a period of 60 days (reflection period), but not longer. Those victims who all together refuse to cooperate with law enforcement will also receive assistance for 60 days. An additional 60 days can be covered if the police terminate the investigation during the initial 60 days.

Victims who cooperate with law enforcement are by law entitled to assistance as long as they need it. If the police during the investigation changes the criminal provision from trafficking to some other crime, victims are still entitled to assistance as long as they need it.

The revised law also gives NGOs, in addition to the police and the National Social Insurance Board the right to identify victims of trafficking. The National Social Insurance Board is the body that after the 60 days have passed decides who is eligible for continued state-sponsored victim assistance.

The National Social Insurance Board also runs victim support offices in each county in Estonia. The local victim support officials are usually placed in the same building as the local police, and work to help victims access the services they need.

The state-funded, and NGO-provided support services, include counselling, assistance in liaising with state and local government authorities, safe accommodation, catering, necessary health services, material assistance, psychological assistance, translation and interpretation services, and physical and psycho-social rehabilitation.

³ <http://www.eluliin.ee/>

⁴ <http://www.lft.ee/inimkaubitsemine/noustamisteenus->

Victims who refuse to cooperate with law enforcement receive assistance for 60 days. Cooperating victims are entitled to assistance as long as they need it. Assistance is also provided to foreign victims.

ESTIMATING THE COSTS OF VICTIM SUPPORT TO VICTIMS OF TRAFFICKING

The majority of victims of trafficking assisted by the selected service providers are of Estonian origin. There are large differences in the needs between e.g. male victims of labour exploitation and female victims of sexual exploitation. **On average the victims spend one year in the rehabilitation programme receiving safe accommodation, counselling and other services.**

According to the National Social Insurance Board, the total budget per annum for all types of crime victim support in Estonia is 336,000€, including also services for domestic violence victims. Out of this, 199,300€ per year is reserved for psychological counselling services to various crime victims and their family members. There are also separate funds for women's shelters and a hotline for gender-based violence victims, as well as services for persons wishing to exit prostitution. Victims of trafficking-related crimes, or victims in cases where no police investigation is initiated for the crime of trafficking, may be eligible for assistance through the selected NGOs. There are also funds for compensation to crime victims; however, in 2016 no trafficking victims applied for such funding.

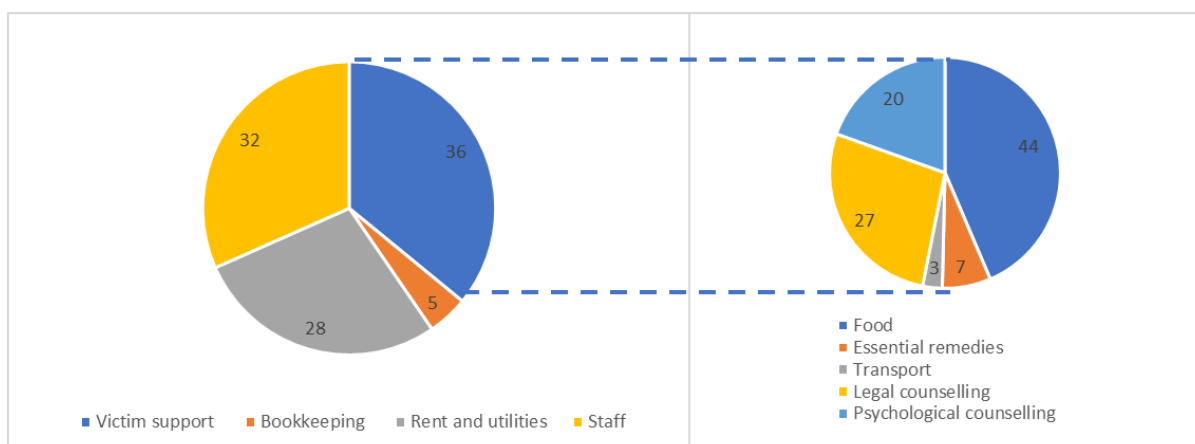
In 2016, the National Social Insurance Board covered costs for the support to eight victims of trafficking, for a total amount of **39 570€, of which 2410€ were used for medical assistance**. The figure is based on invoices that the Social Insurance Board has received from the service providers. The NGOs who provide specialized services for victims of trafficking received the following maximum funding⁵:

Picture 6. State funding for assisting victims of THB in Estonia, 2016.



⁵ Medicum - no specific budget: the necessary medical services to victims of trafficking are covered according to a set price list.

Picture 7: The division of the costs of victim assistance in 2016 by the NGO Eluliin; all costs, and the division of victim support costs.



As can be seen from the charts, the cost of actually providing support to victims of trafficking form the largest share of the costs of specialized assistance to victims of trafficking. Staff costs constitute the second largest cost, and consist of various forms of social support (not psychological or legal counselling). With regard to the costs of victim support, food constitutes the largest single cost item. The cost of accommodating victims is not included in the division of costs above.

Picture 8: Anti-trafficking NGOs in Estonia, their length of contracts and funding by the State 2017-2019.



The selected NGOs receive a certain preparedness or readiness fee in advance, but **the main part of the costs of victim support are based on an individual needs assessment, done for each victim separately.** The NGO then receives a reimbursement from the Social Insurance Board against receipts provided monthly. Specialized services related to e.g. physical health are planned in cooperation with specific health service providers that are contracted by the Social Insurance Board. This arrangement was described to be functioning well, and flexible enough to respond to the complex needs of victims of trafficking. However, the Estonian service providers do need to find alternative funding sources as well, since the **funding is not always sufficient especially in cases that require long-term legal counselling and representation in court.** Other costly “extra” services might include dental services and/or medical devices related to disabilities e.g. prosthetics or wheelchairs. The services providers have to some extent

been successful in receiving compensation for these costs from the perpetrator through court proceedings.

COOPERATION WITH MUNICIPALITIES

The overall responsibility of victim support services lies with the National Social Insurance Board, which is by law obliged to cooperate with municipalities in providing support services. When a victim, who has been residing in one of the NGO shelters or has been supported by an NGO moves to his/her home municipality, the municipality is supposed to take over victim assistance from the NGO. Since March 2017, Eluliin has developed case management plans for each victim of trafficking, including a plan for needed services and possible dates for e.g. when the victim could be moving to his/her home municipality. The National Insurance Boards signs off the plans and supports the cooperation between Eluliin and the municipality, in particular in cases where there are some challenges in the cooperation.

Municipalities are by law obliged to take over the support to the victim when the person is ready to move back to the local community. The research however shows that **there is a large variety in how different municipalities understand trafficking, the special needs of victims, and the municipality's role and responsibilities in assisting victims.** First, there seems to be a lack of basic knowledge of human trafficking among municipal actors, and a lack of understanding of the background of trafficking victims, the effects of exploitation and why victims might refuse assistance. Secondly, there is a lack of knowledge of the specialized support available to victims of trafficking, the role of NGOs, the role of the National Social Insurance Board, and the role of the municipality. Thirdly, there is a large variety in the level of cooperation at the local level, and how well the different actors work together in supporting victims of trafficking.

The service providers struggle to provide adequate assistance related to long-term housing. More efforts should be made to identify local partnerships and cooperation between municipalities in order to find safe and economically accessible accommodation. Victims of trafficking often start building their lives with very limited resources, and having a safe and affordable place to live is essential. Another issue that was mentioned was the challenges of finding jobs due to the competitive nature of the labour markets. Local municipalities should put more efforts into supporting victims of trafficking who need jobs. The special needs of victims who are mothers should be considered and special support should be given to victims who are guardians of small children. Awareness raising and training targeted to municipal actors should be aimed towards reducing prejudice and stigma that might be associated with trafficking victims. The more municipal actors are able to relate to victims of trafficking, the more motivated they are to organize training and improve cooperation.

The two municipalities covered in the study report that they provide assistance to victims of trafficking in the form of counselling services, assistance in cooperation with other services providers and other state institutions. They state that they provide emergency assistance such as safe housing, health services and translation services if needed. They also report that they provide material assistance such as food or clothing. The amount and type of services is largely dependent on the resources of the municipality, except for children who are always a top priority. **There is however no official cooperation agreement or referral mechanism on which the municipality's role, duties and tasks are based on.** Services can furthermore be given only to persons who are registered in the state population register, and not all of the services are free of charge to municipal inhabitants.

An important finding is that there are currently no rehabilitation or reintegration services offered by the two municipalities. However, victims who are no longer eligible for official assistance through the government funded NGOs, can receive services from municipal crisis centres that offer short term psychological assistance. The crisis centres offer counselling also over the phone. In Haapsalu, persons (or their families) are eligible to receive three counselling sessions free of charge.

According to the respondents, the level of municipal involvement in the prevention of trafficking, and assisting victims of trafficking largely relies on finding the correct and "active" contact persons. This carries with it the risk that municipal activities in prevention of trafficking and assisting possible victims is tied to personal priorities, which may change along with staff changes. Local anti-trafficking networks consisting of multidisciplinary experts would highly increase the likelihood that activities continue regardless of e.g. staff changes. Such cooperation agreements would also ensure that money already

spent on joint activities (e.g. planning trainings and lectures, mapping possibilities to assist victims, planning the organisation of support, coordination with assistance system) is not lost. The municipal actors interviewed in Estonia highlighted the need to organize more training to the municipal actors working in particular in the health and social sectors. The training should be as practical as possible, and municipal actors also called for study visits to neighbouring countries.

TYPES OF EXPLOITATION

The next section introduces two case examples that illustrate the diverse needs of trafficking victims. The discussion points below are meant to demonstrate the various cost-related considerations and issues in assisting victims of trafficking. They can be used in e.g. inter-institutional working groups on trafficking to reflect on the possible role of the municipality and on the additional ways that municipalities could support victims who have received all the possible services available for them in the basket.

Case examples from Estonia	Discussion points
Sexual exploitation involving children	
<p><i>Recently five local victims (all children) were identified, who were all related to one criminal investigation. The victims were returned to live with their parents/guardians who had not been involved in the case as perpetrators. Court proceedings will start in September 2017, and preparations for the trial are underway. The victims were exploited locally except for one who had been exploited in Norway.</i></p>	<ul style="list-style-type: none"> ▪ In case of children who have guardians, are there mechanisms in place to investigate the family and housing situation to ensure that the children can be safely accommodated by the guardians and that they have not been involved as perpetrators? ▪ Are there enough resources to support the parents of the victims? How about other possible social networks that might be affected (schools, friends, other relatives)? ▪ Are there enough resources for the service provider to assist the victims prepare for court proceedings (rights and responsibilities)?
Foreign beggars	
<p><i>A Russian male victim was forced to beg in several European countries before arriving in Estonia. The victim was identified by the police and the traffickers have subsequently been prosecuted. The victim was placed in the shelter service but in the end, he was returned to Russia in early 2017 despite of his cooperation with the police. The service provider was not successful in finding a local NGO in Russia to continue assisting the victim. The risk of revictimization is considered to be very high.</i></p>	<ul style="list-style-type: none"> ▪ The risk of revictimization is very high if victims return/are returned to their home countries without cooperation with local NGOs or service providers. How can NGOs and state actors ensure cross-national cooperation does the funding include costs related to intensifying such cooperation? ▪ NGOs are professionals in assessing the needs of victims and for each officially identified victim of trafficking, an individual needs assessment is drafted. Would it be possible to highlight the possible role of a municipality and include tasks and responsibilities for municipalities, already in the needs assessment? ▪ In cases where victims are returned (either deported or returned voluntarily) what measures can be taken to ensure that the victim will return to testify? Is it clearly defined how the travel costs are covered in these cases, and are the safety aspects taken into consideration?

KEY ISSUES HIGHLIGHTED IN THE INTERVIEWS IN ESTONIA, AND RECOMMENDATIONS

The following highlighted issues, as well as possible responses and recommendations, are based on the findings of the research. The issues and problems are based on the interviews with state actors and NGO representatives. The possible responses and recommendation are largely also based on the interviews, but also include HEUNI's own expert opinions and observations. The following issues are in no particular order.

Issue 1. There is a limited access to services and housing for suspected victims.

- There is need to have clear protocol and division of responsibilities regarding covering transportation costs of suspected victims to Tallinn who have not yet been officially identified as victims of trafficking.
- A crucial issue that needs to be resolved is the correct protocol for what to do if and when a possible victim of trafficking is detected during night time.

Issue 2. Officially identified victims of trafficking, who are supported by NGOs but do not live in their shelter/accommodation in Tallinn, are in practice supposed to come to Tallinn to receive e.g. counselling. By the contract with the National Social Insurance Board, the NGOs should cover the travel costs of victims travelling from their home municipality to Tallinn.

- There is a need to resolve the question of accommodating/housing victims who are not from Tallinn, as well as persons identified by municipal actors outside of Tallinn in locations without suitable shelters/accommodation.
- There is a need to consider whether services could be expanded also to other municipalities than Tallinn.
- It would also be important to consider what amount of specialised services could be provided by the municipalities themselves.
- There is a need for clearer guidance regarding the roles, duties and responsibilities of different actors (NGO service providers and municipalities). This guidance could form the basis for a national referral mechanism.

Issue 3. Municipalities are by law obliged to take over the support to the victim when the person is ready to move back to the local community but in reality, the division of responsibilities and costs between the different actors should be further developed.

- There seems to be some amount of confusion regarding who is responsible for various costs; i.e. what is the responsibility of the municipality vs. the victim-service NGOs or the National Social Insurance Board.
- There is therefore a need to clarify the responsibility of local municipalities e.g. through clear instructions/guidelines. These guidelines need to include clear instructions on what the municipality is responsible to pay for, and what the NGOs or the National Social Insurance Board will cover.
- At the municipal level, there is a need for a list of organisations and actors both at the municipal and the national level, and the concrete assistance they provide so that all local actors know whom to contact/where to refer victims of trafficking.
- Having a higher-level actor (e.g. mayor etc.) committed to action against trafficking would increase the impact of local anti-trafficking actions.

Issue 4. The awareness and knowledge of trafficking at the municipal level varies. Very few cases of trafficking come to the attention of authorities in the municipalities and they consequently lack experience in dealing with such cases. There is also a lack of standardized procedures and practices.

- There is need for additional training and education on human trafficking at the

municipal level so as to firstly increase awareness of trafficking, and secondly to clarify the roles of the different actors. Such training would make it easier for the victim support NGOs to liaise with the municipalities when victims are returned to their community.

- The STROM II project has already been beneficial in introducing the topic of trafficking and in strengthening cooperation between local municipal actors and the NGOs as well as the National Social Insurance Board. There is however a need to roll out similar training in the rest of the country.
- Securing the commitment of decision makers in the fight against trafficking would highlight the importance of the topic and encourage municipal workers to participate in awareness raising and training.

Issue 5. Lack of a National Referral System

- The roles and tasks of state and municipal actors, as well as services providers should be clearly defined through a national referral system. Such a referral system would assist in particular when victims are first detected. The immediate actions and responsibilities are unclear, and there is a mechanism lack of guidance regarding the procedures and responsibilities of different actors involved.
- The Ministry of Social Affairs has prepared national guidelines for organisations who are in contact with victims, which have recently been updated, however it is unclear that to what extent these guidelines are followed at the municipal level. There is therefore a need to ensure that these guidelines are rolled out in municipalities.

Issue 6. Lack of funding for a rehabilitation and reintegration programmes for victims who need assistance once the initial rehabilitation has ended.

- NGOs are in on the average in in contact with the victims 3-5 years after the criminal proceedings have ended, and support networks are needed to avoid revictimization. There is a need to provide funding for setting up special psychological support group services, as well as longer-term post-rehabilitation programmes for victims of trafficking.
- It is currently difficult for victims to access vocational training, including other possible courses and training opportunities.
- There is a need to ensure that victims of trafficking can access specialized training courses e.g. business start-ups to increase the opportunities to success in the labour market. Municipalities should be encouraged to enhance their efforts to include victims of trafficking in labour market and training initiatives.

Issue 7. Lack of funding to provide adequate assistance in relation to court-cases which require long-term legal counselling and assistance in court.

- There is a need to make sure that victims are supported by for the entire duration of court hearings if needed.
- There is a need to make sure that victims are supported by different professionals who know how to take into account the recovery of victims. The service providers are often best equipped to effectively address the needs of victims, and financial means should be guaranteed to ensure that needs of victims correspond to resources of NGOs.

LITHUANIA

DESCRIPTION OF THE ASSISTANCE SYSTEM FOR VICTIMS OF TRAFFICKING

Since 2002, The Ministry of Social Security and Labour of Lithuania has been responsible for the coordination of victim assistance (including presumed victims of trafficking) as regards policy formation and funding. The Ministry of Interior has the overall coordinating role in the work against trafficking. As a result of a tendering process every three years, there are currently five main service providers receiving funding for assisting victims of trafficking in Lithuania: Caritas Lithuania, Association Men's Crisis Centre in Kaunas, Klaipeda Social and Psychological Support Centre, and Missing Person's Families Support Centre and Caritas of Vilnius Archdiocese. Also, activities of the Association of Women Affected by HIV/AIDS and Their Relatives, Save the Children Foundation and the International Organization for Migration are participating in assisting victims and potential victims of trafficking in Lithuania. The services provided to victims of trafficking include social and psychological support, prevention, rehabilitation and reintegration programmes, outreach in schools and other relevant institutions as well as legal and medical crisis assistance. The NGOs also maintain help lines. NGOs may also provide shelter services and participate in policy development, and organize training and seminar activities.

In Lithuania, victims, and presumed victims of trafficking, do not need to be officially or formally identified as victims of trafficking to receive assistance. Also, assistance is provided irrespective of whether the victims co-operate with law enforcement authorities or not. However, unconditional assistance is only provided to Lithuanian nationals and those with a right of residence in the country.

NGO provide or organize social services, counselling, assistance in liaising with state and local government authorities, safe accommodation, necessary health services, psychological assistance, legal aid, translation services, assistance in reintegration and other. Services are provided based on individual needs of victims and presumed victims of trafficking.

The NGOs also receive funding for projects that aim to develop the system of assistance through e.g. enhancing inter-sectoral and inter-departmental cooperation, prevention of trafficking, as well as increasing understanding of different forms of human trafficking.

The main provider of assistance for female victims of trafficking is the NGO Caritas Lithuania, which accommodates victims in rented apartments or in municipal shelters. Victims receive accommodation usually for up to six months, but longer periods of stay have been allowed when necessary.

There are no specialized shelters for victims of trafficking. In 2015 there were a total of 28 crisis centers in Lithuania, 71 family support centers and 56 social service centers with short-term accommodation for people in need, where victims of trafficking may also be placed. (Greta Report Lithuania 2015.) Citizens of third countries have a right to a reflection period of 30 days and can get shelter in Refugees Reception Center.



ESTIMATING THE COSTS OF VICTIM SUPPORT TO VICTIMS OF TRAFFICKING

In Lithuania, a total of 179 victims (including presumed) of trafficking received assistance in 2016 through state-funded NGOs. In 2015, a total of 139 victims (including presumed) were assisted. State funding to specialized service providers almost doubled from 2015 to 2016, although the number of assisted victims increased by roughly a third. (see Table 1.). The Ministry of Social Security and Labour estimates that funding for 2017 will amount to 115 000€. However, the average annual State funding per presumed victims is low; in 2015 the average available funds for each victim of trafficking was 309€, and in 2016, 447€.

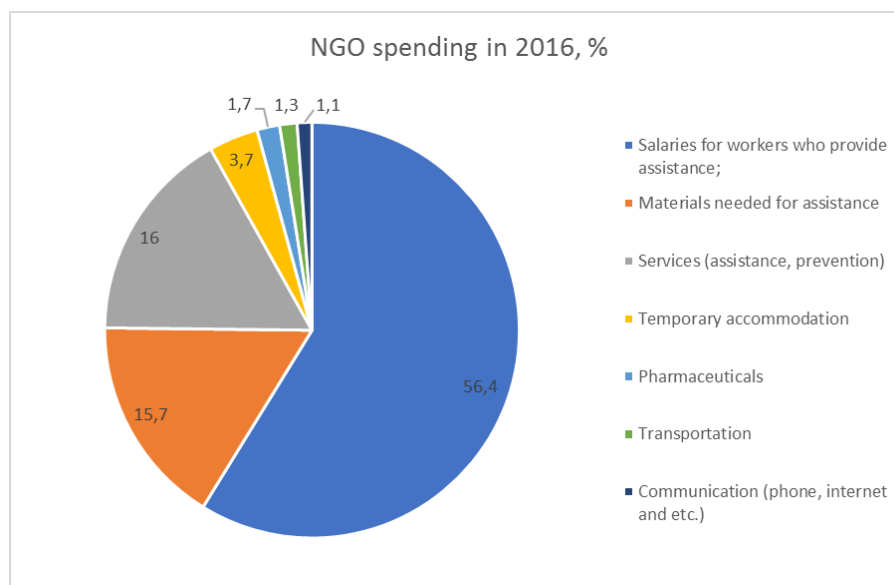
Table 1. Number of victims and presumed victims of trafficking (2014-2016) and funding received by NGOs in total for assisting victims of trafficking from the Ministry of Social Security and Labour.

Year	Number of persons (victims and presumed victims of human trafficking)				Annual funding for NGOs (€)	Average funding per victim (€)
	<i>men</i>	<i>women</i>	<i>children</i>	<i>total</i>		
2017	—	—	—	—	115 000 (estimated)	—
2016	88	80	11	179	80 000	447
2015	47	72	20	139	43 442	309
2014	30	94	9	133	43 442	—

Picture 9 below elaborates the shares of specific services funded from the State budget for the year 2016. Close to sixty per cent of the funding is used to pay salaries for workers who provide the assistance. The second largest expense items are the materials needed for delivering the assistance, as well as assistance and prevention related services. The annual State funding for temporary accommodation services is approximately 3200€.

Based on the official data, provided by NGOs in 2016, the funding by the state currently covers on the average 51% of the actual annual spending that NGOs incur in providing specialized services to victims of trafficking. This means that the service providers actively need to seek additional sources of income. In addition to State funding, **municipalities provide funding to NGOs rendering assistance to victims of trafficking either by financing crisis centres run by them, or co-financing services provided by NGOs.** NGOs also seek funds from other public and private donors.

Picture 9. Types of services funded and their share of the total funding given to NGOs in assisting victims of trafficking in Lithuania, 2016, %⁶.



- In 2016, the NGO Klaipeda Social and Psychological Centre received 12 000€ of State funding for assisting victims of trafficking. During the same year, the NGO assisted altogether 12 victims (including presumed) of trafficking who were mainly local victims of sexual exploitation.
- Caritas Lithuania has received approximately 44 000€ of funding per year by the State. During the same year, the NGO assisted altogether 75 victims and potential/presumed victims of trafficking.
- The Missing Person's Families Support Centre received 6 000€ from the State and raised approximately 17 000€ of extra funding. The NGO assisted 15 victims (including presumed) of trafficking, who are mainly victims of sexual exploitation, forced prostitution and forced labour.

COOPERATION WITH THE MUNICIPALITIES

For this project, two municipalities were in focus, Klaipeda and Vilnius. **To intensify the cooperation between the municipalities and NGOs, in 2013-2015 a pilot model for assisting victims was developed by the Ministry of Social Security and Labour in cooperation with Caritas Lithuania and six municipalities (Vilnius, Kaunas, Šiauliai, Klaipėda, Panevėžys, and Marijampolė) (see Annex 7).** The model was designed to clarify and intensify the role of municipalities in identifying and assisting victims of trafficking, and facilitate more efficient coordination of assistance between municipality and NGOs. In general, municipalities lack services that would be tailored for victims of trafficking. In addition, municipal actors are often required to work with several topics at the same time, such as issues related to drugs, intimate partner violence and social exclusion. Hence, they might lack expertise and focus on human trafficking and its consequences on victims. During the STROM II project, together with two pilot municipalities (Kaunas and Tauragė) new legislation was drafted which established local working groups on the coordination for combating trafficking in human beings. **Municipalities are not eligible specifically to seek any reimbursement/extra funding for assisting officially identified victims of trafficking who are residents in the municipality. However, based on the Law on social services, municipalities are responsible for providing and financing social services and assistance for residents of the municipality.**

⁶ Source: Ministry of Social Security and Labour 2017

TYPES OF EXPLOITATION

Case description	Discussion points
International case of forced labour	
<p><i>In 2017, Lithuanian border control officers, police forces and prosecutors in Lithuania together with their colleagues from the UK, Ukraine, Latvia and Poland were involved in the disclosure of a trafficking network. Police officers found 9 Ukrainian victims of trafficking for forced labour purposes in Lithuania. The victims were transferred to Vilnius and the Missing families support centre was contacted by the prosecutor's office, which asked for support for these victims: shelter, food, and social support. There was no special shelter available for the victims, and they were accommodated in a shelter for homeless people in Vilnius. Only 2 of the 9 victims were willing to be identified as victims of trafficking. One suspect from Ukraine has been arrested and his accomplices from Lithuania have also been arrested. Legal processes are pending.</i></p>	<ul style="list-style-type: none"> ▪ Should there be a specialised shelter for victims of trafficking? (At the moment, there is not) ▪ What potential risks are included when housing victims of trafficking in e.g. homeless shelters? ▪ Missing person's families support centre is planning to open shelter to victims of trafficking in October, 2017. What level of cooperation in shelter issues can be done among NGOs? ▪ How can cooperation and support from embassies be increased in assisting victims? ▪ The criminal justice process can be stressful for local victims, and especially intimidating for foreign victims. Are there enough resources to cooperate with foreign NGOs and law enforcement officials to ensure that fear does not affect the victim's decision to cooperate?
Sexual exploitation	
<p><i>Five local victims were identified in 2016. In the majority of the cases the perpetrator was the victim's own husbands or life partner. The women were forced to become involved in prostitution and had to hand over the earnings to their exploiters/partners. After being identified as victims, most of them were living in the municipal crisis centre in Vilnius and were referred to the specialized NGO by centres social workers.</i></p>	<ul style="list-style-type: none"> ▪ Are victims able to receive adequate medical assistance in cases of sexual exploitation where victims might require longer term medical and psychological assistance? According to a service provider, an average victim of sexual exploitation requires five years of intensive work on the average.

KEY ISSUES HIGHLIGHTED IN THE INTERVIEWS IN LITHUANIA, AND RECOMMENDATIONS

The following highlighted issues, as well as possible responses and recommendations, are based on the findings of the research. The issues and problems are based on the interviews with state actors and NGO representatives. The possible responses and recommendation are largely also based on the interviews, but also include HEUNI's own expert opinions and observations. The following issues are in no particular order.

Issue 1. State funding covers only part of the NGO expenses. The main issues mentioned was the lack of sufficient funding for outreach work and prevention.

- There is a need to strengthen the role of the State and possibly the role of municipalities in providing assistance for victims and presumed victims of trafficking, and also to increase financing for local prevention activities.
- It would also be useful if NGOs could ensure that representatives of the State and municipalities to share a common understanding of the costs associated with the services provided. Depending on the circumstances of each victim, the needed number of services varies. Currently, the service providers are unable to provide all victims with the services they need due to the lack of sufficient funding.
- The state budget for victim assistance should be increased so as to ensure that victims have access to adequate help and support.
- The relationship between NGOs and municipalities should be mutually supportive and constructive. There currently seems to be some amount of mistrust and a lack of confidence between NGO and municipal actors. There is a need to develop projects and activities that foster a better framework.

Issue 2. Regardless of NGOs having quite positive experiences with municipal cooperation, especially with solving housing issues, having a more official referral system would benefit the municipal actors as well as the NGOs. This would also improve the sharing of information

- The state represents the highest level of decision making regarding victim assistance and it should use this leverage to encourage and inspire municipalities to improve cooperation with service providers
- The local coordination groups currently under development (see Annex 7.) provide platforms where municipalities can learn more about assisting victims, where to refer possible victims, and where victims, as well as municipal actors, can look for help and guidance in possible cases of trafficking
- There is a need to further clarify and strengthen the role of municipalities. Currently, the municipalities do not have any direct responsibilities for providing assistance to victims of trafficking. Still, NGOs should continue to serve as the main service providers since their profile is more victim sensitive and they provide low threshold services.

Issue 3. Since 2014, the service contracts between the NGOs and the state are concluded for three years at a time. Although the length of the contract has been extended compared to previous practice, NGOs are still concerned about the sustainability of funding.

- The state should consider increasing the length of contracts, or introduce other measures that can prevent the loss of unnecessary resources on administrative tasks on additional fundraising and on the tendering process.

Issue 4. The level of municipal participation in assisting victims of trafficking varies regionally.

- There is a need to intensify the cooperation between municipalities and NGOs in municipalities across Lithuania
- There is need to assure that provision of specialised support for victims of trafficking is provided by municipalities in cooperation with service providers especially when taking into account the comparatively large number of assisted victims and relatively low amount of State funding.

DISCUSSION

COMPARISON BETWEEN THE SERVICES AND COSTS IN THE THREE BALTIC COUNTRIES

The collection of data on the costs of assisting victims of human trafficking in the three Baltic countries proved to be more complex than anticipated. Most of the contacted NGOs/service providers as well as state actors were happy to provide information on the costs incurred and their annual budget for victim assistance, but it turned out to be difficult to assess the extent and more exact contents of the services provided to victims in each of the three countries. In addition, although data on the overall state budget to victim assistance, including for assisting trafficking victims, was easily available, it remains unclear why only a fraction of the estimated budget is actually used to assist victims. This is a crucial question as **most of the interviewed NGOs emphasized that the funds they get for victim assistance through the state budget do not cover the actual needs of trafficking victims, and the actual services provided to trafficking victims.**

While we do not encourage making direct comparison between the number of victims and the state budgets allocated to victim assistance since it does not reflect national specificities⁷ or individual victims' needs, looking at the differentiation in Table 2. can give a rough picture of how assistance to victims of trafficking is prioritized at the state level and how the needs of victims are met in the three Baltic countries covered in this report.

Table 2. Compilation of cost data in three Baltic countries.

	Latvia	Estonia	Lithuania
State budget (THB victims)	270 000	—	—
State funding received by NGOs	—	39 570	80 000
Number of THB victims	17 (formally identified)	8 (formally identified)	179 (not formally identified)
Examples of annual funding from the State service providers	51 400 € (Marta)	6 300 € (Eluliin)	12 000 € (Klaipeda)
Number of victims assisted by them	14	5	12
Funds per victim on the average	3 671	1 260	1 000

When looking at the state budgets, it seems that although funds may be available for specialized victim services, they may not in full be distributed to the NGOs that provide the services. One reason for this might be the formal identification requirement, which excludes some victims from receiving assistance. An additional challenge may be that only certain costs are reimbursed by the state, while NGOs provide also additional services that are not included in current contracts. Also, the length of assistance provided may explain the discrepancy between the budgeted amount and the amount provided to NGOs in Latvia in particular. Because victims of trafficking in Latvia

⁷ Based on the volume index of GDP per capita in Purchasing Power Standards (PPS), which is expressed in relation to the European Union (EU28) average set to equal 100, in 2016 the GDP per capita PPS was 65 in Latvia, 75 in Lithuania, and 74 in Estonia (Eurostat 2017a). The population densities in as measured on the 1st Jan 2017 were 1,950,116 in Latvia, 2,847,904 in Lithuania, and 1,315,635 in Estonia (Eurostat 2017b).

are entitled to services only for the duration of 180 days – unless there is a criminal proceeding – it is unclear whether the needs of victims, in particular the longer-term needs, can be met within the scope of 6 months. In Estonia and Lithuania, the average annual state-covered costs of victim assistance per victim seem rather low. According to information received from both Estonia and Lithuania, the state budget for assistance to victims of trafficking will be increased slightly, but the actual cost of services per each victim remains low. In all of the three countries the interviewed NGOs claimed that the funds received through the state budget are not sufficient to cover the actual costs of assisting victims of trafficking. As a result, the NGOs have to raise funds through private donors and others to ensure that they are able to provide sufficient assistance.

A specific complication is the fact that the state funds in Latvia and Estonia are to be used only for formally identified victims, and helping victims who are not formally identified as victims must be provided through other financial sources. In the case of Estonia, if a victim decides not to collaborate with the criminal justice system, or if the police/prosecutor decide to discontinue the case, the financial consequences to the NGO may be severe since victims need to collaborate with the police to receive assistance beyond the sixty-day reflection period. NGOs provide support to many persons seeking help, while the state budget (except for Lithuania) is intended only for those formally defined as victims of trafficking. Trauma can have long-term impacts and recovery depends on multiple factors, therefore, it is essential to evaluate the pace and nature of assistance case by case.

A clear conclusion of the cost assessment is that there is significant potential for improving the municipalities' role and activities in supporting victims of trafficking; including those who are not admitted to the formal system of assistance, those who are removed from the system of assistance, and those who have longer-term assistance needs. For rehabilitation to be successful in the long-term the services to victims should form a wider network of care. This network should include not only specialized NGOs but also key municipal actors, such as social work, health care, employment services, education. There is a need to also include specialized municipal and other service providers such as family assistance centres, youth homes, child protective services, substance abuse and mental health services.

THE PUBLIC PROCUREMENT MODEL OF VICTIM ASSISTANCE: PROS AND CONS

There are both advantages and disadvantages to the current system where support is provided by NGOs through a regular tender process. One of the advantages include that victims often prefer to be in contact with NGOs rather than state actors. The competition between the NGOs can also be seen as an advantage, forcing them to ensure good quality of services in order to stand a chance of renewing their contract. Organising the work through tendering also allows for flexibility in terms of selecting partners; if some service providers do not fulfil the terms and conditions, their contract can be terminated, and new service providers will be selected in the next round.

However, the public procurement model also brings with it several challenges. The main disadvantage is the uncertainty of the current system, where both service providers and contractors cannot know who will receive contracts in the next tender process. This creates uncertainty for both parties, and in particular to victims currently being assisted by NGOs. Furthermore, NGOs are often quite small in staff size, and the tender process is both labour and time consuming and takes valuable time that could be used to assist victims. If the NGO loses a bid, it risks losing staff and along with them, their expertise. The uncertainty may also affect the planning, development and sustainability of services. Being able to react to the needs of victims may require a more flexible cash flow and because of this, NGOs might run into payment problems from time to time. One additional risk with the public procurement model is that the tendering and bidding may lead to power struggles between service providers, in particular between those that win the bid, and those that lose them. This may have consequences for the sustainability and quality of service provision. In addition, the bidding process may lead to situations where government representatives create close relationships with their 'own' NGOs, and favour these organisations (Hoff 2014) at the expense of others.

All in all, the longer the contracts, the easier it is to mitigate most of the risks associated with the public procurement model. **All the interviewed NGO service providers emphasized that longer contractual periods would be beneficial.**

REFLECTIONS ON THE ROLE OF MUNICIPALITIES IN ASSISTING VICTIMS OF TRAFFICKING

In line with the aims of the STROM II project, this pilot research also focused on the role of municipalities in supporting victims of trafficking. However, the **support to victims of trafficking does not seem to be a priority among municipal actors**. This is not perhaps surprising, considering the low number of victims identified annually in the three Baltic countries. However, from the perspective of the victims, the role of municipalities is crucial if victims are to receive holistic and long-term rehabilitation and care.

In this study, it was difficult to get access to municipal representatives. In effect, we managed to conduct face-to-face interviews with local representatives in two Estonian municipalities, but in the two other countries, no municipal representatives were interviewed in person. However, the other respondents (NGOs and state actors) provided their views on the role of municipalities.

The major challenge in the three Baltic countries vis-à-vis assistance to victims of trafficking seems to be that **municipal actors lack information and awareness of human trafficking**. Municipal actors are not sufficiently aware of the specific needs of trafficking victims, they do not recognize trafficking victims that come to their attention, and consequently do not provide victim-sensitive services to trafficking victims that reside in their municipality.

A starting point for improving the situation would be to enhance the awareness of human trafficking among municipal actors. A strong commitment from state-actors in the fight against trafficking is often a prerequisite for strengthened municipal participation. However, projects such as STROM II can help to engage both national and municipal actors, but continuity is needed to implement lasting change. **One recommendation of this study is to organize awareness-raising and training for municipal actors to strengthen the municipal structures and local coordination mechanisms against human trafficking.**

Secondly, it is also important to strengthen the municipal structures so that they rely on institutional participation and cooperation, rather than on individual people. Some of the interviewed experts emphasized that too much of the anti-trafficking work relies on active individuals, while other individuals may act disruptively due to differences in opinions between organisations. **One recommendation is therefore to ensure that there are municipal, multi-agency groups or coordination mechanisms that deal with human trafficking. These mechanisms should also include the representation of relevant NGOs.**

A third concern that was raised in the research is the **lack of long-term support to victims of trafficking, and the role that municipalities should play in this regard**. Prolonged sexual exploitation may require a lengthy rehabilitation and re-integration process. As pointed out above, the specialized NGOs are often able to support victims only for limited durations (in particular in Latvia, and partly also in Estonia). The successful treatment of long-term trauma requires more resources and time than what the service providers currently have resources for. One specific issue that was raised by service providers in all three countries is that of housing, in particular long-term housing. Another costly activity is education and employment services, as well as substance abuse treatment. NGOs currently do not have sufficient resources to provide educational courses for victims of trafficking, which would help victims reintegrate into society. None of the three Baltic countries currently have state-funded reintegration programmes for victims of trafficking. This is where municipalities could play a more prominent role, i.e. to ensure that victims of trafficking are incorporated into municipal educational and employment programmes, while also taking into consideration that victims of trafficking may have specific needs.

One element, which was also raised by NGOs and municipal actors alike is that of **a need to formalize the various tasks and duties of municipal and NGO actors**. This can be done through a National referral mechanism, state guidance, or through agreements such as Memoranda of Understanding (OSCE 2004). Some of the respondents in this study highlighted that they feel that municipalities and NGOs do not share a common understanding of victims' needs, and there may be suspicion between actors relating to their roles and responsibilities. Such suspicion and unclarities could be resolved through a more formalized agreement of duties. Assistance to victims who residents in a given municipality are entitled to receive services which are regulated by law, and municipalities should ensure that these include victims of trafficking.

A clear limitation of the anti-trafficking framework in all the three participating countries is the **lack of preventive work, in particular at the municipal level**. As many of the victims of trafficking come from disadvantaged communities, awareness raising campaigns should be aimed at addressing the root causes of trafficking, including poverty and economic inequality, gender inequality, minorities discrimination, inadequate labour protections, discrimination of marginalized groups, unequal access to education, and restrictive immigration policies (ASEF 2016). Municipalities should participate in organizing targeted awareness raising and educational opportunities for the most vulnerable populations, e.g. children residing in orphanages or youth shelters. Such preventive activities would benefit from collaboration with NGOs, but the development of prevention strategies should be incorporated into the state and/or municipal budget. Prevention programmes are much more cost-efficient in comparison to rehabilitation of trafficking victims which can be labour intensive, expensive and do not always succeed up to the level intended.

States should secure funding and resources to civil society actors for developing prevention strategies and awareness raising campaigns aimed at addressing the root causes of trafficking, which according to the UN Special Rapporteur on Trafficking, include poverty and economic inequality, gender inequality, minorities discrimination, inadequate labour protections, discrimination of marginalized groups, equal access to education, and restrictive immigration policies (UN Human Rights Council 2017)

ADVANTAGES AND LIMITATIONS OF THE COST CALCULATION MODEL

Trafficking in human beings is a severe human rights violation, which causes trauma and suffering to the victims. As noted above, such suffering is difficult to quantify in economic terms. However, raising discussion on the costs of trafficking among the key actors responsible for assisting victims (the State, municipalities and NGOs as official service providers) may provide information about how well the suffering of victims is addressed, and on the gaps and challenges in current practices. Information on the costs can provide more tools for policy makers to identify what measures are most needed, whether NGOs have sufficient resources to carry out these measures, and how municipalities and the state could ensure that the (often) limited resources are effectively utilized.

This report should be regarded as a first attempt rather than an exhaustive study to assess the costs, and the issues related to the costs of trafficking in the three Baltic countries. This section aims to summarise the methodological issues in estimating the costs of trafficking within the scope of this project. This section is specifically written for the CBSS as well as national actors and donors to be utilised when considering possible similar costing exercises in the future.

Calculating the costs of crime or violence in general relies on knowing, or being able to estimate, the actual scope of the problem. Accurate data on the prevalence of trafficking, on the use of services and their costs are needed for the calculations to be accurate. Such information is, in general, very difficult to obtain, and it is even more difficult to obtain data that is also valid and reliable.

In order to be able to assess the costs of victim assistance, it is important that all service providers who are in contact with victims of trafficking record exactly what type of services they provide, and how much time is spent on providing them. Victim support services include different sectors, including legal, health and social sectors. Besides actually providing services, victim support providers also use time for planning and performing the tasks related to the assistance. For a cost assessment to be accurate, also these costs should be included. In addition to collecting data on the costs, the compilation of the data should be done in a systematic fashion.

The data for this pilot project was collected through interviews with service providers involved in assisting victims of trafficking, as well as state and municipal actors. We decided to collect data through interviews since we knew that existing administrative data in the three Baltic countries would not provide us with the information needed. Despite our efforts, data collection was not completely successful in the three countries, and this can be seen as a fluctuation in the level of detail obtained from each country. The data collection was meant to be a reflective process where the respondents would, ideally, have been able to consider the cost elements and assess their own costing structure. This approach, however, did not succeed to the level originally intended. Using the idea behind studies that explore the costs of violence against women could not fully be transferred to studying the costs of

human trafficking. One reason is the rarity of incidents of trafficking as compared to violence against women, which means that the related societal costs (at least in the three Baltic states) may not be as high as those of violence against women. However, the rarity of events should not divert attention away from the suffering experienced by victims of trafficking, or from the fact that victims often have long-lasting rehabilitation needs, which may affect several generations.

Identifying the right respondents and making sure that they collaborate and provide sufficiently detailed data turned out to be time-consuming and difficult. Although many of the interviewed organisations did provide us with detailed data on budgets, it was difficult to interpret the figures. More time should thus have been spent on the preparatory phase of the project, as well as on data collection and data interpretation (in collaboration with the local actors). However, this went beyond the scope, time-frame and aims of this pilot project. In hindsight, it might have been beneficial to limit the pilot study to one form of trafficking (rather than include all forms of trafficking), or to one of the Baltic countries, rather than all three.

The data we managed to collect provides information on the funds paid by the state to the NGOs that provide assistance to victims. As such, it illustrates the typical, and in some cases the less typical, needs and related cost items covered by these organizations in assisting victims. The data shows that the assistance needs of victims are manifold, and that the three Baltic states have been able to create a structure of service provision that seems to meet at least some, if not yet all, of the victims' needs. The data however also illustrates the everyday complexities of assisting victims who have needs that do not readily fit within the services included in the governmental contracts. The data also shows that there are unclarities in the division of responsibilities when it comes to the role of municipalities in assisting victims.

We recommend that similar data collection exercises in the future rely on utilizing national researchers who would be able to translate the questionnaires and collect or “negotiate” the best possible estimation when the respondent find it difficult to answer questions relating to the costs. Furthermore, it may be beneficial to narrow the focus of the assessment to a specific type of exploitation rather than attempt to include all forms of exploitation.

Based on this pilot, we have drafted a detailed working plan for data collection on the direct costs related to assisting victims of trafficking. The method is based on previous (unpublished) research by Kervinen et al (2015), which has been adapted for this project based on lessons learned during the pilot. The work plan includes comes with a description all possible activities related to assisting victims, divided into three stages of assistance: costs before official identification; costs from social rehabilitation services, and; costs after ending social rehabilitation. The figure focuses on exploring the tasks carried out by single service providers. The figure can be used as a basis for implementing the cost calculation model elsewhere in the future. (See Annex 2.). The cost calculation model presented here, does not include guidance on the analysis of the data. We recommend that the data is analysed by researchers skilled in social science methodologies.

CONCLUSIONS

The victims of trafficking, and their families, bear the largest burden in relation to the costs of trafficking. However, the society bears costs as well. Victims who become part of the official assistance system receive medical help, social and psychological assistance to cope with trauma and other consequences from being trafficked, and guidance to eventually being able to work, go to school, and overall manage their lives in a safe and secure way. The costs of such services are part of the so-called direct costs of trafficking which, in the three Baltic countries studied in this report, are arranged and coordinated by specialized NGOs. The costs are paid by public bodies (and to some extent, by private bodies), but the lack of adequate funding is a problem highlighted by all services providers. Especially the lack of funding for prevention and awareness raising activities, and services for long-term assistance were highlighted.

Society bears costs also whenever there is a prosecution, a court case, and an incarceration of perpetrators. The judicial system is covered by the society through taxes, and includes extensive time and money spent by police, prosecutors and judges. In studies on the direct costs of violence against women, the costs of the justice sector are usually many times higher than the costs of the health and social sector (Heiskanen and Piispa 2001). This study, however, did not include the costs of the judicial sector; in effect, very few cases of trafficking are reported, investigated and prosecuted in the three Baltic countries, and therefore the current judicial costs are unlikely to describe the actual costs of trafficking to society.

Indirect costs incurred in connection with trafficking result from production losses due to the exploitation, pain and suffering, and the resulting long-term effects such as the psychological and emotional impact of the incident on the victim of trafficking. As a result of these impacts, many victims are unable to fully participate or function in society, and are e.g. not able to work or study. This may also have severe trickle-down effects on the victim's immediate family. This results in economic losses to society through production losses if we assume that they are not able to partake in the labour market. This is particularly crucial in the case of victims of trafficking who are children. If they are not able to access education and training, they will have difficulties to access the labour market, and will be at heightened risk of re-victimisation. This study was unable to estimate the indirect costs of trafficking, but the indirect costs are likely to be much higher than the direct costs.

One main conclusion of this study is that supporting victims is important not only because it is a moral duty and because it will decrease human suffering, but also because well-organised and comprehensive victim support will lead to economic benefits in the long run. Because prevention is better than cure, directing resources to crime prevention, outreach work and awareness raising would be even more cost effective in the long term. In the three Baltic countries, this research points to the need to ensure that preventative actions are implemented in collaboration with NGOs and municipalities, and that funding for such actions are secured by the state.

In order to better understand the extent of trafficking, the effects of trafficking on victims, the needs of victims, and the costs associated with assisting them, it would be important to improve data collection and measuring. When resources are limited, it is even more important to record cases and services. For a more detailed study of costs, further research is needed, e.g. on services provided for victims of trafficking in a single municipality. Longitudinal data collection on the quality of life of victims of trafficking (and their families), and the long-term services used by the victims, is the only way to map the true trajectory of indirect and direct costs of trafficking to the state.

In order to achieve effective support for victims, sufficient funding for the work of NGOs needs to be ensured. The state funding models should support the multidimensional needs that victims of exploitation have. For assistance and rehabilitation to be truly successful, services for victims should be linked to wider networks of care. Municipalities therefore should play a much larger role in rehabilitation, reintegration and in providing longer-term support than they currently do. While we acknowledge that municipalities have a large variety of tasks and responsibilities, and human trafficking may not be among the main priorities of municipal work, the victims residing in municipalities should be entitled to specialized support and assistance - especially after the official state funded assistance ceases. Adequate, specific and care that is provided as long as the victim needs help, will ultimately be more economically sound than not providing victims with the help they need.

IN SUMMARY:

- There is **significant potential for improving the municipalities' role** in preventing individuals becoming victims of trafficking, as well as in activities related to assisting victims of trafficking; including those who are not admitted to the formal system of assistance, those who are removed from the system of assistance, and those who have longer-term assistance needs.
 - Since NGOs are often able to support victims only for a limited duration, the services to victims should form **a wider network of care** including also key municipal actors, such as social work, health care, employment services, education, specialized municipal and other service providers such as family assistance centres, youth homes, child protective services, substance abuse and mental health services.
 - The current obstacle seems to be that municipal actors **lack information and awareness** of human trafficking. Training and awareness raising should be aimed at strengthening the municipal structures and coordination mechanisms.
 - The **lack of state-funded reintegration and rehabilitation programmes** for victims of trafficking in all three Baltic countries highlights the need for municipal cooperation; that victims of trafficking are offered long-term psychological support and incorporated into municipal educational and employment programmes.
- **Municipalities and NGOs should strengthen a common vision and understanding** on the victims' needs, and the roles and responsibilities of both actors. These should be based on formalized agreement of duties.
- The public procurement model of organising victim assistance has pros and cons, but both the victims and service providers would benefit from having **longer contracts, as longer contractual periods would make it easier to mitigate the risks and challenges associated with the public procurement model.**
- Supporting victims is important not only because it is a moral duty and because it will decrease human suffering, but also because well-organised and comprehensive victim support will lead to economic benefits in the long run.
 - **Indirect costs** incurred in connection with trafficking (production losses due to the exploitation, pain and suffering, and the resulting long-term effects such as the psychological and emotional impact of the incident on the victim of trafficking) **are likely to be much higher than costs related to prevention, awareness raising and providing timely assistance.**
 - A clear limitation of the anti-trafficking framework in all the three participating countries is the lack of preventive work, in particular at the municipal level.
- In order to be able to better assess the costs of victim assistance, it is important that all service providers who are in contact with victims of trafficking **record exactly what type of services they provide, and how much time is spent on providing them.** Victim support services include different sectors, including legal, health and social sectors. Besides actually providing services, victim support providers also use time for planning and performing the tasks related to the assistance. For a cost assessment to be accurate, also these costs should be included.

REFERENCES:

- Asia-Europe Foundation (ASEF) (2016): Human Rights and Trafficking in Persons, 15th Informal ASEM Seminar on Human Rights. Singapore: Asia Europe Foundation.
- Butchart, A., Brown, D., Khanh-Huynh, A., Corso, P., Florquin, N. and Muggah, R. (2008): Manual for estimating the economic costs of injuries due to interpersonal and self-directed violence. World Health Organisation and Department of Health and Human Services, Centers for Disease.
- Cary, M., Oram, S., Howard, L., Trevillion, K. and Byford, S. (2016): Human Trafficking and Severe Mental Illness: an economic analysis of survivors' use of psychiatric services. *BMC Health Services Research* 16:284.
- Czabanski, J. (2009): The Feasibility of Cost of Crime Estimations in Eastern Europe – The Case of Poland. *European Journal on Criminal Policy and Research* 15, 327-342.
- Eurostat (2017a): Eurostat GDP per capita in PPS. Available at: <http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tec00114&plugin=1> [Accessed 9 October 2017].
- Eurostat (2017b): Population and population change statistics. Available at: http://ec.europa.eu/eurostat/statistics-explained/index.php/Population_and_population_change_statistics [Accessed 9 October 2017].
- Greta Report Lithuania (2015): Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Lithuania. First evaluation round. Adopted on 20 March 2015. Published on 5 June 2015.
- Hoff, S. (2014): Where is the Funding for Anti-Trafficking Work? A look at donor funds, policies and practices in Europe, *Anti-Trafficking Review*, issue 3, 2014, p. 109–132. Available at: www.antitraffickingreview.org
- Hossain, M., Zimmerman, C., Abas, M., Light, M. and Watts, C. (2010): The Relationship of Trauma to Mental Disorder Among Trafficked and Sexually Exploited Girls and Women, *American Journal of Public Health*, Volume 100, No. 10, p. 2442-2449.
- Heiskanen, M. and Piispa, M. (2001): Price of Violence, The Costs of Men's Violence against Women in Finland. Justice 2001:3. Helsinki Statistics Finland.
- Heiskanen, M. and Piispa, M. (2002): The costs of violence in a municipality. A case study of violence against women and its costs in the city of Hämeenlinna 2001, based on estimates provided by the authority representatives. Reports of the Ministry of Social Affairs and Health 2002:16. Helsinki, 2002.
- Jokinen, A., Sorrentino, A., Buchowska S. and Polatside, V. (2015): STROM I - Guidelines for municipalities – Stepping up local action against trafficking. Council of the Baltic Sea States (CBSS). Available at: <http://www.cbss.org/wp-content/uploads/2016/03/Guidelines-for-Municipalities-ENG.pdf> Control and Prevention: WHO, Geneva.
- Kervinen E., Heiskanen, M. and Lietonen, A. (2014): Estimating the costs of domestic and sexual violence against women in Poland [unpublished consultation for the Council of Europe].
- Laczko, F. (2007): Enhancing Data Collection and Research on Trafficking in Persons. In Savona, Ernesto U. & Stefanizzi, Sonia (eds.): *Measuring Human Trafficking. Complexities And Pitfalls*. New York: Springer, 37–44.
- OSCE (2004): National Referral Mechanisms, Joining Efforts to Protect the Rights of Trafficked Persons, A Practical Handbook. Poland: OSCE Office for Democratic Institutions and Human Rights (ODIHR).
- Walby, Sylvia (2004): The Cost of Domestic Violence. DTI Women and Equality Unit, National Statistics.
- Walby, Sylvia (2009): The Cost of Domestic Violence: Up-date 2009. <http://www.lancs.sc.uk/fass/sociology/profiles/34> [Accessed 3 August 2013].
- Walby, Sylvia & Olive, Philippa (2013): Economic aspects of the added value of measures to combat violence against women. Report for Value Added Unit for European Parliament 28 October 2013.

Walby, Sylvia & Olive, Philippa (2014): Estimating the costs of gender-based violence in the European Union. EIGE report. Luxembourg: Publications Office of the European Union.

World Health Organisation (2012): Understanding and addressing violence against women – Human trafficking. World Health Organisation.



STEPS FOR COLLECTING DATA ON THE COSTS OF ASSISTING VICTIMS OF TRAFFICKING

PRELIMINARY WORK

- ☐ Planning **the division of work** and carrying out the data collection is a very important **first step** of the research.
- ☐ The data collection **questionnaires** (annexed) should be **tailored for each institution** (and for each country being assessed).
- ☐ There should be **at least one contact person** from each institution, larger institutions should have **several focal points**.
- ☐ The list of persons to be approached should be created through **national contact points** and/or with **snowballing techniques** (contact point in one institution who could recommend a new contact person in another institution). This list can be expanded during the data collection period, if additional information sources emerge.
- ☐ The questionnaires should be **translated** into the language of the country in question.
- ☐ Depending on the scope of the study, the questionnaires could in its most extensive form cover the social, health and judicial sectors and the questions for each sector should include: (1) do they provide the **service** (a detailed list of service providers is included in the questionnaire) (2) what is the **average unit price** of this service, (3) the **number of victims** and cases, (4) the number of victims altogether and **type of exploitation** (females and males, children included).

DATA COLLECTION

- ☐ To contact the informants, several methods can be used: either by email, telephone or face-to-face to ask the questions. The first contact can be by e-mail or telephone, then sending the questionnaire to the final contact person and arranging a telephone or face-to-face interview.
- ☐ HEUNI recommends **face-to-face interviews**; this method will in general provide better quality data. Enough time should be reserved for the respondent to get acquainted with the questions and for him/her to fill in the questionnaire.
- ☐ It is possible that the informant does not have the data available when first contacted, but may be able to provide it afterwards when the topic is explained to him/her.
- ☐ The informant **may delegate the data collection** to other experts in his/her field of administration, especially if the institution has several different kinds of services/activities.
- ☐ A good way to start the interview might be to discuss and **go through the activities** that the informant is responsible for.

COSTS ASSESSMENT

- All institutions base their activity and future plans on **financial budgets**. Detailed unit costs can in most cases be assessed from the budgets at least with some accuracy.
- If there is no budget available, **an average unit price** can be used as a methodological tool. The average unit price includes different kinds of costs: employee's time spent on the case and overhead costs (incl. administration, use of equipment and running costs of the organisation). If the cost item is received directly from the budget of the administration, no calculation of the average unit price is needed.
- If no disaggregated budget data is available, ask for the **informant's estimate** on the figures. This is a difficult question to answer and may require a subjective assessment.
- In difficult cases, you should negotiate with the informant regarding the unit price, what it could be, and if the "real figure" cannot immediately be found, **search for substitutes** with a similar cost structure; e.g. if the price of a counselling session with a psychologist cannot be found, the average hourly fee of a psychologist could be used as a substitute.
- If substitutes are used, please **describe** this.

ADDITIONAL DATA AND FOLLOW UP

- Always ask whether the institutions have **any other activities** related to the topic other than what is already on the questionnaire. This could include the costs of awareness-raising campaigns, lecturing at schools, or the participation in national working groups on human trafficking.
- At the end of the interview **ask for permission** to complete or come back to the issue later, if needed.

Annex 2: Cost calculation model for calculating direct costs of service providers from assisting victims of trafficking



COST CALCULATION MODEL FOR CALCULATING DIRECT COSTS OF SERVICE PROVIDERS FROM ASSISTING VICTIMS OF TRAFFICKING

STAGE 1 COSTS BEFORE OFFICIAL VICTIM IDENTIFICATION

Activity 1a: Case Management by Social Worker	Activity 1b: Assistance in Reaching a Safe Place Both Home and Abroad	Activity 1c: Commission of Specialists to Identify a Person as a THB Victim
Preparation of return from abroad or another municipality.	Organisation of flights from abroad.	Evaluation if person meets the criteria to be identified as victim of trafficking.
Sharing information for the possible victim.	If it's not possible to get tickets immediately, need to find a safe place hotel or local NGO shelter.	
Meeting the client and mapping of needs.	Evaluation if escort is needed for safe return.	
Delivering client to a shelter.	Evaluation of special assistance for e.g. children.	

STAGE 2 COSTS FROM SOCIAL REHABILITATION SERVICES

Activity 2a: Direct costs of the services provided	Activity 2b: Costs from organization of services
Direct costs of the services provided.	Organisation of shelter,
Social case management.	Basic necessities e.g. food hygiene products, medication, clothes, transportation etc.
Consultations with social workers, social rehabilitator, psychologist, and/or lawyer.	Social and labour inclusion e.g. education programmes
Additional consultation with doctors or translators.	Renewal of lost identification documents
Expert consultations for the family of the victim, especially if victim is a child.	Translation of documents

STAGE 3 COSTS AFTER SOCIAL REHABILITATION

Activity 3a: Consultations after end of social rehabilitation

Individual consultations with specialists e.g. social workers, psychologists, lawyers, doctors etc.

Activity 3b: Consultation during criminal proceedings

Legal aid

Translation and interpretation of court documents

ANNEX 3: LIST OF ALTERNATIVE METHODOLOGIES FOR CALCULATING COSTS OF TRAFFICKING

List of other possible sources for data for the calculation of direct costs of trafficking in municipalities based on previous cost-estimate studies related to gender-based and intimate partner violence (see Walby and Olive (2014)).

Possible data sources/methodologies for estimating cost of health services regarding the urgent treatment of injuries sustained during an assault by a partner:

- Victims' self-report of service utilization in surveys
- Victims' self-report of injuries sustained to representative survey modelled in combination with accident insurance data
- Victims' report of injuries and acts of violence sustained to a national representative survey modelled through statistical methods predicting likely course of treatment for specific injuries and their costs
- Service utilization established from administrative data employing diagnostic groups based on classifications of violence against the person.
- Service utilization scaled from research reporting prevalence and nature of IPV assault injuries in emergency department population.

Possible fields of social welfare, however it should be noted that there are usually a great number of different agencies involved in funding and providing services which complicate the calculations.

- Housing aid
- Financial assistance
- Child protection and family support

Possible costs borne by the individual victim (usually not included in cost calculations)

Travel costs

Lost salaries

Legal costs

Annex 4: Basic interview framework STROM II project. Questions for State and NGO representatives

Background questions regarding the assistance system in Latvia (as an example)

- "Typical" cases of trafficking in Latvia – sham marriages, sexual exploitation (internal?) and labour exploitation (men)?
- What is the trajectory of assistance?
- What is the Latvian "basket" of social services for victims of trafficking in practice?
- What is included in the 180-day long rehabilitation programme for victims of human trafficking? Principles vs. reality.
- Out of the 180 days, how are different types of assistance divided over this period of time?
- We understand that it is NGOs that provide the assistance to victims but do the NGOs also refer victims also to other, specialized agencies/organisations (e.g. Governmental or municipal)? Or do the NGOs offer the full scope of assistance (including rehabilitation services, social assistance and accommodation, basic necessities, reintegration etc.)?
- Where are the victims housed? In the NGO or in a municipality? If they reside in a municipality, does the municipality have a role in providing assistance to the victim?
- What is the role of municipalities in relation to NGOs as service providers to identified victims of trafficking? (Do victims of trafficking have a home municipality)
- The law on victim assistance changed at the beginning of 2017 – the victim can choose which NGO will provide assistance – what does this mean in practice? Can victims choose any NGO/service providers, or will s/he choose from a list of selected NGOs/service providers? The Ministry of Welfare coordinates the new model and the finances, but can you give us more information regarding which NGOs will provide the assistance and how are they selected/assessed? What are the requirements set for social service providers, as outlined by the Ministry of Welfare?
- Resource center for women "Marta" – do they also offer assistance to male victims? If not, who helps male victims?
- State financed social rehabilitation and reintegration services were provided by shelter safe house previously, Marta has other duties as well e.g. discrimination and gender violence etc., do these duties overlap?

Annex 5: Questionnaire for municipal actors for the meetings in Latvia, Estonia and Lithuania

Introducing topic

The European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUNI), is involved in the STROM II – project. HEUNI's tasks are to collect information of the different services available to victims of trafficking, to estimate the costs of victim support at the municipal level, and to evaluate the project. This questionnaire aims to collect information on the actual services that the municipal actors provide, and the extent and cost of the service/support offered.

The appendix lists different possible services that municipalities may offer to victims of trafficking. If you need more space to answer the questions below, please use an extra sheet of paper.

Questions for municipalities:

The following questions are linked to cases where a victim is officially identified as a victim of trafficking and he/she is assisted by the national service provider(s).

Name of the respondent: _____

Title and place of work: _____

1. Is there is a referral mechanism or a cooperation agreement⁸ at the municipal level? If yes, please describe the structure at the municipal level:

2. Which organizations or entities in your municipality are providing some form of assistance and/or support to victims of trafficking? We are excluding the criminal justice system (police, prosecution, court). Please list each organization and the type of service they provide to victims:

3. What is your role/role of your organisation in assisting victims of trafficking?

⁸ Here we refer to a cooperation framework between municipal actors including NGOs through which efforts to assist and support victims of trafficking are coordinated.

a. Is it possible to estimate the time you use in your work to assist victims of trafficking? Please describe the number of hours per week, or by month:

b. Is it possible to estimate your average hourly salary? If so, please disclose in euros:

4. For those victims who receive assistance by the official system of assistance/State funded NGO: What is the role of the victim's home municipality in supporting such victims? What kind of services does the municipality provide? Does it include, e.g. housing/shelter services, employment services, or other services? Please specify in concrete terms what kind of services is included:

5. What is done after the program ends and the victim is not receiving official assistance by the government funded NGOs? What is the role of the victim's home municipality in supporting such victims? What kind of services does the municipality provide? Does it include, e.g.:

a. Psychological support? Please specify: how long and what type

b. Rehabilitation services? Please specify what kind of services this includes:

c. Reintegration? Please specify what kind of services this includes:

d. Basic necessities? Please specify what kind of services this includes:

e. Employment services? Please specify what kind of services this includes

6. Is the role of municipalities in assisting victims any different when it comes to victims who have agreed, or have not agreed, to participate in legal action against the suspected offender⁹?

Evaluation questions for the municipality actors:

What are your hopes and expectations for the outcomes of STROM II –project in your municipality?

How does this project meet your needs in regarding assisting victims of trafficking in your municipality?

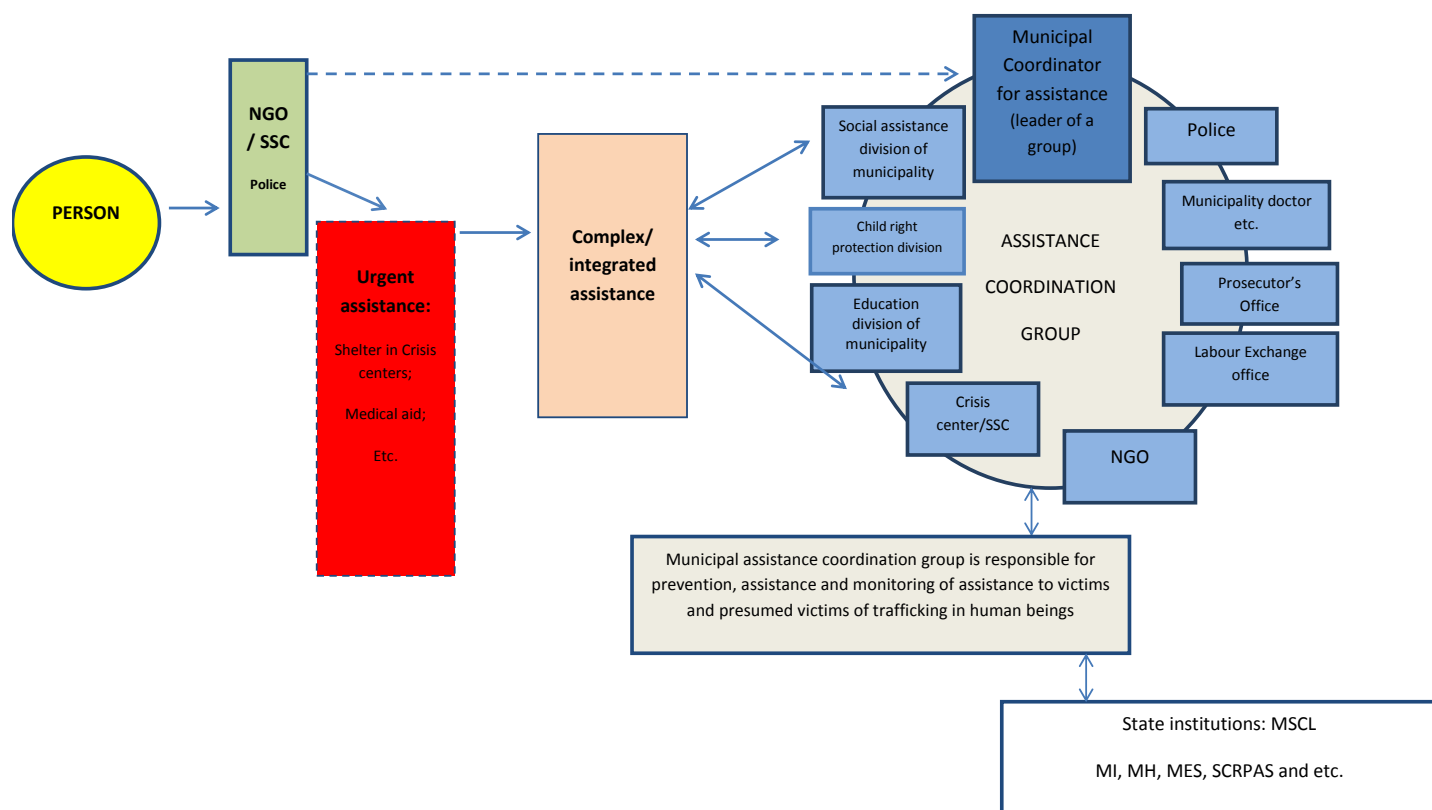
⁹ For example, in Latvia the officially identified victims are not obligated to participate in legal action taken by state against the suspected offender(s). Depending on their decision, the victims are entitled to receive a different set of services.

Annex 6: List of possible services to victims of trafficking

Based on guidelines prepared as part of STROM I -project (Jokinen et al. 2015).

Type of service (based on STROM I)	Service itself
Hot line assistance	Psychological and emotional support
Assistance in reaching a safe place	Arranging for travel, meeting victims at the airport, railway station etc. Paying for travel costs
Coordination tasks: Referral to the local/national service provider	Provision of information and arrangement for the safe travel to the local/national service provider; coordination and cooperation between hot line services and local/national service providers.
Risk assessment	Conducting risk assessment with various individual organisations Informing the trafficked person on potential risks and available measures of protection (Interpretation/translation?)
Crisis intervention	Service provider or the law enforcement agency, if they are involved. Safe housing; Food and clothing; Psychological support; Immediate medical intervention/assistance Legal assistance, including assistance in obtaining/recovering documents; Social assistance; (Translation/interpretation?) Reflection and/or recovery period (too broad?)
Long term assistance	Accommodation Social counselling Medical assistance Psychological counselling/ therapy Information about legal rights and avenues for legal redress Legal assistance, including legal aid and representation for claiming compensation and back pay Family mediation Contact with authorities if a victim is willing to cooperate with law enforcement and testify in court
Social and labour inclusion	(Language training?) Educational activities Vocational training Employment counseling/ coaching in a process of active job seeking Job placement assistance Income generating programmes Recreation activities

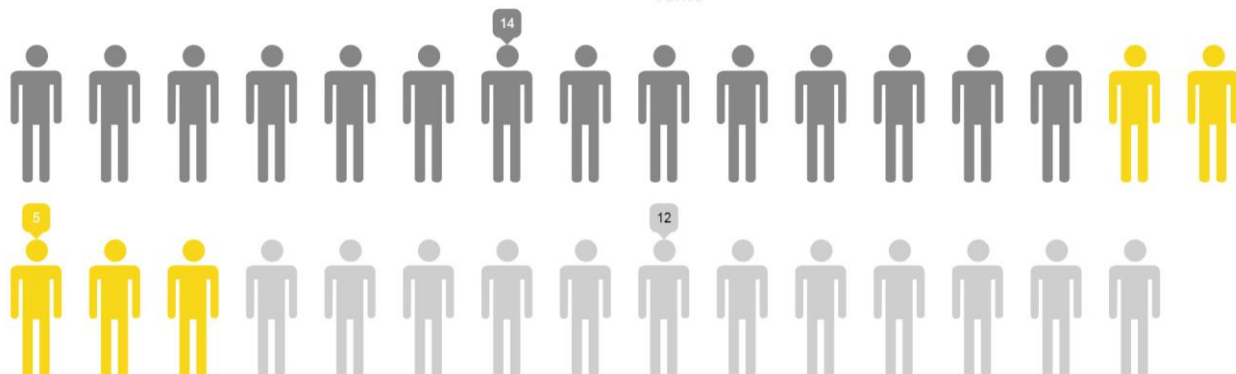
Annex 7. A pilot model of rendering assistance to presumed victims of trafficking in human beings in municipalities of Lithuania.



Source: Ministry of Social Security and Labour

Annex 8. Comparison of the current situation in Latvia, Estonia and Lithuania

Number of victims assisted



Funds per victim on the average



Annual funding from the State



Latvia



Estonia



Lithuania



ISBN 978-952-7249-01-7
ISSN 1799-5590
ISSN-L 1237-4741