



**National action plan against  
trafficking and serious exploitation  
of human beings  
2022-2025**

*Adopted by the Council of Ministers  
at its meeting on 19 October 2022*

*This is a translation from the Italian version of the NAP available in its original and full version on the website of the Department for equal opportunities:  
[pariopportunita.gov.it](http://pariopportunita.gov.it)*

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ANCI	National Association of Italian Municipalities
CoESPU	Carabinieri's Centre of Excellence for Stability Police Units
CPR	Repatriation Detention Centres
CSM	Italian High Council for the Judiciary
DEO	Department for Equal Opportunities
DDA	District Anti-Mafia Directorates
DIA	National Anti-Mafia Directorate
DNA	National Anti-Mafia and Anti-Terrorism Directorate
INL	National Labour Inspectorate
MAECI	Ministry of Foreign Affairs and International Cooperation
NAP	National Action Plan against Trafficking
NRM	National Referral Mechanism
OHCHR	Office of the High Commissioner for Human Rights (UN Human Rights)
RDC	Repatriation Detention Centres
SAI	Reception and Integration System
SCO	Central Operational Service of the State Police
SIPROIMI	System for the Protection of holders of international protection and of unaccompanied foreign minors
SIRIT	Computerised System for the collection of information on trafficking in human beings
SSN	National Health Service
THB	Trafficking in Human Beings
UFM	Unaccompanied Foreign Minor

## PART I

### INTRODUCTION

#### 1.1 The Principles and purposes of the NAP

As required by Art. 13 of Law of 11 August 2003, no. 228 providing measures against human trafficking, the new National Action Plan against Trafficking (NAP) aims to establish *“multi-year strategies of intervention for the prevention and countering of trafficking and serious exploitation of human beings, as well as actions to raise awareness, and to ensure the social prevention, detection and social integration of the victims”*.

With this objective, in implementing of Directive 2011/36/EU, transposed into the Italian legal system by Legislative Decree of 4 March 2014, no. 24 and in continuity with the Government’s actions on combatting the phenomenon of trafficking in human beings (THB), the Minister for Equal Opportunities and the Family and the Minister of the Interior have submitted the NAP to the Council of Ministers.

The strategic objective of the new NAP - in keeping with a uniform approach at the European level - is to improve the national response to the phenomenon of human trafficking, ensuring respect for human rights and the principle of non-discrimination, with particular regard to gender mainstreaming, and the protection of the rights of minors, women, and vulnerable categories in general. With regard to the issue of trafficking, skills and competences must be developed in order to improve the direct assistance provided to victims, combat the criminal activities underlying the exploitation, and raise awareness of the targets at risk (as well as non-specific segments of the population), at various levels, with a further objective being to correctly observe the phenomena in order to prevent their effects, and therefore the recurrence of harmful behaviours.

The NAP will be an integral part of a uniform strategy of interventions aimed at establishing a solid safeguard for victims, namely women and children, also in connection with the National Strategy for Gender Equality and the Resource Allocation Plan for the *“Fund for policies relating to rights and equal opportunities”*, in keeping with the provisions of Law of 15 October 2013, no. 119 providing *“Urgent provisions on safety and the fight against gender-based violence, as well as on the subject of civil protection and the extraordinary administration of the provinces”*, of the 2021-2023 National Strategic Plan on male violence against women, of the new National Plan for the prevention and fight against the sexual abuse and exploitation of minors, of the 2022-2023 Fifth National Action Plan for the protection of the rights and the development of children and adolescents<sup>1</sup> (the so-called National Childhood Plan), and the Plan approved by the European Commission for Ukrainian refugees, including

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<sup>1</sup>The term minor used in the text is linked to the definition contained within the 1989 New York Convention on the Rights of the Child, in which Art. 1 states *‘for the purposes of the present Convention, a child means every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier’*, and the rules of domestic law, namely Art. 2 of the Italian Civil Code *‘The age of majority is set at the age of eighteen. With the age of majority, a person acquires the ability to perform all actions for which a different age has not been established’*.

unaccompanied foreign minors (UFMs).

At the same time, the NAP will work in synergy with the National Plan for the integration of holders of international protection and the 2020-2022 Three-year plan to combat labour exploitation in agriculture and illegal recruitment.

The NAP was drawn up in accordance with the four guidelines (the so-called four Ps) upon which the strategies for the fight against human trafficking are based at the international level (*prevention, prosecution, protection and partnership*), and the NAP's time frame of reference, aligned with the 2022-2025 European strategy on combating THB, adopts the same guidelines when identifying the four aspects upon which the Member States' attention should be focused:

1. Reducing the demand that encourages human trafficking (*prevention*);
2. Dismantling the business model of traffickers, both online and offline (*prosecution*);
3. Protecting, supporting and empowering victims, with particular regard to women, minors, and vulnerable categories (*protection*);
4. Promoting international cooperation (*partnership*).

In addition to establishing the time horizon, the NAP also specifies the intervention priorities, competent administrations, possible sources of funding, and main actions to be taken throughout the country.

Considering the rapid evolution of the phenomenon of human trafficking and related need to update indications contained in the NAP, its effective duration has been set for the three-year period of 2022-2025, with the possibility of extension following a coordinated monitoring and updating process.

With the aim of ensuring effective adherence to the reality of the situation, and to better combat the phenomenon of trafficking, which is constantly changing and evolving, periodic NAP updating and evaluation sessions will be organised in order to review the related activities and projects, wherever necessary.

The adoption of the first NAP of 2016-2018 met the need to systematise and streamline Government's efforts on the issue, and, more importantly, fostered a coordinated and cooperative approach among the various central and local administrations involved in the prevention and suppression of the phenomenon.

Since the transversal nature of the public competences involved concerns the various levels of government, with the new NAP it will be necessary to continue the process of empowering and involving local authorities in the management of the phenomenon (particularly for the protection of the victims), and in their capacity as holders of structural funds that can be used, in a complementary manner, to shore up available national resources.

It is also of fundamental importance to increase the cooperation between institutions and the private social sector, which is essential to the Italian strategy, with the aim of maintaining and strengthening the integrated public and private networks operating throughout the country, oriented towards the so-called "*multi-agency work*".

Lastly, it should be noted that the transnational nature of the phenomenon of human trafficking also requires the Government to adopt partnership and collaboration tools with other States concerned, with the aim of ensuring crime prevention and investigative and judicial cooperation, and to promote the

exchange of good practices and work tools, especially in relation to the countries of origin.

## **1.2. The structure of the NAP**

The purpose of the 2022-2025 NAP is to consolidate and improve the governmental and institutional measures aimed at preventing and combating human trafficking and ensuring adequate protection for the victims, in line with the provisions of the Warsaw Convention ratified by Italy in 2008.

The NAP is the result of collaboration between the National Steering Committee (central Administrations, Regions and local autonomies), the Steering Committee's Technical Committee, the Social Partners, and the main associations engaged in preventing and combating THB, including the competent United Nations Agencies.

The adoption of a strategic planning document, with a multi-year time horizon, is essential to establishing and implementing integrated and effective policies.

The interventions to be carried out in terms of anti-trafficking policies are broken down according to the Guidelines indicated by the Warsaw Convention and European Directive 36/2011, which was transposed into the Italian legal system by Legislative Decree of 4 March 2014, no. 24: Prevention, Prosecution, Protection and Partnership. Each of these Guidelines is associated with specific actions aimed at addressing the most problematic aspects of THB.

This framework includes plenty of elements of continuity and points of contact with the 2016-2018 NAP, as the previous NAP's structure remains perfectly valid, and because the 2022-2025 planning must tackle the problems highlighted in the previous NAP that have not yet been resolved.

In particular:

### ***Prevention***

This is the guideline associated with the largest number of actions, as it is intended to prevent the further spread of the phenomenon through training activities and rapid identification of the victims.

### ***Prosecution***

This guideline is associated with measures aimed at improving the justice sector and the related practices, increasing the safety of victims, and dismantling of the criminal organisations.

To this end, the NAP is aimed at improving and systematising the collaboration between the various players within the territorial networks dedicated to assisting the victims, by creating synergies between the institutional bodies and their territorial branches (the Ministry of the Interior, the Ministry of Defence, the Ministry of Justice, the Ministry of Sustainable Infrastructure and Mobility, and the Civil, Criminal and Juvenile Courts). At the same time the best interests of the victims and any minors involved, for all matters, even of a civil nature are taken into consideration.

### ***Protection***

This guideline is aimed at determining the actions to ensure the protection of adult and minor victims.



These actions provide tools to ensure that all victims are accepted, handled, and removed from trafficking conditions regardless of age, sex, and the type of severe exploitation to which they are subjected, using a gender sensitive approach.

### ***Partnership***

These actions are of a supplementary and supportive nature with respect to other measures, and consist of cooperation with the victims' countries of origin, in order to spread the culture of legality and disrupt the progress of the phenomenon.

### **1.3. The adoption of the NAP**

The purpose of the NAP is to consolidate and improve the governmental and institutional measures aimed at preventing and combating human trafficking and ensuring adequate protection for the victims, in keeping with the provisions of the Warsaw Convention ratified by Italy in 2008.

Article 13(2 *bis*) of the Law of 11 August 2003, no. 228 (providing Measures against trafficking in persons), introduced by Art. 9 of Legislative Decree of 4 March 2014, no. 24 (implementing Directive 2011/36/EU on preventing and combating THB and protecting its victims, and replacing Council Framework Decision 2002/629/JHA), states that, by resolution of the Council of Ministers, upon the proposal of the President of the Council of Ministers and of the Minister of the Interior, within their respective competences, and after having consulted the relevant Ministers concerned, subject to the agreement in the Unified Conference, the NAP has been adopted.

The same Legislative Decree no. 24/2014, containing provisions for preventing and combating THB and protecting its victims, assigned the Presidency of the Council of Ministers' Department for Equal Opportunities (DEO) the tasks of directing and coordinating the social prevention interventions relating to the phenomenon of THB and the provision of assistance to its victims.

Based on this legislative provision, the Department, which already handled the preparation and implementation of the first NAP, began the work of drafting the new NAP, in line with the guidelines of the inter-institutional Steering Committee chaired by the Minister for Equal Opportunities and the Family, which most recently met on 14 April 2021, and the indications that emerged from the plenary meeting of the Technical Committee on 24 June 2021 and from the 4 subsequent working groups held from 15 to 22 July 2021.

Within this context, a draft NAP was prepared, which was shared with the Ministry of the Interior in January of 2022 and the members of the Technical Committee at the meeting held on 7 April 2022 for any further observations and/or additions.

After receiving the requests for additions, the observations from all participants in the Committee, and the operational sheets providing the policy measures to be implemented, the NAP was shared within the political Steering Committee in order to be submitted to the Unified Conference, and for final adoption by resolution of the Council of Ministers.

## 2. REFERENCE FRAMEWORK

### 2.1. Current state of the 2016-2018 NAP's implementation, recommendations of the GRETA, and national interventions.

The drafting of the new NAP was inspired by positive initiatives and projects implemented under the previous 2016-2018 NAP, via the dialogue among various institutions involved, and by contributions from private sector experts and organisations.

The assessment reports on Italy issued by the international bodies were naturally taken into account, namely the report published on 25 January 2019 by the *Group of Experts on Action against Trafficking in Human Beings* (GRETA), established pursuant to Art. 36 of the Council of Europe Convention on Action against Trafficking in Human Beings, ratified by Italy with Law of 2 July 2010, no. 108. In its report, in addition to acknowledging the progress that Italy had made in implementing the provisions aimed at combating THB, the GRETA also highlighted a number of critical issues, providing the following recommendations:

#### **1. To develop and maintain a comprehensive and coherent statistical system on THB by compiling reliable statistical data on measures to protect and promote the rights of victims as well as on the investigation, prosecution, and adjudication of human trafficking cases.**

Statistics regarding victims should be collected from all main actors and allow disaggregation concerning sex, age, type of exploitation, country of origin and/or destination. This should be accompanied by all the necessary measures to respect the right of data subjects to personal data protection, including when NGOs working with victims of trafficking are asked to provide information for the national database.

#### **2. To intensify efforts to prevent THB for the purpose of labour exploitation.** In particular by:

- training labour inspectors throughout the country, as well as other inspecting agencies, law enforcement officers, prosecutors and judges;
- expanding the capacity of labour inspectors so that they can be actively engaged in the prevention of THB, including in private households and in small businesses in the hotel, catering and restaurant sectors;
- monitoring the frequency and effectiveness of labour inspections and ensuring that sufficient human and financial resources are made available to labour inspectors to fulfil their mandate, including in remote locations at risk of THB in the agricultural sector;
- separating immigration enforcement functions from labour inspectorate roles and ensuring that labour inspectors prioritise the

detection of persons working in irregular situations who are vulnerable to THB;

- reviewing the regulatory systems concerning migrants working as home care workers and ensuring that inspections can take place in private households with a view to preventing abuse of domestic workers and detecting cases of human trafficking;
- strengthening the monitoring of recruitment and temporary work agencies and reviewing the legislative framework for any gaps that may limit protection or preventive measures;
- supporting ethical trading initiatives, and effective enforcement of due diligence obligations to monitor supply chains, particularly in the fruit and vegetable sectors;
- raising awareness amongst the general public as well as, in a targeted manner, amongst migrant workers, about the risks of THB for the purpose of labour exploitation;
- establishing effective mechanisms to allow irregularly present migrant workers to lodge complaints in respect of labour standards against employers and obtain effective remedies without the risk of the sharing of their personal data or other information with immigration authorities for the purposes of immigration control and enforcement.

**3. To strengthen efforts to prevent trafficking in children**, in particular by:

- raising public awareness about the risks and different manifestations of child trafficking (including early, child and forced marriages, exploitation of begging and forced criminality);
- sensitising and training teachers, educational staff and child welfare professionals across the country about THB and its different forms, and ensuring that sensitisation programmes on the matter of Trafficking in Human Beings are put in place in schools;
- mainstreaming the prevention of trafficking in the training of all staff working with unaccompanied and separated children, ensuring the best interests of the child;
- preventing unaccompanied or separated children from going missing and ensuring that they can benefit from protection of their rights and effective care arrangements, including safe and specialised accommodation, access to education and health care, so that they are not exposed to risks of trafficking;
- taking action to address situations of violence of unaccompanied and separated children, including through international cooperation and positive measures to prevent trafficking, identification of possible child victims of trafficking at the borders, effective access to assistance and protection and timely appointment of guardians.

**4. To take further steps to improve the proactive identification of victims of THB.** In particular by:

- strengthening the multi-agency involvement in victim identification by introducing and translating into practice a National Referral Mechanism (MNR) which defines procedures and roles of all frontline actors who may come into contact with victims of trafficking, and providing guidance and training on its application to all relevant professionals;
- increasing efforts to proactively identify victims of trafficking for the purpose of labour exploitation, by reinforcing the capacity and training of labour inspectors and other relevant agencies and involving trade unions and NGOs;
- taking steps to proactively identify victims of trafficking for other forms of exploitation, such as forced criminality, forced begging, forced marriage and organ removal;
- enabling effective cooperation with NGOs, including those engaged in rescue at sea operations;
- providing NGOs involved in the identification of victims of trafficking amongst asylum seekers with sufficient resources to enable them to fulfil the task;
- ensuring identification of possible victims of THB at all border crossings in accordance with the OHCHR's Recommended Principles and Guidelines on Human Rights at International Borders;
- ensuring the availability of dedicated centres for asylum seekers who are presumed victims of trafficking;
- taking initiatives to improve the processes of identifying and assisting child victims of trafficking, in particular to adopt as a matter of priority a MNR for child victims of THB which takes into account special circumstances and needs of child victims, involves child specialists and ensures that the best interests of the child are the primary consideration in all proceedings relating to child victims of THB and children at risk;
- ensuring that relevant actors take a proactive approach and increase their outreach work to identify child victims of THB for different forms of exploitation, by paying particular attention to unaccompanied and separated children and children from Roma communities;
- ensuring that child victims of THB across the country, regardless of whether they seek asylum or not, benefit from the assistance measures provided for under the Convention, including appropriate accommodation, effective access to free legal assistance and psychological support;
- taking further steps to address the problem of missing children under State's care and ensuring that there are clear instructions as to which institution holds the lead responsibility for tracing missing children and for taking appropriate measures to notify all relevant authorities

- in order to ensure that children are traced and provided with appropriate protection;
- monitoring the effectiveness and quality of the voluntary guardianship system;
  - ensuring long-term assistance for the integration of child victims of trafficking.

**5. To review the legislation in order to ensure that the recovery and reflection period is specifically defined in Law as provided for in Article 13 of the Convention, and that all possible foreign victims of trafficking are offered a recovery and reflection period and all the measures of assistance envisaged in Article 12, paragraphs 1 and 2, of the Convention during this period;**

**6. To take steps to facilitate and guarantee access to compensation to victims of THB.** In particular by:

- reviewing the criminal and civil procedures regarding compensation from perpetrators with a view to improving their effectiveness;
- enabling victims of trafficking to exercise their right to compensation, by informing them, in a language they can understand, of the right to compensation and procedures to be followed, and building the capacity of legal practitioners to support victims to claim compensation;
- including victim compensation in training programmes for law enforcement officials, prosecutors and judges;
- enabling victims of trafficking who have left Italy to benefit from the possibility of claiming compensation;
- setting up a State compensation scheme effectively accessible to victims of THB, regardless of their nationality and immigration status, and reviewing the maximum amount of € 1,500 of compensation paid by the State in order to ensure that it corresponds to the actual harm suffered by victims;
- making full use of the existing legislation on the freezing and forfeiture of assets to secure compensation to victims of trafficking.

**7. To ensure that the return of victims of THB is carried out with due regard to their rights, safety and dignity, including the right to non-refoulement (Article 40(4) of the Convention), and in the case of children, by fully respecting the principle of the best interests of the child.**

**8. To ensure compliance with Article 26 of the Convention through the adoption of a provision on the non-punishment of victims of trafficking for their involvement in unlawful activities, to the extent that they were**

**compelled to do so, and/or by developing relevant guidance.**

**9. To take measures to ensure that THB offences are investigated and prosecuted effectively, leading to proportionate and dissuasive sanctions.**

**10. To review the Code of Conduct for NGOs undertaking activities on migrants' rescue operations at sea with a view to enabling the identification of victims of trafficking amongst migrants and refugees at sea and in ports.**

The 2022-2025 NAP has adopted GRETA recommendations, which basically match with the contributions made by the public and private stakeholders during the Technical Committee's round tables, and the other studies carried out on the topic.

In this sense, it should be noted that operational interventions implemented, based upon GRETA's recommendations, include increased funds allocated for the prevention of THB for the purpose of labour exploitation, for awareness-raising campaigns on the phenomenon, as well as improved training for law enforcement officers and, more generally, for all anti-trafficking operators.

At the legislative level, in order to restore effectiveness to the constitutional right to asylum (despite current legislative critical problems), Law of 2020, no.173 (converting Decree Law no. 130 of 2020) was adopted to replace Law of 2018, no. 132 which limited the rights of asylum seekers through a restrictive interpretation of the complementary protection referred to under Art. 5(6) of Legislative Decree 286/98, thus making them more vulnerable to traffickers.

As explained later, thanks to Law 173/2020, holders of residence permit for special protection, including victims of trafficking (*"permit for special cases"*, as per Article 18(4) of the Consolidated Immigration Law), have also been given the possibility of reception within the context of the Reception and Integration System (SAI).

Moreover, with regard to enhanced protection for minors, Law of 7 April 2017, no. 47 which provides for specific protection and reception of UFM, came into effect in 2017, regulating every aspect relating to the protection of this particular vulnerable category, including the right to a voluntary guardian pursuant to Art. 11 of the same Law, the right to equal treatment among UFM, seeking asylum or not, with regard to the right to obtain an under-age permit and access to the welfare system, standardised age assessment procedures, access to foster care, harmonisation of the first and second level reception system, and greater protection for minors with regard to the right to education and healthcare, and during administrative and judicial proceedings, and, under Art. 17, a specific assistance programme for child victims of trafficking, with the latter providing for long-term solutions, even beyond the age of majority.

Art. 3 of Law 47/2017 also prohibited the refoulement and expulsion (principle of non-refoulement) of UFM, modifying the Consolidated Immigration Law with the addition of paragraph 19(1 *bis*), which states *"Under no circumstances may the refoulement of unaccompanied foreign minors at the border be ordered"* (with the exception of the cases strictly indicated and, regardless, to be considered

as a last resort). Although several Decrees implementing Law 47/2017 are yet to be issued, and certain critical issues within the system have not been resolved, the Law is viewed by the EU Agency for Fundamental Rights as a promising practice within the European context.

With regard to the prevention of the problem of missing minors highlighted by the GRETA, in 2007 the Presidency of the Council of Ministers had already established the position of the extraordinary Commissioner for missing persons, in charge of coordinating competent state administrations on such matters, and analysing both missing persons data and activities of the institutions and other subjects involved in these issues, with the aim of ensuring the timely monitoring of the phenomenon of arrivals to Italy, especially with regard to UFM's who "disappear" along the migration routes because lured by traffickers during their journey to Italy, upon arrival, prior to being registered in Italy, pending acceptance by social services, or, finally, due to their removal (whether voluntary or forced) from the reception circuit, and more generally, in order to analyse and manage the phenomena of the disappearance of citizens.

The latest report issued by the Government Commissariat Office, relating to 2021, showed statistical values that are continuously increasing with respect to those recorded in previous years, also due to the COVID-19 pandemic and the hostilities between nations around the world: from 1 January to 30 November 2021 there were 17,650 reports of missing persons in Italy, 8,767 of whom were found and 8,883 of whom remain missing, for a 39.6% increase in the number of reports compared to 2020, and 25.8% compared to 2019.

With regard to reasons for the disappearances, according to police reports, 82.62% of cases are due to voluntary departures (there are also instances of departures from institutions and/or communities, minors presumed to be victims of crime, psychological disorders, and abductions of minors by spouses or other relatives), and of this percentage (which corresponds to a total of 14,406 cases of disappearances), 67.02% (corresponding to a total of 9,656 cases) concern minors (of whom 2,696 Italian, and 6,960 foreign).

The latest Parliamentary Report filed by the National Authority for Childhood and Adolescence also indicates that 11,159 UFM's arrived in Italy in 2021 (data from the Ministry of Labour and Social Policies, updated as of 31/3/2022, indicate 11,937 UFM's in the reception system, as opposed to 7,080 the previous year).

These mainly consisted of males (97.3%), for a slight increase compared to 2020, with a reduction of women and a high percentage of seventeen-year-olds (62.9%), thus highlighting the need to promote accompaniment towards adulthood for minors who are approaching the age of majority, in order to guarantee their autonomy.

It should be noted that with note no. 636 of 14 April 2021, the Authority urged the implementation of Articles 1(882) and 1(883) of Law of 27 December 2019, no. 160 (the 2020 Budget Law), which requires a Decree to be adopted by the Ministry of the Interior, in agreement with the Ministry of Economy and Finance, establishing the methods of disbursement of the amount allocated for the reception of UFM's, through an increase of one million Euros per year for interventions

benefiting the volunteer guardians of UFM, as per Law of 7 April 2017, no. 47 reimbursements for companies of up to 50% of the costs incurred for paid work permits granted as a clause of greater benefit to the volunteer guardians of UFM, obligations associated with the voluntary protection service, and reimbursements for volunteer guardians of the expenses incurred for obligations associated with the voluntary protection service.

From an operational standpoint, the initiatives carried out by the Department for Equal Opportunities, as a national focal point of the operator training schools, relating to the work of the Observatory and the National Anti-Trafficking Toll-Free Number, should also be highlighted.

## **2.2 The Toll-Free Number and Anti-Trafficking Observatory initiatives.**

In implementation of the Presidential Decree of 16 May 2016 concerning the *“Establishment of the Single programme for emergence, assistance, and social integration for the foreigners and citizens referred to under Article 18(6 bis) of Legislative Decree of 25 July 1998, no. 286 the victims of the crimes indicated under Articles 600 and 601 of the Criminal Code, or those who are in the circumstances referred to under paragraph 1 of the same Article 18”*, at present 21 Anti-trafficking projects managed by the private social sector, or in collaboration between the public and private sectors, and funded by calls adopted by the Department for Equal Opportunities, have been launched in Italy since 2017.

Over the years, these projects have created and consolidated a productive network of partnerships: the so-called National Anti-Trafficking Network.

A common feature of these projects’ entire national structure is the Anti-Trafficking Toll-Free Number (800) 290-290, which was established in 2000 by the DEO, and allows users to anonymously get in touch with specialised multilingual staff 24 hours per day, 365 days out of the year.

Within the context of the anti-trafficking interventions, the toll-free number, funded entirely by the Department for Equal Opportunities, is a nationwide civilian platform that convenes periodically as an institutional public forum for dialogue and information exchange.

As a nationwide service, the toll-free number is required to:

- receive phone calls from all over the country;
- perform an initial examination of the request;
- identify and “filter out” any irrelevant phone calls;
- divert each relevant phone call to a project under territorial jurisdiction over the geographical area from which the call has originated;
- coordinate the “national networking” of the receptions and the transfers of the victims between the various projects;
- monitor the detection activity at the national level.

By organising practices and procedures for data collection, reporting, activating networks, and sending and transferring users to the competent territorial projects, this platform is the only mechanism that allows operational aspects of the local territorial networks to maintain their autonomy and functioning and methodological specificity, while at the same time ensuring their ability to run



within a multi-agency network and framework, and according to a unified strategy aimed at protecting human rights. In addition to playing an important detection and reporting role, the Toll-Free Number also serves a public data collection and management function, even through the retention and development of information. In fact, having now assumed a tertiary position with respect to current projects in progress, the service is increasingly committed to carrying out systemic activities, namely through the collection of data and the performance of interventions using the Italy's Computerised System for the collection of information on trafficking in human beings (SIRIT), for the collection of trafficking data, specifically in relation to important measures that need to be implemented and developed, even in light of the urgencies highlighted by the GRETA, the monitoring bodies of the Council of Europe, and other international Organisations, such as the OSCE.

The SIRIT system receives data from the entities that are in charge of or implement social assistance and protection projects for victims of trafficking and exploitation co-funded by the DEO pursuant to Art. 18 of Legislative Decree 286/98 and Art. 13 of Law 228/2003.

The NAP's main objectives also include the creation of a central computerised database capable of performing real time processing and monitoring operations, which will allow for an in-depth analysis of the phenomenon the immediate response interventions within the context of the policies for combating THB.

A thorough analysis of the context must include the examination of data collected by the toll-free number service over the past three years (2019-2021), with the awareness, however, that these only represent a part of the phenomenon as a whole.

From a statistical standpoint, the 2021 report entitled "*The fight against human trafficking and human rights. An analysis of the victim support system in light of the phenomena of serious exploitation in Italy. The fight against human trafficking and human rights*"<sup>2</sup>, drawn up by the A. Papisca University Centre for Human Rights at the University of Padua within the framework of the activities envisaged by the Anti-trafficking Toll-Free Number management plan (as part of the agreement between the DEO and the Veneto Region), provides some significant and useful data.

In general, while men can also fall victim, the vast majority of victims of trafficking and severe exploitation are women, typically from countries with high unemployment and poverty rates, either entirely devoid of or with only minimal law enforcement and *welfare* systems, and often afflicted by war or internal conflict.

With respect to nationality, both with regard to those who have undergone "assessment" and those who have been "accepted", the absolutely majority consists of people from Nigeria, and this data is also to be understood in relation to that concerning the number of arrivals to Italy by sea.

Data regarding landings in Italy in 2021, on the other hand, reveal that the greatest numbers of people came from Tunisia, Egypt, and Bangladesh, while, with

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<sup>2</sup>([https://www.osservatoriointerventitrattra.it/wp%20content/uploads/2021/04/Report\\_Lotta-alla-tratta-%20di-persone%20-e-diritti-umani.pdf](https://www.osservatoriointerventitrattra.it/wp%20content/uploads/2021/04/Report_Lotta-alla-tratta-%20di-persone%20-e-diritti-umani.pdf))

specific regard to nationalities of the women arriving by sea, most came from Ivory Coast, Guinea, and Tunisia. Other nations whose citizens are more heavily affected by the phenomenon include Romania, Albania, Bulgaria, Morocco and, since 2019, even the Philippines.

With regard to the reporting party, and with reference to the 2021 data alone, it appears that the majority of reports were made by the Territorial Commissions for the Recognition of International Protection, based on the specific Guidelines concerning “*The identification of victims of trafficking among applicants for international protection and referral procedures*”<sup>3</sup>.

In this sense, it seems necessary to maintain, and even enhance, the focus placed on the coordination mechanisms between the international protection and social protection systems for victims of trafficking, in order to improve the possibility of identifying potential victims of trafficking by those operating within the context of the international protection system.

Overall, most cases involve sexual exploitation, of which women are predominantly victims (while most victims of labour exploitation seem to be men), with the exception of Bangladesh and Morocco, where most of the trafficking cases involve labour exploitation.

With regard to the age of the victims, there is a prevalence of female minors: in this sense, the anti-trafficking system operates with maximum care to prevent any exploitation of minors, especially of a sexual nature.

From a statistical standpoint, all other areas are more or less marginal. In fact, the numbers of cases of begging, forced marriage, domestic servitude, and labour exploitation itself are lower than those of sexual exploitation. For this reason, all players involved in the implementation of the NAP’s activities must make a greater effort and commitment in order to better monitor the phenomenon<sup>4</sup>.

For this reason, a greater focus must be placed on collecting data that also take into account the increase in sexual exploitation in terms of *indoor* prostitution, and the implementation of new strategies to combat this phenomenon, starting with the analysis of studies and projects at the European level, which, for several years, have been revealing specific characteristics of the recruitment, transfer, and sexual exploitation, as well as other types of trafficking, carried out by transnational criminal networks (see phenomena associated with new technologies or new recruitment techniques).

The National Anti-Trafficking Observatory, established by the Department for Equal Opportunities, operates in close contact with the Toll-Free Number service, acting as an observation and monitoring tool for evaluating the phenomenon in a constant and up-to-date manner, supporting policies to prevent and combat trafficking, and contributing to the planning of operational strategies to be translated into positive and concrete actions.

The Observatory’s dedicated web page contains statistical surveys relating to the main areas of THB (observatory on sexual and labour exploitation, forced

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<sup>3</sup>(<http://www.libertacivilimmigrazione.dlci.interno.gov.it/documentazione/pubblicazioni/aggiornamenti-inerenti-linee-guida-i-richiedenti-asilo>)

<sup>4</sup> See the Guidelines on “*The identification of victims of trafficking among applicants for international protection and referral procedures*”, wherein particular importance is attributed to the identification of specific sets of indicators of trafficking for the purpose of labour exploitation, as also mentioned in: [https://www.lavoro.gov.it/priorita/Documents/LineeGuida%20vittime%20sfruttamento%20lavorativo\\_P\\_14\\_C\\_U\\_Atto\\_Re\\_p\\_n\\_146\\_7\\_ott\\_2021.pdf](https://www.lavoro.gov.it/priorita/Documents/LineeGuida%20vittime%20sfruttamento%20lavorativo_P_14_C_U_Atto_Re_p_n_146_7_ott_2021.pdf)

begging, and, finally, illegal economies and other types of exploitation), national and international legislation and case-law, press reviews, publications, reports, updates on related training events and seminars, advertising campaigns, and, above all, reports on the activities of the Toll-free Number service and on the calls for the anti-trafficking projects envisaged by the Single Call for detection, assistance and social integration laid out in the Presidential Decree of 16 May 2016.

### **2.3. The method of conducting simulations in specialised schools for anti-trafficking operators.**

In Italy's specialised schools for anti-trafficking operators, methodologies involving the review of cases, as well as classroom lessons and lectures, are carried out using an innovative approach, completed by first-hand experience and laboratory data, or rather role playing, simulations, and the study of concrete cases of both labour and sexual exploitation involving victims of trafficking, including minors, with practical and inter-dimensional exercises.

These exercises are aimed at improving the operators' ability to recognise vulnerabilities, developing state-of-the-art investigative skills to promptly identify trafficked persons, providing victims with first aid and protection, respecting their rights, applying standard procedures in reporting cases to services tasked with providing assistance to presumed or identified victims, and studying tools available through international cooperation to prosecute the perpetrators. The purpose of the simulations is to learn methods of intervention to combat trafficking and protect victims using multi-agency approach, through coordination among all the players who, in various capacities, are tasked with dealing with the phenomenon of trafficking.

The decision to use the simulation training method arose from the experience of the Carabinieri's Centre of Excellence for Stability Police Units (CoESPU): an international training centre that collaborates with 17 International Organisations, established in Vicenza on 1 March 2005 by an Italian initiative presented at the G8 Summit of Sea Island (2004), and supported by other countries, with over 10,000 foreign operators from 112 countries worldwide, primarily Police officers, having attended the training courses organised by the centre.

Since 2016, the OSCE has carried out various international education and training sessions at the CoESPU, in order to develop specialised skills aimed at combating human trafficking, especially along migration routes.

In Italy, thanks to an initiative of the Presidency of the Council of Ministers' Department for Equal Opportunities, the staffs of various institutions and bodies involved in the fight against trafficking and the protection of the victims underwent the international training course at the CoESPU in Vicenza, and the project received significant financial support from Italy, Monaco, Germany and Switzerland, as well as contributions from France, Austria, Kazakhstan, Andorra, Belarus and Hungary. From 2016 to 2021, the simulation methodology was used to train over 500 professionals from 68 countries (data updated as of February 2021), resulting in an international network of operators and experts. The methodology has received praise from the OSCE, which considers it the best approach for improving skills in this field,

as well as from the UN, and has become a model for other OSCE simulations held in the Russian language (in Kazakhstan in 2018 and 2019), as well as of a national (in Albania in 2021) and regional nature (in Greece in 2021).

Simulation activities coordinated by the OSCE and the Carabinieri Corps were also later attended by judiciary officials, law enforcement officers, and Third sector operators selected based on criteria linked to their prior work experience, with the aim of ensuring a multi-agency approach to combating the phenomenon, as well as students enrolled in the “Human Rights and Multi-level Governance” Master’s Degree Programme with the University of Padua’s Department of Political, Legal and International Studies, who even contributed to the simulations by impersonating traffickers or victims, so that the experience could be rendered as realistic and interactive as possible.

#### **2.4. Cooperation with local authorities**

The experience gained through the implementation of the first NAP, adopted in 2016, made the need for a coordinated, multi-level and multi-agency approach even more evident, especially in terms of collaboration between the public institutions and specific private social sector entities, which has been consolidated over the years. In fact, this collaboration has come to represent the added value of the Italian strategy, due to the maintenance and strengthening of integrated public and private networks operating throughout the country, as well as the contribution made to the new NAP. The new NAP therefore entails greater and more active involvement on the part of the local and regional authorities. In fact, the goal of increased institutional collaboration between central and local authorities is to improve results achieved in the fight against trafficking, guaranteeing uniform standards throughout the country, in line with the needs of the specific territories, and in consideration of their particular characteristics.

Over time, Regions, Autonomous Provinces and Local Bodies have established social and healthcare policies in relation to various categories of disadvantaged people, and the direct participation of Regions and local bodies in the national system of anti-trafficking measures has also increased over the years, especially in terms of promoting the projects for the implementation of the Single programme for emergence, assistance, and social integration referred to in the Presidential Decree of 16 May 2016, funded with Calls adopted by the DEO.

In Call 4/2021, 12 of the 21 projects were promoted by Public Administrations (10 by Regions, and 2 by Municipalities), and, according to the data available (as of April 2022), about 75% of the total cases accepted by the national system are handled by projects promoted by Regions and Municipalities.

Moreover, during the course of the abovementioned Call, 10 of these projects laid out a systemic measure that would have them working together to improve the multi-agency model and the regional intervention systems.

The Regions are also directly involved in projects funded under the NAP aimed at combating illegal recruitment and exploitation in agriculture.

While some Regions have already consolidated their *expertise* in this area in recent years, as of 2022 all the Regions and Autonomous Provinces will be directly

involved in the implementation of the “*National Guidelines on the identification, protection, and assistance to victims of labour exploitation in agriculture*”, which, as previously mentioned, were approved at the Unified Conference on 7 October 2021, and assigned a decisive role (the formal identification of victims) to the operating systems involved in the implementation of the Assistance and social integration programmes for victims of trafficking and exploitation pursuant to Art. 18 of Legislative Decree 286/98 and pursuant to Art. 13 of Law 228/2003.

The competence of Regions and the Autonomous Provinces, with regard to planning of the social, healthcare, occupational, and vocational training interventions, is also considered to be a pull-factor for the integration of various measures and lines of funding for the most vulnerable categories of users.

The coordination of interventions is likewise crucial for the establishment of multi-agency systems linked to the other institutional subjects involved in the issue (Public Prosecutors, Prefectures, State Police Headquarters, Labour Inspectorates, the International Protection and Labour Sections of the Court’s supervisory bodies, and the Territorial Commissions for the Recognition of International Protection), as well as the local authorities, other local players, and the Third Sector.

Therefore, considering that the social function of protection, acceptance, and accompaniment is consistent with the institutional mandate attributed to the social policies, the local authorities play an important role in implementing the NAP through professionals serving as members of the multidisciplinary technical teams already engaged in the basic territorial services offered by many local authorities.

The fulfilment of the social functions of protection and accompaniment, which require adequate technical, professional and economic support, entails to be co-designed and carried out in partnership with the Third sector’s anti-trafficking bodies, as well as with the organisations that deal with asylum seekers, persons entitled to international protection, and UFM.

After completing the pathway of social protection and converting their residence permits, victims of trafficking often remain in the country under vulnerable conditions, for which they require the support of social services, and are often faced with considerable difficulties in registering with the competent authorities, especially when the phenomenon is intertwined with illegal residence status.

Therefore, in order to promote integration and inclusion, people who have been intercepted by anti-trafficking projects must be able to access universal welfare measures enacted by the local authorities within their territories: educational support, support for the protection of minors, professional training, housing policies, job placement, etc.

The Local Authority is therefore the subject with which shared acceptance procedures must be established (the anti-trafficking projects, with their competent specialists, on the one hand, and the basic territorial social service structures, with their resources and skills, on the other). Therefore, in light of the previous experience, this new NAP’s commitment will be to further bolster the presence of local authorities, working in synergy with them to achieve the common goal of the victims’ protection and inclusion within the communities.

### **3. INTERNATIONAL, EUROPEAN, AND NATIONAL REGULATORY FRAMEWORK.**

According to data released by the United Nations on the last World Day against Trafficking in Persons, females continue to make up the majority of trafficking victims worldwide, with women and girls amounting respectively to 46% and 19% of trafficking victims. A third of all victims are minors: this percentage has tripled over the past 15 years.

50% of the victims of trafficking are trafficked for sexual exploitation, while 38% are trafficked for labour exploitation. In the European Union, 72% of trafficking victims are women and girls, and this percentage increases to 92% with regard to trafficking for purposes of sexual exploitation ([https://ec.europa.eu/anti-trafficking/system/files/2020-10/study\\_on\\_data\\_collection\\_on\\_trafficking\\_in\\_human\\_beings\\_in\\_the\\_eu.pdf](https://ec.europa.eu/anti-trafficking/system/files/2020-10/study_on_data_collection_on_trafficking_in_human_beings_in_the_eu.pdf)).

The European Union recognises trafficking as a global phenomenon that affects every country and every region, including the European Union, and requires the Member States to take specific actions.

The suppression of THB has long been a priority for the European Union.

Considerable progress has been made in many respects over the years.

Collaboration between the main stakeholders, even at the political level, between law enforcement and judicial authorities, in both the national and transnational contexts, has led to prosecutions and convictions, as well as an improvement in the systems for identifying and providing victims with support and assistance. Awareness-raising campaigns, educational programmes, and training initiatives have been carried out in order to reduce the risks of people falling victim to trafficking. Studies and reports have increased general knowledge about the phenomenon, thus contributing to the development of adequate response strategies.

In Italy's current legal system, THB is expressly punished by the entry into force of Law of 11 August 2003, no. 228 which rewrote provisions of the Criminal Code previously concerning slavery (Articles 600, 601 and 602). The circumstances that lead to an increase in the penalties in the event of the commission of these crimes were subsequently amended by Law 108/2010, which incorporated Art. 602 *bis* into the Criminal Code.

The 2003 Law already provided for the establishment of a Fund for anti-trafficking measures (Art. 12) and a special assistance programme for victims of trafficking (Art. 13).

The regulation of human trafficking in our country is mainly owed to the implementation of European-derived legislation (framework decision 2002/629/JHA, later replaced by directive 2011/36/EU) and international conventions.

With regard to the latter, by the aforementioned Law of 2 July 2010, no. 108 the Italian Parliament ratified the 2005 Council of Europe Convention on action against trafficking in human beings, commonly known as the Warsaw Convention. The purpose of the Convention is to:

- prevent and combat THB, while guaranteeing gender equality;
- protect the human rights of the victims of trafficking, design a comprehensive

- framework for the protection and assistance of victims and witnesses, and ensure effective investigation and prosecution;
- promote international cooperation on action against THB.

The Convention established, for the first time, a definition of a victim, even establishing mandatory provisions for their assistance: medical treatment, accommodation in adequate lodgings, protection and legal advice, compensation, psychological assistance, and assistance for reintegration into society.

The definitions of conducts punishable as trafficking were later expanded, first by Law of 16 March 2006, no. 146 concerning the “*Ratification and implementation of the United Nations Convention and Protocols against transnational organised crime, adopted by the General Assembly on 15 November 2000 and 31 May 2001*”, and later through the adoption of Legislative Decree of 4 March 2014, no. 24 which implemented Directive 2011/36/EU, concerning the prevention and repression of THB and the protection of victims, within our legal system.

The UN Convention against transnational organised crime and the so-called Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, specifically provide a new and broader definition of the crime of THB. This definition is as follows: “*the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. (..)*” (Art. 3 of the additional protocol).

The directive also specifies that the victim’s consent is irrelevant, and that exploitation includes, at a minimum, the exploitation of the prostitution of others, or other forms of sexual exploitation, forced labour or services, including begging, slavery or similar practices, servitude, exploitation of illegal activities, or the removal of organs.

Other important measures were introduced by Legislative Decree 24/2014, from the seizure and confiscation of instruments and proceeds of the crime of trafficking (art.7), to the possibility of granting international protection to victims (art.11(6)). Particular attention is dedicated to minors (Articles 13-16), and the Decree also gave rise to Presidential Decree 234/2016, or rather the “*Regulation establishing the mechanisms for determining the age of unaccompanied minors victims of trafficking*”.

The possibility of granting international protection has found a legal basis in arts. 18 and 18 *bis* of Legislative Decree 286/98, as amended, referred to below.

Among other things, Legislative Decree 24/2014 establishes training obligations for public officials (Art. 5) and the right to compensation for victims of trafficking (Art. 6), for the latter case even modifying the prerogatives of the Fund for the anti-trafficking measures laid out in the 2003 Law. It also identifies the Presidency of the Council of Ministers’ Department for Equal Opportunities as the “*national contact point*” (Art. 7), entrusting it with the tasks of coordination and guidance, assessing the trends in the phenomenon, monitoring and processing the statistics, and periodically reporting on the results.

Finally, by adding 13(2 *bis*) to the 2003 Law, Art. 9 of the Legislative Decree orders

the adoption of a NAP.

Lastly, as previously mentioned, two additional Laws have improved the protection provided to trafficked persons: Law of 29 October 2016, no. 199 on the new crime of ‘illegal recruitment’ and Law of 7 April 2017, no. 47 (the so-called Zampa Law). Therefore, the Italian legislation for combatting the phenomenon is among the most advanced, especially among States that have ratified the aforementioned supplementary Protocol against Trafficking in Persons of the United Nations Convention against Transnational Organised Crime (the so-called Palermo Convention).

#### **4. THE GENDER PERSPECTIVE ALONG THE ANTI-TRAFFICKING RESPONSE: APPLICATION OF THE ‘GENDER SENSITIVE APPROACH’ AND PROTECTION OF VICTIMS**

The relevance of the gender perspective and the need to establish approaches to combating the phenomenon of THB that are increasingly focused on the needs of subjects being trafficked is recognised in legally binding international instruments and commitments, such as the previously mentioned Palermo Protocol, the Council of Europe Convention on Action Against Trafficking in Human Beings, and Directive 2011/36/EU of the European Parliament; the OSCE member states have also recently adopted a series of specific commitments on the subject, recognising gender-based discrimination as a root cause of trafficking in human beings (PC.DEC/557, MC.DEC/10/11), and underlining the need to address *gender-specific* aspects in the anti-trafficking response (MC.DEC/6/17, MC.DEC/7/17).

For monitoring purposes, in 2021 the Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings produced and published the results of a multi-methodological research project entitled *Applying Gender-Sensitive Approaches in Combating Trafficking in Human Beings*, which entailed investigations, interviews, and meetings with participants from more than half of the Member States, creating a dialogue between anti-trafficking experts, operators in the field of social services, law enforcement agencies, and survivors of the system, offering a comprehensive account of gender issues associated with human trafficking, and providing a basis for discussion on possible ways of applying the *gender sensitive* approach model. The analysis of the OSCE data has shown that men and women (as well as children of both sexes) who are victims of trafficking for sexual purposes require very different assistance measures, due to their different vulnerabilities and manners of exploitation.

Since women and girls are most frequently subjected to physical and sexual violence, even simultaneously, by traffickers, exploiters, and customers, the healthcare support is first aimed at treating specific (gender-related) bodily injuries, with obvious consequences in terms of physical, gynaecological, and mental health, resulting in long-term effects.

Access to medical care for women can also be more difficult in certain contexts (e.g. the difficulties of having Islamic women examined by men without a male family member present, or shortages of female physicians who deal with women’s healthcare); during the subsequent ‘identity reconstruction’ phase, on the other hand,



*empowerment* measures are needed, in order to support women and sustain their self-esteem during the phases of seeking out employment, independent housing, and access to education.

Among male victims (men and boys) trafficked for sexual purposes, on the other hand, medical and health care provided mainly involves psychological support, a sector which has recorded higher request rates.

The reason for this lies in the fact that rape is under-reported by men and boys, because, in addition to the trauma of the experience, which is difficult to describe, in some cultures coming to terms with what happened and telling a third party could jeopardise the individual's sense of masculinity and male identity.

Another distinctive aspect relating to the protection of sexually exploited boys concerns the shortage of male physicians trained to handle cases of rape perpetrated against male individuals.

Finally, the symptoms encountered by women and girls who are victims of trafficking for sexual purposes are quite different from those suffered by males in cases of trafficking for labour exploitation or other forms of abuse traditionally perpetrated against men and boys.

The results of the OSCE research project still show that the existence of prejudices and the lack of adequate methods for eliminating stereotypes associated with the sex of the victims also have effects in terms of how they are dealt with within the context of protection systems, with a high risk of partial or ineffective protection of the trafficked subjects' rights. This is due to both difficulties encountered during the identification phase, and the critical issues that emerge with regard to protection and assistance for vulnerable individuals, and can lead to unfortunate outcomes, such as the lack of recognition of the potential victim and/or the actual trauma suffered, discrimination (i.e. in the case of LGBTIQ victims), the risk of secondary victimisation, insufficient allocation of the resources needed to meet the trafficked subject's needs, re-trafficking, and post-traumatic stress disorders.

Legal and political tools aimed at mitigating the phenomenon often fail to clearly indicate how gender is to be understood, and when the gender sensitive approach is to be utilised, it is accompanied by a general lack of awareness-raising and information campaigns on the applicative meaning of the methodology. In fact, the absence of a comprehensive *focus* on all gender-related aspects also interrupts and hinders the development of assistance and protection systems, as well as prevention mechanisms and crime prosecution strategies that focus on the specific needs of the victims.

The conclusions and recommendations presented in the aforementioned research project were shared at the 21<sup>st</sup> Conference of the Alliance of OSCE Countries Against Trafficking in Persons, and all those present and involved in the anti-trafficking operations were urged to systematically apply the gender sensitive approach to their various national victim identification systems; the issue of systemic prejudices and stereotypes was also once again addressed, as these often lead to assumptions about the gender of the victims of various forms of exploitation, with the consequence that most of the victims identified by the States consists of women and girls who are victims of sexual exploitation, and men and boys who are victims of labour exploitation.

The fact that both women and men are exploited for a wide range of purposes other than the traditional ones (including domestic servitude, organ harvesting, begging, and forced crime) therefore remains overlooked, and there is a risk that insufficient attention will be dedicated to these types of trafficking, with consequent repercussions on both the victim protection system and the crime prevention system. The OSCE therefore recommends that participating States offer gender-sensitivity training to all players involved in anti-trafficking operations, as well as to the victims themselves, in order to raise greater awareness and consideration of the issue and the existence of different types of exploitation, especially since the protection often tends to focus on vulnerabilities that have been ‘modelled’ according to the concept of an ‘ideal victim’, which hinders the identification process, and makes difficult to detect vulnerabilities that are not consistent with the stereotypical trafficked person.

In accordance with both the OSCE recommendations and the European Parliament Resolution of 10 February 2021 on the implementation of Directive 2011/36/EU on preventing and combatting THB and protecting its victims (2020/2029(INI)), which, under point 12, expressly “*regrets the fact that the specific needs of victims in vulnerable situations such as women, children, LGBTIQ people, persons with disabilities and people from racialised groups are often overlooked, and urges the Member States to ensure gender-specific services and support to victims appropriate to their needs*”, calling upon the Member States to address in particular the needs of LGBTIQ+ people, as they are highly vulnerable to trafficking owing to the cumulative effect of different types of discrimination on the grounds of sexual orientation and gender identity, the NAP aims to dedicate particular attention, also and above all, to the types of non-evident vulnerable persons hidden behind migrant routes, and not able to be recognised or identified because they are not officially recorded upon arrival in Italy (see, among others, women and children displaced from war afflicted regions), including ethnic and religious minorities, victims of trafficking with physical and mental disabilities, and, once again, those belonging to the LGBTIQ+ community, who constitute the most vulnerable subjects for whom appropriate assistance is often not provided due to lack of specialised training and operational tools, as well as prejudices relating to structural stereotypes.

Finally, understanding the phenomenon of trafficking in the light of gender dynamics means investing in more effective prevention policies designed to implement all the national, EU and international commitments on gender equality and equal treatment, with the aim of eliminating inequalities, while at the same time promoting gender equality within the national systems of reference. In this regard, the NAP serves as a tool for disseminating anti-discrimination culture for the purposes of recognition and protection of victims of trafficking, with gender and minor sensitive training being provided to all operators in the sector, in collaboration with bodies and institutions involved in the fight against trafficking, in order to improve the early identification of those at risk of falling victim to trafficking.

## **5. THE ANTI-TRAFFICKING SYSTEM: THE REPERCUSSIONS OF THE COVID-19 PANDEMIC AND THE RUSSIAN-UKRAINIAN CONFLICT ON THE PHENOMENON OF TRAFFICKING**

Despite the progress achieved, THB remains a serious threat in the European Union,

endangering thousands of individuals every year, particularly women and children. Traffickers prey on social inequalities as well as economic and social vulnerability of people. These factors have been exacerbated by the Covid-19 pandemic, which made it easier for perpetrators to find victims, and led to the more widespread use of ICTs tools, and consequently to increased access to the Internet and social media.

In fact, the ongoing pandemic has unexpectedly accelerated the use of the Internet as a means of recruitment, and it can be expected that it will assume an increasingly prominent role in the phenomenon in the years to come. After all, as the Authority for Childhood and Adolescence has already noted, *“the daily news has reported a drastic increase in episodes of violence that, in various ways, involve victims under eighteen years of age (..)”*.

In this context, it should be noted that, from 1 January to 30 May 2020, the Postal Police carried out *“311 investigations for soliciting minors, 18 significant operations, investigated 874 suspects, of whom 43 were arrested, carried out 616 searches of individuals, premises, and IT devices, monitored 25,706 websites, and added 2,428 child pornography websites to the black list”*, with a significant increase being recorded during the period of the first wave of Covid-19 and the consequent lockdown.

The pandemic also hindered victims’ access to justice, assistance and support, and hampered the criminal justice response to the crime. Moreover, traffickers moved to a new business model of online recruitment and exploitation of victims, making it more difficult for law enforcement and the judiciary to respond.

The outbreak of the war between Russia and Ukraine, and the rapid and massive migratory flow that ensued, has also shone the spotlight on the risk of serious abuse and exploitation to which people moving within the boundaries of Europe are exposed, especially women, minors, and people with disabilities, and serious and/chronic diseases. Since 24 February 2022, the day that Russia invaded Ukraine, 168,862 Ukrainian citizens have arrived in Italy, 161,420 of whom at the border, and 7,442 of whom were received by the Friuli Venezia Giulia railway police department. These consisted of 89,728 women, 28,467 men, and 50,667 minors (source: Ministry of the Interior - data as of 5 September 2022). Given the considerable prevalence of women and minors among the people fleeing Ukraine (including unaccompanied minors), many feared that criminal organisations might seek to take advantage of the situation to recruit victims to be exploited for trafficking purposes and for sexual and labour exploitation; all European and international organisations have stressed the importance of thoroughly monitoring the phenomenon, working to prevent it from spreading, and providing support to the victims.

The Commissioner delegated to coordinate the measures and procedures aimed at providing assistance to the UFM’s coming from Ukraine due to the ongoing conflict, appointed with OCDPC no. 876/2022, has adopted a special section of the “UFM’s plan” for conducting “searches in the case of disappearance”.

In particular, the NAP calls attention to the contents of Art. 17 of Law 47/2017, underlining how, at the local level, the prevention activities remain essential for determining adequate measures to prevent and combat possible trafficking phenomena or other illegal activities, such as insertion into criminal organisations, exploitation, or black-market labour.

## 6. THE NAP'S KEY PLAYERS

Trafficking in human beings is a complex phenomenon that can only be combatted and prevented by simultaneously acting upon several levers, which take the various aspects of the phenomenon itself into account, both individually and as a whole, using a comprehensive and coordinated approach. It is therefore a phenomenon that requires multi-level and multi-agency Governance.

The range of services that have been developed within our country using various channels of funding, especially those resulting from the application of Art. 13 of Law of 11 August 2003, no. 228 and Art. 18 of Legislative Decree of 25 July 1998, no. 286 and later from the Presidential Decree of 16 May 2016, reflect the social welfare protection system outlined by the national rules for the protection and fight against trafficking, and are structured according to 4 main phases, which serve as a reference for all the players operating throughout the country:

- the contact, detection and protection phase;
- the initial assistance phase prior to the social inclusion processes;
- the professional training and job placement phase;
- the social inclusion and independent housing phase.

The measures for combating THB for serious exploitation can essentially be divided into two channels, which follow the “two tracks” methodology established by the Italian legislation.

In fact, since 1998, our legal system has had an important tool at its disposal for the protection of victims, or rather Art. 18 of the Consolidated Immigration Law, which was adopted with Legislative Decree of 25 July 1998, no. 286 and allows a special residence permit to be issued to foreigners who have been subjected to violence or serious exploitation when their safety is at risk due to having attempted to escape the constraints of a criminal association, or having made statements in criminal proceedings against traffickers.

These residence permits for “special cases” can be issued either following a report filed by the victim (the so-called judicial path, along the proposal or recommendation of the Public Prosecutor), or in the absence of this (the so-called “social path”). The social path option has introduced the ‘two track’ protection methodology, because the exploited person is free to decide whether to expose him/herself to the risk of retaliation due to filing a report, and the State nevertheless guarantees full assistance regardless of their decision.

In keeping with this dual pathway, the legal and operational anti-trafficking tools also operate on two different levels.

The first more directly concerns the fight against and the repression of crimes associated with the exploitation of human beings: a task entrusted to all the law enforcement agencies.

The second, on the other hand, concerns the prevention of trafficking and the protection of victims, and is naturally handled by public social services and private social entities that have been accredited through registration in the appropriate section (section II) of the register of Associations and Bodies that carry out activities for immigrants, established by Article 52 of the Presidential Decree 334/2004 (the Regulation implementing the Consolidated Immigration Law).

In fact, the migratory context is one of the channels in which the phenomenon of trafficking is most prevalent: it is conditioned by various factors, and has changed considerably in recent years (in terms of geographical origins, reasons for migration, routes travelled, etc.).

It ranges from the gradual increase of people illegally located in the country, but not able to be easily tracked down by the authorities and institutions, to the historical presence of the Italian Mafias and the subsequent establishment of foreign criminal organisations of various sizes, which are able of continually regenerating and renewing their ways of operating, despite the impressive activities carried out by the judiciary and law enforcement agencies, and from the amendments and newly introduced legislation on the topics of reception, social inclusion and security, to the Covid-19 pandemic, which limited freedom of movement and strained the relationships of solidarity between the EU Member States, as well as other specific situations of exploitation unrelated to these phenomena.

These, among other things, complicate the work of players involved in combatting trafficking, which obviously requires a certain degree of flexibility in terms of planning interventions, continuous updating of available tools and skills, and new and renewed institutional and social partnerships.

Within the context of the fight against and the repression of crime, a role of absolute importance is to be attributed to law enforcement and the judiciary.

The State Police, the Carabinieri Corps, the Financial Police, and the Port Authority/Coast Guard serve a preventive and repressive key action by carrying out judicial police investigations at the national level, with particular regard to the pursuit and apprehension of the most dangerous fugitives and Mafia-type criminal organisations linked to trafficking and smuggling, the collection, analysis and processing of data and information related to the most relevant criminal phenomena, international cooperation with foreign countries in the fight against organised crime, with the mutual exchange of information and operational strategies and procedures aimed at combating transnational criminal phenomena, and the provision of technical and scientific support to the investigative bodies and the Judicial Authorities in carrying out investigations that require specific professional skills. For its part, through the National Anti-Mafia Directorate (DNA), the Judicial Authority is tasked with coordinating and executing all the investigations carried out by the District Anti-Mafia Directorates (DAD), or rather all investigations concerning Italian or transnational organised crime, and therefore including trafficking and smuggling investigations.

Within the context of assistance and protection, it is also worth mentioning the role that the Ministry of the Interior's Department for Civil Liberties and Immigration has played throughout the years, ever since its participation in the activities of the Inter-ministerial Commission for the support of victims of trafficking, violence and serious exploitation, as well as its involvement in the implementation of the system for the Assisted Voluntary Repatriation of victims of trafficking, and, during the course of 2021, the establishment of an inter-ministerial and inter-agency<sup>5</sup> working group

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<sup>5</sup> The working group on vulnerabilities includes the Department for Civil Liberties and Immigration and the Department of Public Safety, the National Commission for the Right to Asylum, the Financial Police, the Coast

dedicated to promoting an effective Governance model for the prompt identification and acceptance of people with specific needs, including people who are victims of trafficking, from their time of arrival in Italy, and throughout each phase of the reception process. More precisely, the group's goal is to promote centralised coordination and Governance among key players in the management of arrivals and, in particular, the identification of any cases of people with specific needs.

To this end, it should be noted that Art. 4 of Decree Law 130/2020, converted by Law 173/20, introduced the possibility for holders of residence permits for special protection, including victims of trafficking, whose residence permits include the 'special cases' marking, to be granted reception within the context of the SAI system, within the limits of the spots available, and provided that the subjects do not make use of specifically dedicated protection systems.

The rationale for the changes made by Law Decree 130/20 lies in the legislature's decision to improve the protection provided to those in particularly fragile and vulnerable situations, and the SAI system is now seen as a benchmark by the territorial networks in terms of the process whereby people received are inserted into the local social framework. People for whom the SAI network provides protection, through dedicated services based on specific vulnerabilities, include victims of trafficking, victims of torture or violence, single-parent families, single pregnant women, and individuals belonging to the LGBTIQ+ community, with dedicated projects available for UFM's and people with disabilities or physical or mental health problems.

While mainly involving local authorities as project owners, in recent years the SAI reception, inclusion and integration network has also involved a significant number of municipalities, especially large cities, where, thanks also to the widespread work of the National Association of Italian Municipalities (ANCI), various operational activities have been carried out throughout the country, thus supplementing the traditional material reception services (or rather room and board) with social accompaniment activities aimed at helping the beneficiaries of the measure gain access to other local services.

However, it should also be noted that this NAP is also intended for Italian and European victims of trafficking who do not make use of the SAI system.

Yet, as for the Department for Civil Liberties and Immigration, it is also worth noting activities carried out by the National Commission for the Right to Asylum, which coordinates the work of the Territorial Commissions and Sections for the Recognition of International Protection, in their capacities as the main Authorities in charge of reporting cases of potential victims of trafficking to the bodies responsible for their protection, using a consolidated Referral mechanism.

The Ministry of Labour and Social Policies and the Ministry of Health also participate in the protection of victims of trafficking and exploitation.

The Ministry of Labour contributes to the protection of victims of trafficking and exploitation in terms of preventing and combatting the phenomenon, and, to the extent of its competence on flow planning matters, in terms of reintegrating victims into the workforce, even in bilateral collaboration with the countries of origin; promoting initiatives relating to active policies and the involvement of the competent services in the insertion and reintegration of foreign workers into the workforce;

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Guard, the European Commission, Frontex, Europol, EUAA, UNHCR, IOM, UNICEF, the Italian Red Cross, the National Institute for Health, Migration and Poverty (NIHMP), and the Central Service.

coordinating policies for the social and occupational integration of foreign immigrants and initiatives aimed at preventing and combating discrimination, xenophobia, and racism.

In addition, the Directorate General for Migration keeps the Register of the associations and bodies that carry out activities for immigrants (pursuant to Art. 42 of the Consolidated Immigration Law), coordinates the activities relating to the policies for the protection of foreign minors, supervises the residency conditions of UFM present within Italy and foreign minors who have been temporarily accepted, and arranges for the census and the monitoring of the same through the use of the National information system for unaccompanied minors, pursuant to Article 9 of Law of 7 April 2017, no. 47.

Finally, vested with secretarial functions, it coordinates the activities of the Operational Table for the definition of a new Strategy to combat illegal recruitment and labour exploitation in the agricultural sector, as well as the activities of the related working groups, even handling the management and monitoring of the interventions funded in implementation of the Three-year plan to combat labour exploitation in agriculture and illegal recruitment.

It should be noted that, in agreement with the Ministry of Labour and Social Policies, it has been determined that there is a need to support the activities of the Labour Inspectorates for the purpose of obtaining the data concerning trafficking and serious exploitation in their areas of competence, especially in the agricultural sector, with an increase in reports being expected in this area, above all thanks to the approval of the aforementioned 2020-2022 Three-year plan to combat labour exploitation in agriculture and illegal recruitment, which is another tool with which this NAP must be coordinated, in addition to the National Integration Plan for persons entitled to international protection.

The Ministry of Health plays a guiding role that is aimed at rendering the assistance provided to victims of trafficking uniform throughout the country in terms of the medical treatments that our country is able to provide, and the ways in which these are provided, with particular attention being dedicated to vulnerable subjects and gender issues (e.g. pregnant women or female victims of violence, minors, etc. - Legislative Decree 286/98 Art. 35(3)).

A healthcare pathway for identifying and taking care of victims, which also provides awareness-raising activities and training for health personnel, must be implemented in a uniform manner throughout the country via the National Healthcare System (SSN). This is to facilitate the preliminary identification of the victims of trafficking within the context of SSN services, to guarantee the implementation of the necessary protection process by reporting the case to the nationwide anti-trafficking toll-free number service, and to establish specific procedures and adequate tools (e.g. determination of specific indicators) for the preliminary identification of victims of trafficking within the context of SSN services.

Moving on, the Ministry of Foreign Affairs and International Cooperation (MAECI) participates in the activities of preventing and combating THB and the protection of victims through international cooperation efforts in the fields of development and migration. Over the past 10 years, it has funded numerous projects and acted as an intermediary for the stipulation of various intervention protocols with a number of the exploitation victims' countries of origin. Thanks to the Migration Fund (formerly

the Africa Fund), a total of over € 308 million in funds have gone to projects in the field of migration carried out in collaboration with UN Agencies since 2017, the year the fund was established. Of these, approximately € 40 million have gone to projects involving activities aimed at preventing and combating THB. The *Farnesina* Award Fund, which has allocated € 30 million to UN agency projects in the field of migration since 2019, has also funded activities of this type (with approximately € 22 million provided to projects). Projects in the sector are also expected to be funded through the Migration Fund over the next few years. Furthermore, the MAECI promotes initiatives on combating human trafficking and in support of the United Nations Convention against Transnational Organised Crime (UNTOC), as well as its three Protocols (including those against Trafficking in Persons and Smuggling of Migrants), in every international forum (namely the United Nations, the OSCE, and the European Union), in order to ensure their effective application; to this end it has promoted and financially supported its review mechanism, which is currently being implemented within the UNODC framework.

Through the Social Service Offices of the Department for Juvenile and Community Justice, and in conjunction with the services of the local authorities, the Ministry of Justice ensures the emotional and psychological assistance of minor victims of trafficking crimes, throughout every stage and level of the criminal proceedings, pursuant to Art. 609 decies of the Criminal Code.

Furthermore, through the Directorate General of Statistics and Organisational Analysis of the Department of Judicial Organisation, of Personnel and Services, the Ministry of Justice conducts a thorough annual review of the statistical data relating to the judicial proceedings concerning the phenomenon of THB.

With regard to the investigation activities, the analyses cover proceedings entered into the register of crimes against known persons, proceedings initiated involving the exercise of criminal action, and persons subject to precautionary measures. As per the outcomes of judicial proceedings, the data relating to first and second degree convictions and acquittals, and to persons convicted and acquitted in first and second degree, are analysed.

The analyses are carried out not only in relation to the crimes of Slavery (Art. 600 of the Criminal Code), Trafficking in persons (Art. 601 of the Criminal Code), and Purchase and alienation of slaves (Art. 602 of the Criminal Code), but also in relation to types of criminal offences other than the three cases considered above, to the extent that they also aim to prevent phenomena of slavery and THB, such as Illegal intermediation and exploitation of labour (Art. 603 *bis* of the Criminal Code), Aiding and abetting of illegal immigration (Articles 12 and 22 of Legislative Decree 286/1998) and Exploitation of prostitution (Articles 3 and 4 of Law 75/1958).

In order to crack down on the fight against illegal phenomena in the agricultural sector and combat serious exploitation, even through the ethical certification of companies that respect the rules, the Ministry of Agricultural, Food and Forestry Policies has supplemented the *Campolibero* Action Plan with the “*Network of quality agricultural work*”, as per Art. 6 of Decree Law of 24 June 2014, no. 91 converted, with amendments, by Law of 11 August 2014, no. 116 which is open, upon request, to all agricultural enterprises that meet certain requirements in terms of compliance with the employment, social security, and tax obligations required by law.



This body was created to ramp up the fight against illegal phenomena in the agricultural sector, and this provision was intended to allow the supervisory activities in the agricultural sector to focus upon companies not belonging to the Network.

The specific aim was to reward companies that conduct their various areas of business in compliance with the law, thus triggering a virtuous circle aimed at combatting the phenomenon of undeclared labour in the field of agriculture.

With regard to the stakeholders associated with the protection interventions and the fight against THB, these consist of the following:

- volunteer organisations committed to helping people in conditions of social marginalisation and serious hardship;
- Third sector organisations, consisting of NGOs, cooperatives, associations, and other categories of bodies that manage contact, reception, protection, training, and social integration services for various categories of people in difficulty, and who, in recent years, have taken on an increasingly prominent role with regard to issues of immigration, living conditions, and integration opportunities for immigrants, asylum seekers, and refugees, in synergy with local social assistance and health services, including mental health centres and addiction services (SerD) in the case of trafficked persons with multiple vulnerabilities, as well as operators in sectors dedicated to offering support for LGBTIQ+ people, and to preventing and combating female genital mutilation, gender-based violence, and forced marriage;
- associations of migrants and associations for immigrants and/or refugees, mainly engaged in inter-cultural mediation, activities in favour of the second generations, reception services for migrants, Italian and migrant mother tongue language learning activities, and support activities for carrying out administrative procedures and, more generally, procedures for the renewal of residence permits and the acquisition of Italian citizenship;
- international organisations that operate in a cross-cutting and synergistic manner in the field of preventing, combating and protecting victims of trafficking;
- trade union organisations and their service networks throughout the country, which play an active protection role at the workplace;
- organisations that represent employers and businesses;
- universities and academic institutions in general, which provide research and insights into the phenomenon and its changes.

While these entities have entirely different legal forms, they all fall under the definition of Third Sector Entities pursuant to Art. 4 of the Third Sector Code, reformed by Legislative Decree of 3 July 2017, no. 117 as amended: *recognised or unrecognised associations, foundations and other non-profit entities, civilian voluntary organisations, religious institutes or Entities*, or, regardless, Entities directly emanating from the territorial structures of the dioceses and the voluntary associations of the Catholic Church. The legal form of the Cooperative also typically plays an important role, namely because of its traditional commitment to disadvantaged categories; it most frequently consists of transformations of pre-existing voluntary groups or offshoots of associations, such as those mentioned above. On the other hand, the legal form of the cooperative is chosen with a precise

meaning in terms of both the members' participation and the possibilities it offers for the inclusion of disadvantaged people. And again, we also have actors in the field of education (training institutions, universities, etc.). Finally, sometimes we also see private (for-profit) entities involved in the policies to combat the phenomenon of trafficking, although to a lesser extent on average.

In the effort to countering the phenomenon of THB, the types of entities above described can pursue objectives directly associated with the victims, the overall functioning of the service system, sector policies, and the desired social changes, or, finally, the research and analysis of the phenomenon necessary to achieve better knowledge and more effective interventions.

## **7. THE DETERMINATION OF THE OPERATIONAL INTERVENTIONS**

The executive phase of the NAP entails the translation of the Plan's four underlying guidelines into operational interventions, and this task will be carried out in relation to the following needs:

- a. to implement the EU Strategy where it provides for direct intervention by Member States;
- b. to guarantee minimum essential levels of assistance throughout the country, even via the services of the central and local SSN bodies, including protection for trafficked persons;
- c. to allow the DEO to carry out its functions as an "Equivalent Mechanism" pursuant to Art. 7 of Legislative Decree of 4 March 2014, no. 24 implementing Directive 2011/36/EU;
- d. to implement international recommendations.

In the Italian model for the fight against trafficking and the protection of its victims, the functions of providing assistance, protection and guardianship to trafficked persons have mainly entailed the implementation of the Single programme for emergence, assistance, and social integration referred to in the Presidential Decree of 16 May 2016, which, as already noted, has now been implemented throughout the country by the 21 Anti-trafficking Projects funded via calls adopted by the DEO.

With regard to this system of interventions, the NAP aims to: establish operational interventions consistent with the radical change in the overall scenario that has been achieved in the years since the adoption of the first NAP (February 2016).

During an initial historical phase, which was launched following the approval of Article 18 of Legislative Decree 286/98, detection and assistance of victims of severe exploitation and trafficking in human beings was managed at the local level by those authorised to implement the related assistance programme, in collaboration with State Police and judicial authorities.

The territorial anti-trafficking projects promoted by the DEO were tasked almost exclusively with providing assistance to the victims; a major priority was the development and formal establishment of a multi-agency approach, which, above all else, would be capable of guaranteeing effective collaboration between the anti-trafficking projects and the institutional actors above mentioned.

In recent years, due to changes of the phenomenon and the regulatory framework, the issue of trafficking and serious exploitation has emerged as a cross-cutting one.

As previously noted, over time the Territorial Commissions for the Recognition of

International Protection have assumed a specific and major role, with their connection to the anti-trafficking projects laid out in the Guidelines on “The identification of victims of trafficking among applicants for international protection and referral procedures” published in 2016 within the context of the project carried out by the UNHCR and the National Commission for the Right to Asylum, which were revised in an updated edition published in 2020.

Today, the protection and assistance of victims is also formally entrusted to other intervention systems contiguous to the system of “Article 18 Projects” promoted by the DEO.

In particular, these consist of:

- the reception system for refugees and applicants for international protection, mentioned above, as described by regulatory changes of 2018 and 2020 (Decree Law no. 113/2018 converted into Law 132/2018, which renamed it from SPRAR to SIPROIMI; Decree Law no. 130/2020, converted into Law 173/2020, which renamed it from SIPROIMI to SAI), which, as already noted, formally extended access to include holders of the residence permits envisaged for victims of trafficking and labour exploitation;
- the Referral system for victims of labour exploitation, as described by the national Guidelines on the identification, protection and assistance of victims of labour exploitation in agriculture, approved at the Unified Conference in October of 2021, which formally assign the task of identifying the victims to the personnel of local authorities or private entities authorised to carry out the Single Programme referred to under Article 18 of Legislative Decree 286/98;
- the system for UFMIs, in light of the changes introduced by Law 47/2017, namely Article 17, which provides for specific assistance measures for child victims of trafficking;
- the system for victims of male violence against women, in light of the elements of multiple vulnerabilities faced by some of the beneficiaries, and the complementary mandate on forced marriage.

In this new scenario, overlaps among the various systems (which nevertheless remain clearly distinct in terms of the definitions of their targets, legal instruments, procedures and resources), and the establishment of connecting tools, as well as adequate forms of central and territorial Governance capable of guaranteeing coordinated action, appear to take on a central role. In determining the operational interventions, a particular focus is placed on the link with the system of interventions relating to labour exploitation.

From a different perspective, two recent phenomena in particular have led to a new focus on overlaps between the anti-trafficking projects and the local social services:

- the requests for help received from anti-trafficking projects during the Covid-19 pandemic, for victims or potential victims of exploitation for sexual, labour, or criminal purposes residing in the country under marginalised and vulnerable conditions, who suddenly found themselves unable to meet their basic needs;
- the massive number of pregnant women, especially Nigerian nationals, or mothers with children, often returning to Italy from other European countries, who, in recent years, have directly contacted local social services declaring themselves to be victims of trafficking, and have applied for various forms of assistance.

Such phenomena, which necessarily involve the local authorities, require structural links between social services and anti-trafficking projects, in order to develop and provide responses based on integrated, multi-dimensional interventions, completed with necessary technical, professional and economic supports.

## **8. GOVERNANCE**

The term Governance indicates a coordinated set of functions, ranging from planning to organisation and control, aimed at achieving common objectives through the contribution of all players involved in relation to a given topic. Within the context of Governance, concerned parties have roles and positions that entail specific relationships and responsibilities, based on the principles of institutional collaboration and transparency towards citizens, stakeholders, and international organisations.

The 2022-2025 NAP is one of the tools in which these relationships and related responsibilities are implemented in pursuit of the activities and objectives established in terms of combatting trafficking and serious exploitation of human beings.

In line with the provisions of the previous NAP, and with the indications provided by the international bodies, the Governance system is mainly structured on two levels (national and local), and is based on a “multi-agency” model in order to tackle the various aspects of the phenomenon itself. The Governance model is therefore based on inter-institutional cooperation, and is aimed at encouraging synergistic collaboration among the various public and private subjects involved.

At the national level, the structure consists of the following:

- a) a Steering Committee, which, as a function of political orientation, involves the central and local political authorities of all the Administrations involved on the issue of trafficking and serious exploitation of human beings;
- b) a Technical Committee, which assists the Steering Committee in the drafting and implementation of the NAP.

Coordination at the national level is provided by the Presidency of the Council of Ministers’ Department for Equal Opportunities.

Working groups can be set up in order to examine specific issues in greater detail.

Added value is also given to the Governance model by the relationships established with social partners, Third sector entities and associations, and international organisations, which, together with local public entities, are involved in the implementation of the regional, national and European projects.

The Technical Committee is made up of sector experts, and is responsible for carrying out and preparing all tasks necessary for the operations of the Steering Committee, as well as for monitoring the implementation status of the NAP, and for proposing any revisions and/or updates deemed necessary. With the aim of ensuring synergy and institutional collaboration, and to ensure the use of resources in a targeted and effective manner, the Technical Committee must also evaluate how the activities outlined in this NAP are integrated with those envisaged by:

- the National Integration Plan for persons entitled to international protection (currently being updated) (hereinafter the Integration Plan);
- the Three-year plan to combat labour exploitation in agriculture and illegal recruitment 2020-2022 (hereinafter Illegal Recruitment Plan) and the

Guidelines on the identification, protection and assistance of victims of labour exploitation in agriculture, approved at the Unified Conference held on 7 October 2021;

- the 2021-2023 National strategic plan on male violence against women;
- the 2022-2023 Fifth National Action Plan for the protection of the rights and the development of children and adolescents;
- the National plan to prevent and combat the abuse and sexual exploitation of children;

Within the context of the Technical Committee, working groups can be set up to address any specific needs that may arise in terms of examining data and reports, and gaining greater insight into regulations, international cooperation, IT developments, and the prevention of exploitation phenomena via the Internet.

The optimisation and effectiveness of a multi-level Governance model are essential to the matters covered by this NAP.

According to the definition provided by the United Nations Development Programme, Governance is the exercise of political, economic, and administrative authority to manage a country's affairs at all levels. It comprises mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, uphold obligations and mediate their differences. It therefore includes the State and its decentralised bodies, as well as the local institutions, but transcends them by including the private sector and civil society.

The term implies the switch from an authoritative action (typical of an institution that decides in the name of public interest) to a contractualised, and therefore concerted, action among various actors, institutions included. It is precisely for this reason that the concept of Governance, closely linked to that of government, arose.

The term is primarily used to indicate a new style of government, characterised by a greater degree of collaboration between public institutions and non-institutional actors, within a context of mixed relationships and networks (public/public - public/private).

A multidisciplinary and integrated approach, with networks and partnerships between the various actors, both institutional and private, is therefore essential.

The specificity of the phenomenon of human trafficking requires the ability to reconcile competitive strategies with cooperative strategies, in order to make the most about available resources and create crucial territorial synergies from a networking perspective.

In this sense, the ability to promote public/private Third sector partnerships takes on a strategic value, the focus being on the centrality of the local dimension as a privileged context for determining needs, co-planning solutions, and pooling resources.

The management of partnership process depends on the way in which various parties involved in the partnership coordinate themselves. The effectiveness of this activity undoubtedly represents the measure of the future success and sustainability of projects carried out.

The public/private partnership tool is one that, better than any other, allows for different subjects to pool skills and resources, in an effort to contribute locally to the achievement of ambitious goals, such as those linked to territorial development in

terms of combating the phenomenon of THB.

The success of the public/private partnership is linked to the added value it brings to traditional systems of social, institutional and market interaction, depending upon pooling of skills, actions, economic resources, and innovative solutions that these types of relationships have already achieved in the activities carried out from the year 2000 to date, and from the already standardised advantages offered to all actors involved. For the Public Administration, there are certainly advantages in terms of having a greater “connection” with networks already present throughout the local territory, while for private operators in the Third sector there are advantages in terms of greater opportunities for pursuing their cause and interplay with other organisational models.

At the local level, the Governance structure entails the promotion, planning and coordination of interventions by Regions and Autonomous Provinces, even in conjunction with the local authorities, which must provide operational coordination and an exchange of specialised competences on trafficking with connecting systems (unaccompanied foreign and EU minors, SAI, child protection, Offices of social services for minors of the Ministry of Justice, Penal Institutes for Minors, etc.).

In particular, the territorial Governance will be ensured within each of the Regions and Autonomous Provinces via an inter-institutional political/technical round table for the coordination of regional activities in the field of serious exploitation and trafficking of human beings, with the participation of representatives of all the public institutions and bodies, local authorities, and Third sector and private sector organisations involved in various ways in combating the phenomenon and protecting its victims, in keeping with the European and national regulatory guidelines.

In order to systematise and integrate these activities, it will be appropriate to provide a single venue for this Round Table, as well as for that envisaged within the context of the interventions being enacted for the implementation of the National Guidelines on the identification, protection and assistance to victims of labour exploitation in agriculture (a system of interventions that will be extended to all areas of labour exploitation), approved at the Unified Conference on 7 October 2021, which provides for territorial Governance based on the roles of Regions and local authorities.

With regard to the local Governance operational structure (and without prejudice to the coordination function of the regional working groups above mentioned, and the need to establish a case manager position belonging to the Local Body for the implementation of the protection and accompaniment activities, carried out and structured in collaboration with the local partnership), a multi-agency intervention model, spread out across the territories, could also be implemented through the involvement of the Territorial Councils for Immigration.

## **9. THE FOUR GUIDELINES AND AREAS OF INTERVENTION.**

### **9.1 Prevention**

Trafficking prevention includes various strategies and activities based on articulated and multidisciplinary knowledge, with the primary objective of reducing the root causes of the phenomenon, and limiting the potential negative effects on people and

societies within the countries of origin, transit, and destination.

There are various types of approaches to trafficking prevention, which provide for diversified intervention measures. In addition to preventive activities carried out by the Police, the judiciary, and the organisations operating in support of the Police at borders, whether by land, sea, or air, who are specialised in the early detection of victims prior to the start of the exploitation, there are also those that consist of awareness raising, training, research, administrative controls, and the push and pull factors of trafficking.

Within this context, control activities carried out by the various competent Administrations, both in the countries of origin and at borders, as well as throughout the national territory, are a fundamental tool for the detection of the crime in question. In particular, checks carried out by the National Labour Inspectorate (INL)'s inspection personnel serve as means to identify situations of labour exploitation and possible instances of THB, and, if adequately targeted using intelligence gathering activities in synergy with the various authorities involved, they can be a useful deterrent to the commission of the crimes in question.

Effective action against trafficking, however, cannot be solely based on repressive action, but must consist of a series of interventions of a different nature, which, on the one hand, prior to the actual inspection phase, are aimed at preventing the phenomenon, and, on the other hand, upon the detection of cases of trafficking and exploitation, ensure coordination with other actors throughout various territories in order to identify and prosecute those responsible for trafficking and exploitation, as well as the effective protection and care of victims.

Prevention and information activities have different objectives and employ different methodologies. The information activity is aimed at disseminating news about a given phenomenon to large groups of the population, using neutral and scientific language through selected media (TV commercials, radio jingles, posters, flyers, virtual banners, and dedicated websites).

The effectiveness of information activities for prevention is limited because, although it helps increase the level of individual knowledge about a given phenomenon, it does not necessarily change the behaviour of individuals. In order to change their behaviour, it is necessary to enter into a relationship with people who benefit from the initiative.

It is necessary to build a conceptual framework that takes into consideration the different levels of action, the target groups, and the territorial contexts.

First of all, based on what recently emerged from the European Commission's New 2021-2025 Strategy for Combating Trafficking in Human Beings, it must be considered that new strategies are needed to discourage the demand for services provided by trafficked persons, since effectively reducing the demand is essential to depriving traffickers of their financial gain, thus ensuring that the criminal networks are not bankrolled.

The discouragement of the demand as a preventive measure is addressed in the European Anti-Trafficking Directive, in which Member States are encouraged to consider criminalising the conscious use of services provided by trafficked persons (COM 2021: 6).

It is important to develop and disseminate awareness-raising campaigns on the topic

of trafficking, in order to act upon potential customers of the prostitution market, and to counter social stigma that accompanies the victim, even after they have been removed from the circumstances of exploitation.

Communication regarding trafficking issues must therefore become an ongoing an integral part of all interventions aimed at combating serious exploitation, even through the provision of accessible and culturally appropriate information material (such as online and offline audiovisuals), and at strengthening and diversifying the points and methods of distribution (social and healthcare services, anti-violence networks, etc.).

Furthermore, since trafficking is a phenomenon that is also linked to immigration, it must also be taken into account that often the migrant communities themselves are better aware of its dynamics, its changes, and subjects involved, and this wide-reaching knowledge must be networked with structures involved in the fight against trafficking at the institutional level.

The involvement of Third sector entities also serves to bolster active participation by foreigners in social and civil life, and can have an appreciation and gratification effect, which is also useful as a cultural barrier to the dominant role that criminal networks often play among their nationals.

In Italy, immigration is a structural phenomenon, and migrant communities have come to play an increasingly active role in society in recent years. For this reason, it is necessary to involve the most representative international bodies and organisations operating in Italy in the communication campaigns, and, where necessary, consult them in order to obtain useful information for developing policies aimed at preventing trafficking and serious exploitation.

It is therefore important to carry out information and awareness raising activities within migrant communities, as well as among operators working at airports, with regard to the possibility that both victims who are transported to Italy and customers who travel abroad for sex tourism, or “health” tourism in the case of transplants involving organs obtained through trafficking for explantation purposes, pass through our airports.

It is also crucial to carry out specific information and awareness-raising activities targeting asylum seekers and refugees living in unofficial settlements, in order to guarantee them access to information, interventions, and support, as well as to involve those among them who have first-hand experience with THB in the establishment, implementation, and evaluation of prevention measures.

In addition to ethnic communities, it is also necessary to double down on the prevention of trafficking within the context of religious communities (in synergy with the anti-trafficking bodies, which have recently undergone adequate inter-cultural and inter-religious training with a culturally sensitive approach), including Evangelical and Pentecostal, Orthodox and Muslim communities, even in collaboration with the National councils of foreign citizens.

The awareness-raising activities should also target the users of the services provided by victims of trafficking for purposes of labour exploitation, especially in light of the increased demand for these services, as also indicated in the 2021-2025 EU Strategy, since trafficking and severe exploitation are all too often not identified as such, but generally tend to be accepted as falling within the sphere of irregular labour, which



is often accompanied by the lack of awareness of being a victim of these crimes. To this end, it is necessary to boost collaboration/agreements with the business world and/or sector associations in order to improve corporate social responsibility, even via information and awareness-raising programmes on issues of trafficking and serious exploitation, and the development of good practices in the field of ethical recruitment, for product traceability and the purposes of an ethical supply chain and ethics certification.

It is necessary to ensure the full application of Law of 18 August 2015, no. 141 containing provisions on social agriculture, which must allow processes for the inclusion of immigrant workers to be launched, including networking activities and the dissemination of the various practices already in place.

Transnational governance of policies aimed at preventing and combatting the phenomenon of trafficking and labour exploitation is also necessary. It is essential to increase and promote the Italian government's collaboration with competent international bodies on matters of trafficking and serious labour exploitation, and with European and non-EU countries involved in these criminal phenomena. The activity is particularly aimed at encouraging the development of shared policies and interventions for the protection and inclusion of the victims in society and the workforce at the transnational level, including the issue of voluntary repatriation, and reintegration in society and the workforce in their countries of origin.

At the operational level, it is necessary to promote the following, even with the involvement of the Ministry of Education and the Ministry of University and Research:

- awareness-raising initiatives for responsible and conscientious tourism, in order to reduce the demand for victims of trafficking for the purpose of sexual exploitation, to be carried out both within Italy and in the victims' countries of origin, jointly with with the Ministry of Foreign Affairs and International Cooperation, the OSCE and the UN, and NGOs operating within the context of the Italian Cooperation system; research projects (and related publications) on the demand for sex tourism in countries beyond the Alps and the demand for online child pornography, in order to gain a better understanding of the role played by travel agencies and intermediaries, even with the support of the Postal and Telecommunications Police;
- research projects on the recruitment of victims over the Internet through social media, and the possibility of re-victimisation upon withdrawing from anti-trafficking projects, even in collaboration with the Postal and Telecommunications Police, also to promote awareness campaigns on the social networks most frequently utilised by younger targets;
- research projects (and related publications) on reducing the demand for services provided by victims of THB for sexual purposes in other Member States, in order to promote activities aimed at discouraging the demand for services offered by victims of trafficking for sexual purposes, even via awareness-raising campaigns targeting the clients of prostitutes;
- access, for victims of trafficking or severe exploitation, and for persons at risk of becoming victims, to information regarding their rights and services available within Italy;

- information campaigns, targeting foreign persons who may be victims of trafficking and serious exploitation or are at risk of becoming victims, regarding the rights that they can exercise, and services available to them within Italy. This information must be provided in a language understandable to foreign persons upon their arrival in Italy, and even subsequently, within contexts where people exposed to trafficking and exploitation are able to be reached, in order to take preventive action wherever possible. In particular:
  - at border crossings, places of disembarkation, and transit points towards northern Europe (e.g. Ventimiglia, Chiasso and Brennero);
  - at reception centres for foreigners, asylum seekers, refugees, and UFM, centres for mothers with children, and all reception facilities belonging to the SAI network;
  - at the Territorial Commissions for the Recognition of International Protection;
  - at the State Police immigration offices, CPR, public safety offices, and Carabinieri stations;
  - at local police stations or wherever public services are provided, including social and healthcare facilities (social services, counselling centres, health clinics and hospital facilities);
  - at welfare and social assistance institutes, trade union offices, and workplaces, as well as unofficial settlements. The information dissemination activities must be carried out by multi-disciplinary teams made up of specially trained cultural operators and mediators, even using multilingual information materials, especially at places of arrival and transit.

Other activities consist of launching education and awareness-raising campaigns in schools, again in collaboration with the Ministry of Education and the Ministry of University and Research, so that young people are adequately informed of the phenomenon of trafficking and serious exploitation of human beings, especially migrants. Specific training modules on the subject matter should also be provided for:

- the personnel present at places of migrants' and asylum seekers' arrival, such as border crossings and places of disembarkation (including law enforcement and military personnel), in order to help improve their ability to detect the initial indicators of trafficking and vulnerability, and therefore to improve the effectiveness of the Referral mechanisms to personnel specialised in assisting victims of trafficking, such as the entities tasked with implementing the single programme pursuant to Art. 18(3 *bis*) of Legislative Decree 286/98, possibly even before the exploitation is perpetrated on Italian territory;
- the personnel working in public services, especially those who work at the basic level, social workers, health workers, psychologists, professional educators (counselling centres, health clinics and hospital facilities), so that they are able to identify possible victims or people at risk of becoming victims;
- those who work in the media, in order to promote correct, in-depth, and up-

to-date information on the complex phenomenon of trafficking.

<b>SHEET 1</b>	
<b>Guideline</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Improving knowledge of trafficking in human beings and promoting constant training.</b>
<b>Description</b>	<p>Prevention entails the provision of specific joint training to all sector operators, public and private social workers, State law enforcement (State Police, Carabinieri Corps, including Carabinieri Labour Units, and Financial Police), local law enforcement, immigration officials at State Police Headquarters and Prefectures, civil magistrates (including those dedicated to the specialised immigration and international protection sections), criminal and juvenile magistrates, labour inspectors, personnel of welfare and social assistance institutes and trade union organisations, social workers and assistants, social service personnel (namely social workers), psychologists, professional educators and personnel of the general register offices, public and private social entities tasked with implementing the Single programme for emergence, assistance and social integration pursuant to Art. 18 of Legislative Decree 286/98, healthcare personnel (who work at medical centres, hospitals, and counselling centres) staff of Embassies and Consulates, staff of the reception centres referred to under Art. 4 of Decree Law 130/20 converted into Law 173/20, the Communities for minors, staff of Repatriation Detention Centres (CPR), and staff of the Territorial Commissions for the Recognition of International Protection.</p> <p>In order to facilitate adhesion on the part of public social services staff, it is proposed that the subject of trafficking be included within the ministerial programmes established for these professions, and, for the other abovementioned parties, within the periodic training sessions and refresher courses held by the Italian School for the Judiciary, the police academies, the National Commission for the Right to Asylum, and the National Labour Inspectorate.</p> <p>These activities must be implemented at local level to produce effective and operational results, with feedback on practices and information to be given at centralised level (in order to ensure the functioning of an effective, MNR).</p> <p>In Italy's specialised schools for anti-trafficking operators, the methods adopted include simulation training, the review of case histories, role playing, and simulations and analyses of real cases of both labour and sexual exploitation, complete with practical and inter-dimensional exercises.</p>

	<p>Finally, it is considered necessary to promote and implement training modules for all parties potentially involved in the fight against trafficking and in the protection and assistance of victims, by employing a multi-disciplinary method, carried out with the simultaneous involvement of multiple professionals (according to the multi-agency approach).</p>
<p><b>Actions</b></p>	<ul style="list-style-type: none"> <li>▪ <b>Raising awareness on human trafficking among the population and, in particular among parties who could potentially come into contact with victims of trafficking and serious exploitation.</b></li> <li>– implementing the communication and awareness-raising activities regarding human trafficking among citizens through specific campaigns aimed at increasing knowledge on the subject and decreasing the demand for services under conditions of trafficking or severe exploitation;</li> <li>– establishing structured coordination mechanisms with the Ministry of Education and the Ministry of University and Research aimed at improving educational activities (curricular and/or extra-curricular) related to the topic of trafficking and its various links with the topics of gender violence, migratory phenomena, transnational organised crime, forms of slavery in the contemporary world, repeated violations of human rights, gender education, and Development Education/Global Citizenship Education (DE/GCED). Inter-cultural education and education to legality should be an integral part of teaching programmes, and it is especially necessary to provide specific training modules on these topics for the following types of operators: <ul style="list-style-type: none"> <li>– personnel working at migrants’ and asylum seekers’ arrival points, such as border crossings and disembarkation points (including law enforcement and military personnel), in order to help improve their ability to detect early indicators of trafficking and vulnerability, and therefore to improve the effectiveness of Referral mechanisms for personnel specialised in assisting victims of trafficking, such as the entities tasked with implementing the Single programme pursuant to Art. 18 (3 <i>bis</i>) of Legislative Decree 286/98, possibly before any exploitation takes place in the Italian territory;</li> <li>– personnel working in public services, especially those who work with the needy, social workers, health workers, psychologists, professional educators (counselling centres, health clinics and hospital facilities), to enable them identifying possible victims or people at risk of becoming victims;</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>– those who work in and with the media, in order to promote correct, in-depth, and up-to-date information on the complex phenomenon of trafficking.</li> <li>▪ <b>Promoting constant training of all those involved in the fight against and the prevention of trafficking and victims’ protection.</b></li> <li>– Promotion and implementation of training modules for all parties potentially involved in the fight against trafficking and the protection and assistance of victims, through the use of a multi-disciplinary method and, wherever possible, by simultaneously involving multiple professionals (according to the multi-agency approach), also using the simulation training model of Italy’s specialised schools for anti-trafficking operators, wherever possible. In particular, these training activities must focus on: <ul style="list-style-type: none"> <li>– the exchange and promotion of good practices and relations between the various systems in terms of the proper interpretation and application of current legislation for the protection of victims of trafficking, with particular regard to the following issues: <ul style="list-style-type: none"> <li>– the right to request a residence permit for special cases pursuant to Articles 18 and 22 of the Consolidated Immigration Law and the right to obtain it, where all requirements are met;</li> <li>– the right to obtain international protection if the relevant conditions are met;</li> <li>– the right of presumed victims of trafficking to be granted a reflection period;</li> </ul> </li> <li>– improving knowledge of trafficking in its various contexts of exploitation, with specific regard, for example, to the issues of serious labour exploitation and other lesser-known forms of serious exploitation, including illegal activities;</li> <li>– improving knowledge of the phenomenon of child trafficking, as well as issues related to the parenthood of young mothers who are victims of trafficking;</li> <li>– improving knowledge of LGBTIQ+ issues, with particular regard to transsexual persons who are victims of trafficking.</li> </ul> </li> <li>▪ <b>Promoting outreach measures within the context of serious labour exploitation:</b> collaboration with Labour Inspectorates through the preparation of guidelines/circulars in order to promote agreements/protocols providing for multi-agency training activities for the launch of contact measures and prompt assistance between anti-trafficking projects</li> </ul>
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	<p>and local Labour inspectorates.</p> <ul style="list-style-type: none"> <li>▪ <b>Promoting access, for victims of trafficking or severe exploitation, and for persons at risk of becoming victims, to information regarding their rights and the services available to them in Italy.</b> <ul style="list-style-type: none"> <li>– promoting information campaigns, targeting foreign persons who may be victims of trafficking and serious exploitation or are at risk of becoming victims, regarding the rights that they can exercise, and the services available to them within Italy. This information must be provided in a language understandable to the foreign persons upon their arrival in Italy, and even subsequently, within contexts where people exposed to trafficking and serious exploitation are able to be reached, with a view to taking preventive action wherever possible, and in particular: <ul style="list-style-type: none"> <li>– at border crossings, disembarkation points, and transit points towards northern Europe (e.g. Ventimiglia, Chiasso and Brennero), whether by land, sea or air;</li> <li>– at reception centres for foreigners, asylum seekers, refugees, and unaccompanied foreign minors, centres for mothers with children, and all reception facilities belonging to the SAI network;</li> <li>– at the Territorial Commissions for the Recognition of International Protection;</li> <li>– at State Police immigration offices, detention centres for repatriation, public safety offices, and Carabinieri stations;</li> <li>– at local police stations or wherever public services are provided, including social and healthcare facilities (social services, counselling centres, health clinics and hospital facilities);</li> <li>– at welfare and social assistance institutes, trade union offices, and workplaces, as well as unofficial settlements. Information dissemination activities are to be carried out, especially at places of arrival and transit, by multi-disciplinary teams made up of cultural operators and mediators specifically trained also with the support of information materials.</li> </ul> </li> </ul> </li> </ul>
<p><b>Institutional entities involved</b></p>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Foreign Affairs and International Cooperation</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>Ministry of Agricultural, Food and Forestry Policies</b></p>

	<b>Ministry of Labour and Social Policies</b> <b>The National Labour Inspectorate and its local branches and the Carabinieri Labour Units</b> <b>Law enforcement Agencies</b> <b>Ministry of Education</b> <b>Ministry of University and Research</b> <b>Ministry of Health</b> <b>The Regions, Provinces, and Municipalities</b>
<b>Non-institutional entities involved</b>	<b>Bodies/Associations/Unions</b>

<b>SHEET 2</b>	
<b>Guideline</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Information, awareness raising, and information exchange measures in the Countries of origin and destination.</b>
<b>Description</b>	<p>These activities are aimed at fostering collaboration with the countries of origin and with their respective diplomatic/consular representatives in Italy, as well as with the Italian diplomatic/consular representatives in those countries, in order to promote campaigns aimed at raising awareness on the risks associated with migration routes, also by developing projects in collaboration with non-governmental organisations operating within the countries of origin.</p> <p>The main beneficiaries of the projects carried out in Central America, Asia, and Africa (as well as Ukraine during this period) were mainly children and women.</p> <p>The information activities in the countries of origin of the people at risk of trafficking must be continuous and aimed at specific targets, in collaboration with the International Cooperation bodies.</p> <p>Together with the DIA, and the Central Operations Service (SCO), the National Anti-Mafia and Anti-Terrorism Directorate (DNA) has also strengthened its collaboration with the countries of origin of suspected victims of trafficking for training purposes, establishing partnerships with foreign authorities and important contacts between the judiciary bodies, in order to create direct links and exchange information on investigations.</p> <p>Finally, the DEO's Anti-Trafficking Office, in the person of the National Rapporteur, participates in every international forum (namely the United Nations, the OSCE, and the European Union), and in all initiatives on combating trafficking in persons and in support of the United Nations Convention against Transnational Organised Crime (UNTOC), as well as its three Protocols (including those against Trafficking in Persons and Smuggling of Migrants), in order to ensure their effective application.</p>

<b>Actions</b>	<p>Promoting or intensifying:</p> <ul style="list-style-type: none"> <li>– guidance and support services for migrant labour (intra and extra EU), both legal and illegal (information on the regulations governing entry for work purposes, and regulations protecting the rights of migrants and workers);</li> <li>– programmes in support of measures that allow for the effective balancing of the demand and supply of migrant labour (with particular regard to domestic work) and interventions aimed at combating illegal and undeclared labour;</li> <li>– international initiatives aimed at promoting the ethical recruitment of migrant workers, thanks to a voluntary certification process (the ILO Fair Recruitment Initiative Strategy 2021-2025), with the aim of protecting workers’ rights and preventing abuse and fraudulent practices (especially during the recruitment and placement phases), and reducing the cost of migration for labour, and instead focusing on the positive effects for migrant workers and their families, as well as for the countries of origin and destination;</li> <li>– actions dedicated to information, training, and education, as well as capacity building, lobbying, and advocacy, especially in the light of the multi-dimensional nature of the “push factors”;</li> <li>– development of common projects for the exchange of information and experiences among operators located in different countries, including through the promotion of study/training trips for the staff of the various stakeholders involved;</li> <li>– promotion of shared policies and the funding of programmes for the protection and inclusion of victims within society and the workforce;</li> <li>– actions in support of legal emigration through specific agreements with the countries of origin of the groups most heavily involved in the phenomenon;</li> <li>– information/awareness-raising campaigns/programmes, with particular regard to unaccompanied minors, concerning the risks associated with the journey, the living conditions in the host countries, and the forms of exploitation to which they could be exposed;</li> <li>– promotion of measures in the countries of origin in order to raise awareness and disseminate information, empower the institutions, improve living conditions, promote the drafting of legislation, and support victims and individuals at risk;</li> </ul>



	<ul style="list-style-type: none"> <li>– coordination with the activities envisaged by the three-year plan to combat labour exploitation in agriculture and illegal recruitment and the National Integration Plan;</li> <li>– commitment of all parties involved in the phenomenon, through targeted action on the part of the Prefectures within the context of their nationwide coordination activities;</li> <li>– nationwide awareness-raising activities regarding the phenomenon using adequate language, with actions targeting business associations, trade unions, the population, and the most vulnerable groups, including minors, through information campaigns and nationwide engagement;</li> <li>– support for the activities of trade unions aimed at promoting the protection of the health and working conditions of workers employed in the domestic sector;</li> <li>– retraining of care workers, through training courses offered to both families and male/female workers;</li> <li>– awareness-raising campaigns on the phenomenon of trafficking, safety, rights, and duties among seasonal workers in rural areas;</li> <li>– dissemination of information at national level concerning labour rights, social rights, the rights of victims, and migrants;</li> <li>– actions to raise the awareness of recruiters, private employment agencies, and employers in the private and public sectors regarding due diligence and the best practices for eliminating unlawful and fraudulent forms of recruitment;</li> <li>– joint cooperation with the private sector for carrying out activities aimed at raising awareness of the use of forced labour, including by setting up a register of companies that adopt policies based on corporate social responsibility and comply with the requirement of ethical certification, and by promoting the development of a reward system;</li> <li>– relations with the Embassies of the countries of origin with regard to the procedures for issuing or renewing passports and the documentation required by the facilities receiving the victims in order to facilitate the procedures for issuing or renewing victims’ passports, which are often seized by traffickers and used as a coercion tool;</li> <li>– projects for the training and recruitment of interpreters, to be used in all instances of contact with victims or exploiters, including court proceedings.</li> </ul>
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<b>Institutional entities involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Foreign Affairs and International Cooperation</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>Ministry of Agricultural, Food and Forestry Policies</b> <b>Ministry of Labour and Social Policies</b> <b>Ministry of Health</b> <b>DNA/ DAD</b> <b>Italian embassies abroad</b> <b>Embassies of the trafficking victims' countries of origin located in Italy</b> <b>Regions, Provinces, and Municipalities</b>
<b>Non-institutional entities involved</b>	<b>Bodies/Associations/NGOs/Unions</b>

<b>SHEET 3</b>	
<b>Guideline</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Implementation of awareness-raising and research projects regarding trafficking and serious labour exploitation.</b>
<b>Description</b>	<p>Immigration is a structural phenomenon, and migrant communities have come to play an increasingly active role in society in recent years. For this reason, it may be necessary to involve the Associations most representative of these communities in the communication campaigns, and, where necessary, consult with them in order to obtain useful information for developing policies aimed at preventing trafficking. The direct involvement of migrant communities also helps bolstering active participation by foreigners in social and civil life.</p> <p>It is equally important to carry out information and awareness-raising campaigns among citizens in order to overcome stereotypes and promote legality.</p> <p>It is essential to include a gender perspective within these information and awareness campaigns.</p>
<b>Actions</b>	<ul style="list-style-type: none"> <li>– information campaigns on the phenomenon of trafficking using a gender-based approach that does not further propagate the stereotypes;</li> <li>– cross-media and multilingual information and promotion campaigns for the anti-trafficking toll-free number and the system of interventions in support of victims;</li> <li>– information and awareness-raising measures to be carried out at airports, for example, and targeting both ground and flight personnel;</li> </ul>

	<ul style="list-style-type: none"> <li>– actions aimed at raising minors’ awareness of the phenomenon of human trafficking and the risks associated with it, through a participatory approach and methodology;</li> <li>– awareness-raising initiatives at schools and universities to raise young people’s awareness of the problem regarding the social model of which the relationships between the sexes are part;</li> <li>– awareness-raising projects for responsible and conscientious tourism, in order to reduce the demand for victims of trafficking for the purpose of sexual exploitation, to be carried out both within Italy and in the victims’ countries of origin, in concert with the Ministry of Foreign Affairs and International Cooperation, the OSCE and the UN, and NGOs operating within the context of the Italian Cooperation system;</li> <li>– awareness-raising projects on the topic of serious labour exploitation, also to be carried out in concert with the ILO;</li> <li>– joint cooperation with the private sector for carrying out activities aimed at raising awareness of the use of forced labour;</li> <li>– studies and research projects on the phenomenon of trafficking in Italy, as well as the gender aspects, the ways that it’s changing, and the risk and vulnerability factors that facilitate the various forms of trafficking;</li> </ul>
<b>Institutional entities involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Foreign Affairs and International Cooperation</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>Ministry of Agricultural, Food and Forestry Policies</b> <b>Ministry of Labour and Social Policies</b> <b>Ministry of Education</b> <b>Ministry of University and Research</b> <b>Ministry of Health</b> <b>The Commissioner for missing persons</b>
<b>Non-institutional entities involved</b>	<b>Bodies/Associations/Unions</b>

<b>SHEET 4</b>	
<b>Guideline</b>	<b>PREVENTION</b>
<b>Title</b>	<b>Strengthening the multi-agency approach in the administrative controls.</b>

<p><b>Description</b></p>	<p>According to in-depth analyses carried out by qualified experts, the phenomenon of THB for the purpose of labour exploitation has been taking on increasingly alarming dimensions and characteristics for several years. It has been accurately noted that “the interdependencies existing in a globalised world, the drive for profit, and the economic competition that lead to the need to reduce production costs, especially during periods of recession and severe economic crisis, as well as the global economy’s current consumption and production practices, have resulted in an increased demand for low-cost labour under “off-market” conditions. The current risk is that trafficking for the purpose of labour exploitation will become a structural component of certain production sectors, with organised criminal groups becoming increasingly intent on exploiting the social vulnerability of workers, especially migrant workers.</p> <p>In fact, for workers from non-EU countries, exposure to the risk of trafficking and severe labour exploitation is accentuated by the combination of multiple conditions of vulnerability, which create an even greater imbalance in the worker/employer relationship.</p> <p>The worsening conflict in Ukraine and the increase in the number of refugees fleeing that country has become worrisome to the national and European authorities, even with regard to the expected increase in the number of people exposed to the trafficking and exploitation of human beings.</p> <p>Within this context, the control activities carried out by the various competent Administrations, both in the countries of origin and at the border, as well as throughout the national territory, constitute a fundamental tool for the detection of the crime in question.</p> <p>In particular, the checks carried out by the INL’s inspection personnel serve as opportunities to identify situations of labour exploitation and possible instances of trafficking in human beings, and, if adequately targeted using intelligence gathering activities in synergy with the various authorities involved, they can be a useful deterrent to the commission of the crimes in question.</p> <p>Effective action against trafficking, however, cannot be solely based on repressive action, but must consist of a series of interventions of a different nature, which, on the one hand, prior to the actual inspection phase, are aimed at preventing the phenomenon, and, on the other hand, upon the detection of cases of trafficking and exploitation, ensure coordination with the other actors throughout the various territories in order to identify and prosecute those responsible for the trafficking and exploitation, as well as the effective protection and care of the victims.</p> <p>The prevention tools must certainly include initiatives aimed at promoting a culture of decent working conditions, by raising</p>
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	<p>the workers' awareness of their rights under national law and the possibility of removing themselves from conditions of exploitation, while at the same time raising awareness among companies, as well as the public and consumers in general, about the consequences of serious labour exploitation, which is not only a violation of fundamental human rights, but pollutes the economic and productive fabric of society, and radically alters the rules of competition between businesses.</p> <p>It was precisely in consideration of the phenomenon's complexity, and the need to address it using a multidisciplinary approach, within the context of the "Three-year plan to combat labour exploitation and illegal recruitment in agriculture (2020-2022)", approved on 20 February 2020, that a multi-agency model was promoted among public and private entities that have different responsibilities and play distinct roles in combating the phenomenon, with the aim of transforming the physiological and necessary fragmentation of responsibilities and functions associated with the system of combating labour exploitation into a concrete opportunity and real solutions for victims.</p> <p>From this perspective, and in implementation of the aforementioned plan, a stable partnership was initiated between the National Labour Inspectorate and the International Organisation for Migration, with the strong support of the Ministry of Labour and Social Policies' General Directorate for Immigration and Integration Policies, which, among other things, has allowed qualified IOM inter-cultural mediators to take part in inspections, with the task of promoting the establishment of a relationship of trust between the supervisory authorities and the workers. The control activities carried out with the help of the IOM staff were preceded by coordination meetings for sharing information relevant to the conduct of inspections, in order to ensure mutual knowledge on the part of all the parties involved (inspectors, mediators, and representatives of other supervisory authorities), and to agree upon the most effective intervention methods for the individual situations. In addition, various refresher initiatives were also carried out for the inspection personnel on the specific topic of the fight against illegal recruitment and the exploitation of migrant workers, and on the function that cultural mediation plays within these contexts. Significant investments were also made in terms of awareness-raising, with the dissemination of multilingual information materials aimed at increasing foreign workers' awareness of their possible exposure to situations of exploitation, and the reporting and liberation possibilities available to them.</p> <p>The National Guidelines on the identification, protection, and assistance of victims of labour exploitation in agriculture, approved on 7 October 2021 at the Unified Conference of the</p>
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	<p>State, the Regions, the Autonomous Provinces and the local authorities, drawn up by the inter-institutional working group chaired by the Ministry of Labour and Social Policies' General Directorate for Immigration and Integration Policies, with the active support of the Department for Equal Opportunities, the National Labour Inspectorate and the IOM, recommend multi-disciplinary and multi-agency identification and management mechanisms, as well as the training and empowerment of the services and subjects in charge.</p> <p>The remarkable results achieved thanks to this innovative operating method, in terms of both the effectiveness of the inspection interventions and the effective protection of the workers involved, demonstrates how the right path has been undertaken.</p>
<p><b>Actions</b></p>	<p>The actions planned under the 2022-2025 NAP are:</p> <ul style="list-style-type: none"> <li>– strengthening the multi-agency approach to inspections aimed at combating trafficking for the purpose of labour exploitation, also through the use of task-forces and the presence of inter-cultural mediators specialising in the issues of exploitation, serious exploitation, and trafficking in all labour sectors;</li> <li>– promoting the establishment of a public referral mechanism at the regional and local levels, for the preliminary identification, prevention, protection, and care of victims of exploitation, trafficking and severe exploitation, which will reinforce the multi-level and multi-actor approach, even through improved integration with the activities of the supervisory bodies and the implementation of specific training/information plans, in accordance with the national guidelines approved at the Unified Conference held on 7 October 2021;</li> <li>– updating the training modules on trafficking in human beings, illegal recruitment, and labour exploitation required by the INL programmes with regard to the trafficking and serious exploitation indicators and the related detection tools;</li> <li>– bolstering the Network of quality work, in order to increase the number of businesses made aware of the promotion of lawful work and decent working conditions, also through incentive measures for ethical product certification;</li> <li>– promoting initiatives targeting workers, employers, and society as a whole, to raise awareness of decent working conditions, in collaboration with institutional players, social partners, and the Third sector, also using multilingual materials;</li> </ul>

	<ul style="list-style-type: none"> <li>– promoting the sharing of good practices for detecting and combating labour exploitation, in order to improve the overall response, even in terms of preventing the trafficking phenomenon.</li> </ul>
<b>Institutional entities involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Labour and Social Policies</b> <b>National Labour Inspectorate and its local branches</b> <b>INPS and INAIL</b> <b>Financial Police</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>Ministry of Health</b> <b>Ministry of Agricultural, Food and Forestry Policies</b> <b>Regions, Provinces, and Municipalities</b>
<b>Non-institutional entities involved</b>	<b>Social and economic partners</b> <b>Businesses</b> <b>International organisations (IOM)</b> <b>NGOs</b> <b>Third sector entities</b>

## 9.2 Prosecution

With regard to the role of law enforcement and the judiciary, Art. 18 of Legislative Decree 286/98 is an important tool for the protection of victims and the prosecution of traffickers.

Law Enforcement Agencies and Judicial Authorities are on the front lines when it comes to combatting the phenomenon of trafficking, and have an increasingly targeted and specialised knowledge about the transnational nature of criminal networks that operate these businesses. They are indispensable for combatting trafficking in human beings, for quickly and correctly identifying victims and potential victims of trafficking, and for correctly assessing the problem at national level. The whole monitoring carried out in this context by the Ministry of Justice will continue, not only in relation to the crimes of Slavery (Art. 600 of the Italian Criminal Code), Trafficking in persons (Art. 601 of the Italian Criminal Code), and Purchase and alienation of slaves (Art. 602 of the Italian Criminal Code), but also in relation to other types of related criminal offences, to the extent that they also aim to prevent phenomena of slavery and trafficking in human beings, such as Illegal intermediation and exploitation of labour (Art. 603 *bis* of the Italian Criminal Code), Aiding and abetting of illegal immigration (Articles 12 and 22 of Legislative Decree 286/1998) and Exploitation of prostitution (Articles 3 and 4 of Law 75/1958).

Likewise, given the transnational nature of the criminal phenomenon in question, intensive international judicial cooperation activities already being managed by the Ministry of Justice for several years must continue.

The need for places dedicated to combating the phenomena of trafficking and serious exploitation (such as State Police Headquarters and Carabinieri Stations) should be highlighted, to increasingly also become places dedicated to detection and consequent protection of potential victims.

It is essential to intensify the synergy between the law enforcement agencies and protection bodies nationwide, even via specific Protocols, in order to ensure the immediate Referral of any potential trafficking victims detained throughout the country for unlawful acts, or who have visited Immigration Offices to obtain legal status. It is therefore crucial to promote ongoing training courses on the topics of trafficking in human beings and labour exploitation among all Police personnel in contact with migrant populations.

It is furthermore relevant to ensure contact and coordination between ordinary General Prosecutor Offices and the DDA in order to identify the common link between all different forms of exploitation, whether for sex or for labour, as well as smuggling and trafficking. Wherever possible, professional competence of the prosecutors in charge of these investigations, especially ordinary prosecutors, shall further develop and specialise their professional expertise, also taking into account that relevant procedures in these matters can differ considerably depending on the parameter of migrants' ethnicity.

It is fundamental to ensure initial and ongoing training, including interdisciplinary training, for all the operators involved in various capacities. In this sense, the Italian School for the Judiciary also plays a central role in training judges on this topic.

In this regard, it is appropriate to foster awareness and knowledge of the phenomenon on the part of the civil and criminal law judges, including those involved in the



administration of justice for minors, through the promotion of training modules for the judiciary, with a multidisciplinary and multi-sectoral methodology, so that judges can obtain up-to-date and in-depth knowledge of the trafficking phenomenon in all its forms.

Adequate training should be aimed at improving the judges' ability to identify victims of trafficking and severe exploitation within the context of their judicial activities, an aspect which is particularly important for:

- judges assigned to the special sections on immigration and international protection within the context of ordinary courts, in order to allow for the recognition of a form of international protection and Referral to specialised organisations;
- criminal law judges, in order to facilitate the Referral of victims to anti-trafficking organisations, and to apply regulations in force that allow persons under investigation and who may have committed crimes due to their conditions of subjugation to avoid punishment;
- Juvenile Court judges, within the context of proceedings aimed at limiting the parental responsibility of mothers who may be victims of trafficking, or within the context of proceedings held in the interests of unaccompanied foreign minors.

The following actions must also be pursued:

- improvement of the skills of magistrates with regard to interviewing techniques for victims of trafficking through the acquisition of tools available to other Authorities, such as the Territorial Commissions for the Recognition of International Protection and the National Commission for the Right to Asylum, and, in particular, through the exchange of knowledge with specialised personnel, such as that of the anti-trafficking bodies;
- improvement of the knowledge of current legislation on the subject in order to ensure its proper application, especially with regard to the following:
  - the procedure for issuing the Prosecutor's proposal or opinion pursuant to Art. 18 of the Consolidated Immigration Law;
  - the rules of the Italian Criminal Code, namely Articles 600 and 601 of the Italian Criminal Code, and the rules of the Italian Code of Criminal Procedure for the protection of victims of these and related crimes.

Finally, the identification in the Memoranda of Understanding of reference persons within the Judicial Offices is of fundamental importance in order to facilitate collaboration and exchange of information.

In order to achieve the aforementioned objectives, it is appropriate to provide/strengthen specialised and properly-trained inter-cultural mediation for the detection of the vulnerabilities referred to herein, in constant support of the inspection authorities, law enforcement agencies, and the judiciary.

<b>SHEET 1</b>	
<b>Guideline</b>	<b>Prosecution</b>
<b>Title</b>	<b>Strengthening judicial cooperation under a multi-agency approach</b>
<b>Description</b>	In the years following the signing of the Palermo Convention and Protocols, numerous international Acts were enacted concerning the fight against transnational organised crime,

	<p>and trafficking in particular, and the E.U. issued many Resolutions aimed at both fighting the phenomenon and assisting its victims.</p> <p>In 2018, the DNA established a working group on human trafficking, with a particular focus on Nigerian crime, whose members include the DIA and the Central Operational Service of the State Police (SCO).</p> <p>The working group is tasked with analysing the numerous statements provided by African justice collaborators, who, for several years, have been making a significant contribution to the reconstruction of foreign Mafias of African origin, and to ascertaining the main criminal activities attributable to them, including trafficking in human beings.</p> <p>In particular, in the various “information exchange” meetings held between the parties, with the aim of identifying elements worthy of further study on the subject of Nigerian organised crime, the Working Group took the opportunity to thoroughly analyse the structures of the various criminal groups, their operating methods, and the nature of the links between the cults operating in Italy and in the rest of Europe.</p> <p>From this privileged perspective, the Working Group made the decision to bring together all the documentary elements contained within the DNA’s “information assets” that could serve as a valid pre-investigative support for other State Bodies as well.</p> <p>During the course of 2020 and 2021, in collaboration with the prison service, the working group also launched a screening of the Nigerian nationals who are incarcerated in Italian prisons. The intent is to carry out a survey of the Nigerian prison population in order to identify any inmates whose collaboration could be of service to the investigating authorities, due to their personal conditions and criminal backgrounds.</p> <p>This survey is still ongoing, and is particularly focused upon thirteen detainees whose histories of serious crimes make them worthy of further investigation.</p> <p>For this purpose, in past years the DNA issued a Memorandum of Understanding, sent to all the General Prosecutor Offices, in order to ensure the establishment of Good Practices, or rather, to initiate a pre-investigative dialogue between investigators and the NGOs present within the country, in the belief that it is more useful for first contact with victims to be made by a well-prepared and competent “private” sector entity, rather than a “institutional/public” sector entity, which could lead to a hostile response from the victims.</p> <p>From the standpoint of systemic intervention, in accordance with the integrated approach proposed by European directive 2011/36/EU, which it transposes, Legislative Decree of 4 March 2014, no. 24 sets out rules of a criminal nature aimed at improving the system for combating trafficking in human</p>
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	beings, as well as other rules for the protection of its victims.
<b>Actions</b>	<ul style="list-style-type: none"> <li>▪ identification of specific specialised persons of reference within Prefectures, State Police Headquarters, and Prosecutor Offices (where the establishment of an anti-trafficking pool is preferable);</li> <li>▪ adoption and guided implementation of uniform national standard operating procedures that are able to be adapted at the local level, in order to regulate the reciprocal methods of reporting trafficking and serious exploitation situations among anti-trafficking bodies, law enforcement Agencies, and the judiciary;</li> <li>▪ establishment of collaboration between the Labour Inspectorates and law enforcement Agencies within the context of investigations concerning labour exploitation;</li> <li>▪ increase of financial investigations aimed at obtaining the confiscation of proceeds;</li> <li>▪ creation and/or improvement of judicial cooperation with the countries of origin and transit (as has already taken place with Nigeria, for example), and establishment of a fruitful dialogue with the Judiciaries and law enforcement Agencies in emerging countries from the standpoint of trafficking and severe exploitation (such as Bangladesh and Pakistan);</li> <li>▪ suppression activities carried out through investigations aimed at prosecuting transnational criminal organisations involved in the trafficking of human beings for labour exploitation;</li> <li>▪ adoption of shared procedures and intensification of multi-agency cooperation (e.g. coordination between labour inspectors in their judicial police functions, ordinary prosecutors, and the District Anti-Mafia Directorates in order to identify the link between smuggling, exploitation of prostitution, and trafficking);</li> <li>▪ renewal of the Memorandum of Understanding prepared by the DNA, and intensification of the activities, with the aim of ensuring the dissemination of good practices;</li> <li>▪ promotion and elaboration of multi-agency memoranda of understanding;</li> <li>▪ proactive financial investigations in cases of trafficking, and cooperation with EU agencies (Europol and Interpol);</li> <li>▪ increased cooperation between law enforcement Agencies and the judicial authorities and cross-border agencies;</li> </ul>

	<ul style="list-style-type: none"> <li>▪ bilateral cooperation agreements with the victims' countries of origin and transit, also with the aim of conducting joint training on the subjects of trafficking and exploitation.</li> </ul>
<b>Institutional entities involved</b>	<b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>DNA/DDA</b> <b>Ministry of Foreign Affairs and International Cooperation</b> <b>Ministry of Health</b> <b>Ministry of Labour and Social Policies</b> <b>Ministry of Infrastructure and Sustainable Mobility</b> <b>National Labour Inspectorate and its local branches</b>
<b>Non-institutional entities involved</b>	<b>Associations/Bodies</b>

<b>SHEET 2</b>	
<b>Guideline</b>	<b>Prosecution</b>
<b>Title</b>	<b>Fostering awareness and knowledge of the phenomenon on the part of the civil and criminal law judges, including those involved in the administration of justice for minors.</b>
<b>Description</b>	Promotion of training modules targeting the judiciary, with a multidisciplinary and multi-sectoral methodology, so that judges can obtain up-to-date and in-depth knowledge of the human trafficking phenomenon in all its forms, also providing for the analysis and monitoring of the concrete cases through which the criminal conduct is manifested, in order to identify any problems, and actions aimed at guaranteeing the congruence of the regulatory response with respect to the changes in the transnational phenomenon and the timeliness of any adaptation interventions.
<b>Actions</b>	<ul style="list-style-type: none"> <li>▪ Improvement of the magistrates' ability to identify victims of trafficking and severe exploitation within the context of their judicial activities, in particular for: <ul style="list-style-type: none"> <li>– judges assigned to the special sections on immigration and international protection within the context of the ordinary courts, in order to allow for the recognition of a form of international protection and Referral to specialised organisations;</li> <li>– criminal court judges, in order to facilitate the Referral of victims to anti-trafficking organisations, and to apply the regulations in force that allow persons under investigation and who may have committed crimes due to their conditions of subjugation to avoid punishment;</li> <li>– Juvenile Court judges, within the context of proceedings aimed at limiting the parental</li> </ul> </li> </ul>

	<p>responsibility of mothers who may be victims of trafficking, or within the context of proceedings held in the interests of unaccompanied foreign minors;</p> <ul style="list-style-type: none"> <li>▪ Improvement of the skills of magistrates with regard to interviewing techniques for victims of trafficking through the acquisition of the tools available to other Authorities, such as the Territorial Commissions for the Recognition of International Protection and the National Commission for the Right to Asylum, and, in particular, through the exchange of knowledge with specialised personnel, such as that of the anti-trafficking bodies;</li> <li>▪ Improvement of the knowledge of current legislation on the subject in order to ensure its proper application, especially with regard to the following: <ul style="list-style-type: none"> <li>– the procedure for issuing the Prosecutor’s proposal or opinion pursuant to Art. 18 of the Consolidated Immigration Law;</li> <li>– the rules of the Italian Criminal Code, namely Articles 600 and 601 of the Italian Criminal Code, which today are rarely applied, and the rules of the Italian Code of Criminal Procedure for the protection of the victims of these and related crimes.</li> </ul> </li> <li>▪ Identification of the persons of reference within the Judicial Offices in order to facilitate collaboration and exchange of information.</li> </ul>
<b>Institutional entities involved</b>	<b>Ministry of Foreign Affairs and International Cooperation</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>DNA/ DAD</b> <b>Ministry of Health</b> <b>Ministry of Labour and Social Policies</b>
<b>Non-institutional entities involved</b>	<b>Associations/NGOs/Bodies/</b>

<b>SHEET 3</b>	
<b>Guideline</b>	<b>Prosecution</b>
<b>Title</b>	
<b>Description</b>	From the standpoint of systemic intervention, in accordance with the integrated approach proposed by European directive 2011/36/EU, which it transposes, Legislative Decree of 4 March 2014, no. 24 sets out rules of a criminal nature aimed at improving the system for combating trafficking in human beings, as well as other rules for the protection of its victims.

	<p>Therefore, with the latest updates made to Articles 600 (Imposition or maintenance of a condition of slavery or servitude), 601 (Trafficking in persons), and 603 <i>bis</i> (Illegal intermediation and exploitation of labour) of the Italian Criminal Code, the Italian legislation is adequate to guarantee the effective suppression of the phenomenon, despite the rapid changes that it undergoes in practice. In recent years, the statistics have allowed us to identify a growing trend in relation to both the investigatory activities (with regard to proceedings entered into the register of crimes against known persons, proceedings initiated involving the exercise of criminal action, and persons subject to precautionary measures) and the outcomes of judicial proceedings (with convictions prevailing over acquittals for all the types of crime considered during both 2020 and in 2021).</p> <p>In the years following the signing of the Palermo Convention and Protocols, numerous international Acts were enacted concerning the fight against transnational organised crime, and trafficking in particular. The E.U. issued many Resolutions and Communications aimed at both fighting human trafficking and assisting its victims, including, most recently, the 2021-2025 EU Strategy on Combatting Trafficking in Human Beings (COM (2021) 171 final) of 14/4/2021.</p> <p>Given the cross-border nature of the criminal phenomenon in question, one particularly positive aspect is the considerable judicial cooperation, in terms of both extradition and judicial assistance, provided by the Ministry of Justice as the Central Authority.</p> <p>It is no secret that Art. 18 of the Consolidated Immigration Law is a unique model in the European legislative landscape. The intervention of the social private sector is also particularly useful from the perspective of combatting traffickers, as the victim can only begin to collaborate with the Justice system if they feel they can trust the investigators (law enforcement or prosecutors).</p> <p>For this purpose, in past years the DNA issued a Memorandum of Understanding, sent to all the General Prosecutor Offices, to ensure the establishment of Good Practices, or rather, to initiate a pre-investigative dialogue between the investigators and the Third sector organisations present within the country, in the belief that it is more useful for first contact with victims to be made by well-prepared and competent “private” sector entity, rather than “institutional/public” entities, which could lead to hostile response from the victims.</p>
<b>Actions</b>	<ul style="list-style-type: none"> <li>– adoption of shared procedures and strengthening multi-agency cooperation (e.g. coordination between labour inspectors in their judicial police functions,</li> </ul>

	<p>ordinary prosecutors, and the DDA in order to identify the link between smuggling, exploitation of prostitution, and trafficking);</p> <ul style="list-style-type: none"> <li>- renewal of the Memorandum of Understanding prepared by the DNA, and intensification of the activities, with the aim of ensuring the dissemination of good practices,</li> <li>- promotion and elaboration of multi-agency memoranda of understanding (with other judicial authorities, institutional subjects, volunteer bodies and associations operating in the field of gender-based violence). The fundamental objective is to ensure the identification, assistance and protection of the victim (the judiciary is at the forefront, proposing new models, including organisational ones, capable of addressing any changes, as noted by the Italian High Council for the Judiciary (CSM) with its specific Resolution on the subject of gender violence of 8 July 2009);</li> <li>- proactive financial investigations in cases of trafficking, and cooperation with EU agencies (Europol and Interpol);</li> <li>- joint investigation teams;</li> <li>- increased cooperation between law enforcement Agencies and the judicial authorities and cross-border agencies;</li> <li>- bilateral cooperation agreements with the victims' countries of origin and transit, even with the aim of conducting joint training on the subjects of trafficking and exploitation</li> <li>- continuation of the monitoring activities conducted carried out by the Ministry of Justice, through the Directorate General of Statistics and Organisational Analysis of the Department of Judicial Organisation, of Personnel and Services, of the statistical data relating to the judicial proceedings concerning the phenomenon of trafficking in human beings.</li> <li>- continuation of the criminal judicial cooperation provided by the Ministry of Justice in terms of both extradition and criminal judicial assistance</li> <li>- launch of projects for the training and recruitment of interpreters, to be used in all instances of contact with victims or exploiters, also in the judicial context.</li> </ul>
<b>Institutional entities involved</b>	<b>Ministry of Justice</b> <b>Ministry of the Interior</b> <b>DNA/ DAD</b> <b>Ministry of Foreign Affairs and International Cooperation</b> <b>Ministry of Health</b>

	<b>Ministry of Labour and Social Policies National Labour Inspectorate and its local branches and the Carabinieri Command for the Protection of Labour Regions, Provinces, and Municipalities</b>
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### 9.3 Protection and assistance of trafficked or severely exploited persons

The activities aimed at detecting, reporting, and sending victims of trafficking and severe exploitation to protection services represent the distinctive strengths of the Italian model in support of victims of trafficking.

Proactive activities are to be understood as activities involving contact with populations at risk, with the aim of identifying and detecting victims of trafficking and severe exploitation.

They help victims escape from situations of severe exploitation and forced prostitution by offering safe spaces of contact, listening, and hospitality (mobile services units, information desks, family counselling centres, other services for the needy, emergency rooms).

The data confirm that, even in non-uniform scenarios with regard to methods of data collection and the often unofficial nature of data circulated, Italy is leading the way in Europe in terms of detecting victims of trafficking and severe exploitation.

This is certainly owed to the excellent investigative skills of the Italian law enforcement agencies, and their effective cooperation with the victim protection services. But the distinctive aspect of this operational front lies in the fact that, in Italy, proactive detection activities are prevalent in areas where the phenomenon of exploitation occurs.

Italy also has a helpline and front office, consultancy, and information activities, which act as an interface between the reporting of potential victims and the local reception networks pursuant to Art. 13 of Law 228/2003 and Art. 18 of Legislative Decree 286/98. These services provide for qualified evaluation of the reports, acceptance of cases, and the sending of users to appropriate services, as well as proactive victim detection activities.

In this context, the identification of victims of trafficking and severe exploitation is fundamental, as it constitutes the basic initial measure prior to every other measure aimed at providing protection and assistance to victims, and represents an obligation on the part of the state authorities, as required by the main international and European provisions.

At this juncture of the complex identification process, which often consists of an initial 'preliminary identification' followed by a 'formal identification', it is important that, in a National Referral mechanism, roles and duties of each person involved be identified, so that mechanisms for the rapid identification of the victims are guaranteed, as required by Art. 11 of Directive 2011/36/EU.

In this sense, formal identification must be entrusted to the public and private social entities authorised to implement the detection, assistance and social integration programmes referred to under Art. 18(3 *bis*) of Legislative Decree 286/98 as well as to law enforcement Agencies or the Public prosecutor, within the judicial or investigative context.

Therefore, for the proper implementation of the NAP, even for the purposes of compliance with the provisions of Art. 11(4) of Directive 2011/36/EU, it becomes extremely important to identify adequate mechanisms for the rapid identification of victims of trafficking, through the constant updating, within the MNR, of the Guidelines providing the Standard Operating Procedures for the identification, protection, and assistance of victims of trafficking and serious exploitation, as well

as those for combatting and preventing trafficking contained in the previous NAP. In this manner, common procedures can be established both for the early identification of the victims and their Referral, thus ensuring the appropriate acceptance of the cases by the entities that carry out the Single programme pursuant to Art. 18 (3 bis) of Legislative Decree 286/98, also taking into account that particular attention must be dedicated to the “*position of vulnerability*” concept pursuant to Art. 2(2) of Directive 2011/36.

So far measures for promoting adequate and effective protection for victims of trafficking are the following:

- improvement of the detection of the phenomenon and guarantee of effective and coordinated response interventions, with activities aimed at ensuring the detection of victims, the monitoring of the phenomena, and the establishment of reporting and transfer systems covering the entire country, and that can be modulated based on the impacts that these phenomena are having on the various Regions of Italy;
- development of National Guidelines providing Standard Operating Procedures for the identification, protection, and assistance of victims of trafficking and severe exploitation, as well as for combatting and preventing the phenomenon of trafficking itself, which outline common procedures to be adopted for the early identification of victims of trafficking and serious exploitation (identified or presumed), as well as for Referral, in order to ensure the adequate acceptance of the cases;
- improvement of the MNR, in order to better define the cooperation through which the state actors fulfil their obligations to protect and promote the human rights of victims of trafficking, even via the dissemination of access points to pathways of support and Referral within all the services (e.g. social services and healthcare, anti-violence, anti-trafficking, etc.), even mutual, and throughout various procedural phases, in order to facilitate the acceptance of cases, even after the process of requesting international protection, and with the efforts being coordinated in strategic partnership with the civil procedures;
- improvement of early identification system at borders through observation and counselling with qualified personnel to facilitate detection;
- improvement of the pre-identification capabilities of all actors who might come into contact with potential victims, such as, for example, hospitals and counselling centres (connection with gender violence and pink code), reception facilities, Territorial Commissions, and Immigration Offices;
- adoption of multi-agency Memoranda of Understanding, even on a regional or local basis, aimed at establishing uniform and effective methods of intervention to protect victims of trafficking within each territorial context, which, in accordance with the operational procedures above mentioned, identify the contact persons and duties of each subject involved in the fight against trafficking and the protection of its victims.

These Protocols must involve all the subjects who, in various capacities, are involved in the fight against trafficking and serious exploitation, and in the protection and assistance of its victims, and, as a minimum, must therefore include the Public Prosecutors, the law enforcement Agencies, the State Police Headquarters, the Immigration Offices, the Territorial Commissions, the Labour

- Inspectorates, the Prefectures, the Regions, the ANCI, and the bodies tasked with implementing the Single programme pursuant to Art. 18 throughout the country;
- coordination of activities associated with the protection and reception measures of the NAP, the Illegal Recruitment Plan, the Plan on gender-based violence, and the Integration Plan for beneficiaries of international protection, at the national, regional and local levels;
  - updating of the reception measures pursuant to Art. 18 of the Consolidated Immigration Law and Art. 13 of Law 228/2003, in order to respond to changed phenomenology and characteristics of victims;
  - promotion of the connection with social services throughout the country, in order to establish measures that will guarantee access to services and individual autonomy over the long term;
  - adoption of national guidelines with regional/local adaptations that will establish services, standards, operational practices, and uniform approaches to reception;
  - promotion of multidisciplinary training for all those involved in the fight against and the prevention of trafficking and the protection of its victims, and those who, despite not having a specific mandate, could potentially come into contact with persons who are victims of trafficking and severe exploitation, carried out with the simultaneous involvement of multiple professionals (according to the multi-agency approach).

The recipients must include: State law enforcement (State Police, Carabinieri Corps, Carabinieri Labour Units, and Financial Police), local law enforcement, immigration officials at State Police Headquarters and Prefectures, civil magistrates (including those dedicated to the specialised immigration and international protection sections), criminal and juvenile magistrates, labour inspectors, personnel of welfare and social assistance institutes and trade union organisations, social workers and assistants, social service personnel (namely social workers), psychologists, professional educators and personnel of the general register offices, public and private social entities tasked with implementing the Single programme for emergence, assistance, and social integration pursuant to Art. 18 of Legislative Decree no. 286/98, healthcare personnel (who work at medical centres, hospitals, and counselling centres), staff of Embassies and Consulates, staff of the reception centres referred to under Art. 4 of Decree Law 130/20 converted into Law 173/20, Communities for minors, staff of Repatriation Detention Centres (CPR), and staff of the Territorial Commissions for the Recognition of International Protection.

In order to facilitate adhesion on the part of public social services staff, trafficking must be included within the ministerial programmes established for these professions, and, for the other subjects, within periodic training sessions and refresher courses held by the Italian School for the Judiciary, police academies, the National Commission for the Right to Asylum, and the National Labour Inspectorate.

In particular, these training activities must focus upon the exchange and promotion of good practices in terms of proper interpretation and application of the current legislation for the protection of victims of trafficking, with particular regard to the following issues:

- the right to request a residence permit for special cases pursuant to Article 18 of the Consolidated Immigration Law and the right to obtain it if the requirements have

been met, even if the person does not collaborate in the investigations or the criminal proceedings;

- the right to obtain international protection if the conditions are met;
- the right of presumed victims of trafficking to take a reflection period, with this principle being considered applicable even if the internal legal system does not contain a specific rule on Immigration;
- improved knowledge of trafficking in its various contexts of serious exploitation, with particular regard to the issues of serious labour exploitation and other lesser-known forms of exploitation, including illegal activities;
- improved knowledge of the phenomenon of child trafficking, as well as issues relating to the parenthood of young mothers who are victims of trafficking;
- improved knowledge of LGBTIQ+ issues, with particular regard to transsexual persons who are victims of trafficking.

It will also be necessary:

- to establish coordination measures between the reception system offered by the programmes pursuant to Art. 18 of the Consolidated Immigration Law and that operated by the SAI, with regard to access to the latter system by persons holding residence permits pursuant to Articles 18 and 22(12 *quater*) of the Consolidated Immigration Law, as well as persons recognised as refugees who have not been previously identified as victims of trafficking, also taking into account the current need for adequate reception and integrated care structures for victims with psychiatric disorders, pathological addictions, disabilities, or mothers with dependent children.
- to promote specific training activities, namely targeting basic social services, for the care of trafficked persons who return to Italy from other European countries (whether brought by traffickers or arriving independently), and who have specific problems (in particular young women with minor children);
- to increase the number of spots available for victims of trafficking and severe exploitation who are in particularly vulnerable conditions, and to create new safe places for victims of trafficking identified upon their arrival in the country, or for victims of serious exploitation identified within the context of inspections, with particular regard to male workers, in order to be able to separate them from their traffickers and/or recruiters, and immediately initiate specific assistance services;
- to adopt specific actions for the detection of victims of trafficking and exploitation who are not part of the flows of asylum seekers (for example, seasonal flows, family reunification), and who are currently more difficult to be identified/referred;
- to consider reception and integration pathways for the extremely high number of victims of trafficking, namely Nigerian nationals, returning to Italy after spending a more or less long period of time in other EU countries. This trend, which shows no signs of stopping, consists of pregnant women and families with young children, even with single parents, who had withdrawn from prefectural care years ago, and are unable to be inserted within protection programmes due to the absence of imminent danger;
- to promote multidisciplinary and personalised care mechanisms for victims of

- trafficking and severe exploitation, with services tailored to the needs of the victims, taking into account their gender, age, needs, and specific vulnerabilities, as well as the type of exploitation for which the victims were intended or underwent, in close coordination also with the 2020-2022 Three-year plan to combat labour exploitation in agriculture and illegal recruitment;
- to update all the actors involved in the protection of victims of trafficking and serious exploitation, to the extent of their respective competences, and to ensure the exchange of good practices. Protecting the victims of trafficking and severe exploitation is a difficult and complex task, which requires multidisciplinary preparation, specific expertise, and multicultural sensitivity. The use of a respectful, sensitive, professional and non-discriminatory approach should not only increase the victims' trust in the "justice system", but should also reduce the number of crimes not prosecuted;
  - to promote the training of all those operating within the international protection system (operators at reception centres, including those belonging to the reception system, the SAI network - formerly SIPROIMI - the Territorial Commissions, the Dublin Unit, law enforcement Agencies, including the personnel involved in rescue, disembarkation and identification procedures, Immigration Offices and other subjects involved in the initial reception of applicants for international protection), in order to improve the ability to pre-identify victims of trafficking, even highlighting any additional specific needs, such as those related to gender violence, and to further promote adequate referral procedures;
  - to involve people who have first-hand experience with trafficking in human beings, namely asylum seekers and refugees, in the establishment, implementation, and evaluation of the protection measures;
  - to prepare and develop protection measures that take into account the plurality and the overlapping of specific needs, even involving actors who, in various capacities, are engaged in the prevention and response to gender-based violence in relation to minors, men, and LGBTIQ+ people;
  - to intensify the specialised inter-cultural mediation activities for all subjects, both institutional and otherwise, who might come into contact with potential victims of trafficking. This in order to make the prevention, detection, protection, and assistance activities for victims of trafficking and labour exploitation more concrete and effective;
  - to promote pathways for integration within society and the workforce for victims of trafficking or severe exploitation, with measures that combine active labour policies with equal opportunity policies, and that entail synergistic collaboration with Third sector organisations;
  - to request "protected hearings" for minors pursuant to Art. 498(4 ter) of the Code of Criminal Procedure, with the obligation for an expert in child psychology or psychiatry to be present during any interrogations carried out within the context of preliminary investigations by law enforcement and the judicial authorities, pursuant to Art. 392 of the Code of Criminal Procedure, and during the gathering of information by the judicial police (Art. 351), the Public prosecutor (Art. 362), or the public defender (Art. 391 *bis* of the Code of Criminal Procedure), and throughout all stages of the proceedings;

- to introduce indications aimed at avoiding the detention of presumed victims of trafficking and all vulnerable persons within Repatriation Detention Centres (CPR), if detention is incompatible with their specific needs;
- to promote the adoption of Memoranda of Understanding at the national or local level for guaranteeing access on the part of anti-trafficking bodies to prisons, repatriation detention centres, and reception centres for foreigners, in order to allow for the effective identification of trafficking victims. The Guarantor for the rights of persons deprived of personal liberty must also be involved in the preparation and implementation of the protocols concerning detained foreigners.

<b>SHEET 1</b>	
<b>Guideline</b>	<b>Protection and assistance of trafficked persons</b>
<b>Title</b>	<b>Timely identification and referral of trafficking victims (adults and minors) at border crossings, whether by land, sea, or air.</b>
<b>Description</b>	<p>According to the data from the Ministry of the Interior, 67,477 migrants and refugees arrived in Italy by sea in 2021, of whom over 49,353 were men, 4,921 were women, and 13,203 were minors (10,053 of whom unaccompanied), with the main countries of origin being Tunisia, Egypt, Bangladesh, Iran, and Ivory Coast, and the main departure points being Libya and Tunisia.</p> <p>The proposed action is therefore aimed at ensuring the timely identification of victims of trafficking (adults and minors) arriving at Italy's border crossings by sea, land and air, and the immediate activation of the Referral mechanisms, through the establishment of effective mechanisms for the early identification of trafficking victims at all relevant border crossings, with the provision of early reception facilities dedicated to pre-identified victims at the border pending their transfer to the anti-trafficking projects.</p> <p>In this sense, it is becoming increasingly important to also ensure mutual knowledge of the various practices applied in border areas and the protection mechanisms provided by the anti-trafficking system, as well as the sharing of good practices and the exchange of information between the various actors involved and the institutional contacts.</p>
<b>Actions</b>	<ul style="list-style-type: none"> <li>▪ creation of multidisciplinary teams (including cultural mediators) made up of personnel who can be deployed at land and sea crossings, and at the airports deemed most relevant, to support the Authorities during the entry phases, by conducting information sessions and individual interviews with potential trafficking victims;</li> <li>▪ development and constant updating of indicators, including any health indicators, for the rapid</li> </ul>

	<p>identification of trafficking victims arriving via the various routes;</p> <ul style="list-style-type: none"> <li>▪ improvement of the Referral mechanisms coordinated by the anti-trafficking projects among the various actors involved, and namely the National Prefectures, the law enforcement Agencies, and the Public Prosecutor Offices, also through the promotion of local and centralised technical working groups and discussion initiatives;</li> <li>▪ exchange of information on the routes and the operating methods of the trafficking networks, and the constant updating of the indicators for the early identification of victims;</li> <li>▪ intensification of the anti-trafficking bodies' collaboration with the institutions, including the SSN bodies, which, for various reasons, deal with migrants and workers who are victims or possible victims of trafficking or severe exploitation. This collaboration can take place through the signing of shared protocols relating to the procedures to be followed in carrying out the activities for the protection of victims of trafficking and severe exploitation, to be adapted within the various areas based on their specific requirements and characteristics.</li> </ul>
<b>Institutional entities involved</b>	<p><b>Department for Equal Opportunities</b>  <b>Department for Family Policies</b>  <b>Ministry of Foreign Affairs and International Cooperation</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>Ministry of Defence</b>  <b>Regions, Provinces, and Municipalities</b>  <b>SSN bodies</b></p>
<b>Non-institutional entities involved</b>	<p><b>Bodies/Associations/Unions</b></p>

<b>SHEET 2</b>	
<b>Guideline</b>	<b>Protection and assistance of trafficked persons</b>
<b>Title</b>	<b>Supporting the implementation of the provisions for the protection of unaccompanied foreign minors who are victims of trafficking pursuant to Law 47/2017.</b>
<b>Description</b>	According to the data from the Ministry of Labour, a total of 14,558 UFM's are present within the reception system (data as of 31 May 2022), of whom 79.9% are male, and 20.1% are female. The main countries of origin among the males are

	<p>Ukraine, Egypt, Bangladesh, and Albania, and among the females are Ukraine, Ivory Coast, Albania and Nigeria. Among the migrants who arrived in Italy by sea in 2021, there were 10,053 unaccompanied minors in total, whose main countries of origin were Tunisia, Egypt and Bangladesh.</p> <p>Although no official data are available regarding the number of minors who have left the reception facilities, many minors left the centres just a few days after their arrival in order to resume their journeys to other EU countries, or to remain in Italy without any monitoring. In these cases, the risk of children becoming victims of trafficking, severe exploitation, and abuse increases considerably.</p> <p>The legislation for the protection of UFM's (Law 47/2017 "<i>Provisions concerning protection measures for unaccompanied foreign minors</i>") sets out specific provisions for the protection of UFM's who are victims of trafficking in human beings, since UFM's specific needs require highly qualified solutions aimed at ensuring long-term integration pathways.</p> <p>The "Multidisciplinary protocol for determining the age of unaccompanied foreign minors", approved by the State-Regions agreement of 9/07/2020, is currently in force.</p> <p>In this context, it seems essential to establish measures dedicated to this particular vulnerable group, through which immediate protection can be offered, and where protection mechanisms and long-term integration pathways can be provided.</p>
<p><b>Actions</b></p>	<ul style="list-style-type: none"> <li>▪ application of the '<i>Standard Operating Procedures for the identification of child victims of trafficking and severe exploitation in Italy</i>' (<b>annex 3</b>);</li> <li>▪ promotion of the signing of Memoranda of Understanding at the national or local level to allow anti-trafficking bodies to access Juvenile Detention Facilities, Repatriation Detention Centres, SAI Reception Centres, and unofficial settlements;</li> <li>▪ establishment of the presence of anti-trafficking bodies at border crossings and at migrant disembarkation points in order to ensure the early identification of UFM's by qualified personnel;</li> <li>▪ provision of support for the autonomy of minors who have reached the age of majority and left the anti-trafficking reception systems to gain autonomy, through the shared drafting of Individual Plans designed to offer concrete support, also of a psychological nature, to find housing, including shared housing, enter the workforce, and benefitting from effective socialisation pathways as part of obtaining residency.</li> </ul>



	<ul style="list-style-type: none"> <li>▪ encouragement of active community involvement in the reception and integration of unaccompanied minors, with further development of foster care as an alternative to the community, with the continuous care and support of minors who are victims of trafficking and exploitation;</li> <li>▪ promotion of activities for the reunification of minors with their parents who arrive in Italy, and application of the provisions of Art. 4 of Legislative Decree of 2014, no. 24 and the related implementing rules regarding their notification of their rights, including the possibility of gaining access to the international protection procedure, and the determination of the age of minority through the identified mechanisms;</li> <li>▪ implementation, through the intervention of the competent Ministries, and in collaboration with accredited non-governmental organisations, of all the necessary measures for the creation of assisted emigration pathways for unaccompanied minors who pass through Italy and have expressed the intention to reach other European countries where their family members reside, in order to establish appropriate mechanisms for protected mobility, which, in this sense, would eliminate these risky journeys and the uncertainties about the future for these minors;</li> <li>▪ assurance of emotional and psychological assistance for unaccompanied minors throughout every stage and level of the procedure, through the presence of suitable persons indicated by the minor, as well as groups, foundations, associations, or non-governmental organisations with proven experience providing assistance to minors, and enrolled in the register referred to under Article 42 of the Consolidated Immigration Law, with the consent of the minor, and authorised by the presiding judicial or administrative authority.</li> </ul>
<b>Institutional entities involved</b>	<b>Department for Equal Opportunities</b> <b>Department for Family Policies</b> <b>Ministry of Foreign Affairs and International Cooperation</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>Ministry of Defence</b> <b>Ministry of Labour and Social Policies</b> <b>DNA/ DAD</b> <b>Regions, Provinces, and Municipalities</b> <b>Special Commissioner for Missing Persons</b> <b>National Authority for Childhood and Adolescence</b>

<b>Non-institutional entities involved</b>	<b>Bodies/Associations/Unions</b>
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<b>SHEET 3</b>	
<b>Guideline</b>	<b>Protection and assistance of trafficked persons</b>
<b>Title</b>	<b>Support of information exchange, counselling, identification, and Referral to the protection mechanisms for victims of trafficking consisting of Dublin cases returning from other EU countries</b>
<b>Description</b>	<p>According to the IOM, at least 80% of the Nigerian women and minors who arrived between 2016 and 2019 were potential victims of human trafficking for the purpose of sexual exploitation in Italy, or in other Member States of the European Union, and, although no data is available on the number of departures from the reception facilities for those seeking international protection, where many of these women and girls were hosted following their asylum requests (often persuaded by the traffickers in order to ensure the victims' continued presence within the country), over the years many centres reported that women and girls left the facilities, having probably been forced into prostitution in Italy, or brought to other European countries for the same purposes.</p> <p>It is no secret that Regulation (EU) 604/2013 of 26 June 2013, the so-called Dublin III Regulation, establishes the criteria and mechanisms for determining the Member State responsible for examining an application for international protection lodged in one of the Member States by a third-country national or a stateless person: according to the data from the Ministry of the Interior in 2019, there were over 41,000 requests for information, acceptance, and re-acceptance submitted by EU Member States and associated with Italy, the majority of which were from Germany, France, Switzerland, the Netherlands and Belgium. In 2020, also due to the pandemic and the consequent blocking of transfers pursuant to the Dublin III regulation, there were approximately 23,000 requests. If, following the investigation with its counterparts in the other Member States, the Italian Dublin Unit determines that Italy is responsible for examining the application for international protection, those seeking asylum under the Dublin III Regulation should return to Italy. Despite the returning "Dubliners" could include potential victims of trafficking, the procedures do not always adequately take into consideration the protection needs of the victims, who, if not offered adequate assistance and support by the services available, they could find themselves reintroduced into exploitation circuits upon their return to Italy.</p> <p>It is therefore important to support the creation of mechanisms aimed at exchanging information regarding the specific needs</p>

	and vulnerabilities of victims of trafficking (presumed or ascertained) who have been transferred, pursuant to the Dublin III Regulation, to Italy from other Member States, and vice versa, while at the same time ensuring that the specific needs of the victims and the minors who often accompany them (born in Italy or in other Member States) are protected, while improving the exchange of information between the countries involved, both with regard to the Dublin Units and the identification of reception facilities suitable for accepting them upon their arrival, in order to avoid the risk of re-trafficking.
<b>Actions</b>	<ul style="list-style-type: none"> <li>▪ provision of technical support to the Dublin Unit during the preparation of the guidelines for the return of trafficking victims under the Dublin III Regulation;</li> <li>▪ coordination with the EU countries for the determination of the specific needs of the trafficking victims who return to Italy;</li> <li>▪ provision of counselling to the victims (even remotely) in order to determine the risks posed to the victims and to take precautions upon their return;</li> <li>▪ coordination with the reception facilities/anti-trafficking projects in order to ensure the reception of the trafficking victim upon their return to Italy</li> </ul>
<b>Institutional entities involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Foreign Affairs and International Cooperation</b> <b>Ministry of the Interior</b> <b>Ministry of Justice</b> <b>Ministry of Defence</b> <b>Dublin Units</b> <b>National Authority for Childhood and Adolescence</b> <b>Regions, Provinces, and Municipalities</b>
<b>Non-institutional entities involved</b>	<b>Bodies/Associations/Unions/IOM</b>

<b>SHEET 4</b>	
<b>Guideline</b>	<b>Protection and assistance of trafficked persons</b>
<b>Title</b>	<b>Improving the National Referral Mechanism</b>
<b>Description</b>	The MNR is a cooperation system through which state actors fulfil their obligations to protect and promote the human rights of trafficking victims, coordinating their efforts in a strategic partnership with private sector entities; the primary objectives of a MNR are to ensure that the human rights of trafficked persons are safeguarded, and to provide an effective way to guide them towards the dedicated services, even helping to improve the national policies and procedures on a wide range

	<p>of issues affecting trafficking victims, such as the regulations concerning residency and return, victim compensation, and witness protection. In the event that the trafficking victims are minors, each procedure of the MNR must be developed and applied in close collaboration with the national child protection services.</p>
<p><b>Actions</b></p>	<ul style="list-style-type: none"> <li>▪ development of National Guidelines providing Standard Operating Procedures for the identification, protection, and assistance of victims of trafficking and severe exploitation, as well as for combatting and preventing human trafficking itself, which outline common procedures to be adopted for the early identification of victims of trafficking and serious exploitation (identified or alleged), as well as for Referral, in order to ensure that cases are properly accepted and taken care of;</li> <li>▪ improvement of the MNR, including the Standard Operating Procedures (SOPs) and related measures (<b>annex 1</b> - MNR for trafficked people in Italy);</li> <li>▪ application, with regard to minors, of both the Standard Operating Procedures (SOPs) established by the <i>AGIRE</i> project (updated as of 2020 by ‘Save The Children’ and the Italian Red Cross, the British Red Cross, and ECPAT UK, as part of the European Pathways Project, co-funded by the FAMI) - <b>Annex 3</b>, and the operational tool intended for community workers for minors, for the detection of potential victims of trafficking or severe exploitation, also developed by Save The Children, entitled ‘Identifying minors who are victims of trafficking and exploitation in Italy’, an update to “<b>PROTECTION FIRST</b>” (2013), funded under the “Prevention and Fight Against Crime” Programme of the European Commission (<b>annex 4</b>);</li> <li>▪ adoption of the specific standard operating procedures aimed at facilitating the early identification of survivors of trafficking among applicants for international protection, with reporting by the Territorial Commissions to the entities tasked with implementing the Single programme for emergence, assistance, and social integration pursuant to Art. 18 of Legislative Decree 286/98. The procedures have been laid out in the Guidelines for the Territorial Commissions on “The identification of victims of trafficking among applicants for international protection and referral procedures”, drawn up as part of the project carried out by the UNHCR and the National Commission for the</li> </ul>

	<p>Right to Asylum (<b>annex 5</b>), in the updated 2020 edition;</p> <ul style="list-style-type: none"> <li>▪ application of the “National Guidelines on the identification, protection and assistance of victims of labour exploitation in agriculture”, approved at the joint conference on 7 October 2021 (<b>annex 6</b>), in the case of victims of severe labour exploitation.</li> <li>▪ dissemination of the “Protocol for determining the age of unaccompanied foreign minors”, approved by the State-Regions agreement of 9/07/2020.</li> </ul>
<b>Institutional entities involved</b>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Labour and Social Policies</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>DNA/DAD</b>  <b>Ministry of Health</b>  <b>Regions, Provinces, and Municipalities</b></p>
<b>Non-institutional entities involved</b>	<p><b>Associations/NGOs/Bodies/Institutes/Groups active in the sector</b></p>

<b>SHEET 5</b>	
<b>Guideline</b>	<b>Protection and assistance of trafficked persons</b>
<b>Title</b>	<b>Updating of the reception and inclusion systems</b> <b>Promotion and inclusion within society and the workforce</b>
<b>Description</b>	<p>The first objective is to reorganise and implement all facilities involved at different levels in migrant reception, under Art. 18 of Legislative Decree 286/98 and Art. 13 of Law 228/2003 (first reception, second reception, independent facilities, social housing systems, co-housing networks), and the organisation of local acceptance methods in accordance with specific mandatory requirements (absence of elements of danger to the victim and their hospitality network, absence of any unlawful conduct within their natural and emotional support network, and absence of any ties with the exploitation network).</p> <p>In this regard, a link must be established with the fund for the implementation of the National plan for the social and cultural redevelopment of degraded urban areas referred to under Art. 1(434) of Law of 23 December 2014, no. 190 for the redevelopment of buildings that can be used for this purpose using the resources of the Rural Development Programme.</p> <p>With regard to the reception of minors, Legislative Decree 286/98 provides for rules on obtaining residency in Italy, in particular for unaccompanied minors, who, upon arriving in the country, must be welcomed within adequate first and second reception facilities in order to ensure their protection, with the</p>

	<p>recognition of their right to obtain a special residence permit pursuant to Art. 18 of Legislative Decree 286/98.</p> <p>The second objective is to find employment for the victims of trafficking and/or severe exploitation, which is a fundamental aspect of the inclusion processes, both in terms of their emancipation, as well as in terms of reducing the risk of them being introduced into exploitation circuits again.</p> <p>In order to foster the success of the inclusion pathways, the work placement phase should begin as soon as possible, also to guarantee an emancipation horizon for the victims or alleged victims. In fact, it is recommended that accompaniment to work begin even prior to the issuance of the residence permit.</p> <p>Upon entering the labour market, victims or alleged victims, above all women, tend to encounter specific obstacles associated with a range of factors, including difficulties linked to experiences of abuse throughout their migratory journeys and in their destination countries. This results in physical and mental health problems, low schooling rates, and problems associated with the recognition of skills, poor language knowledge in their host country, lack of prior work experience, little knowledge of their rights, and lack of a support network of family/friends.</p> <p>Upon leaving the reception programmes, difficulties are frequently faced when attempting to find housing solutions on the private market, and, for female victims of trafficking or serious exploitation with children, this is compounded by the need for appropriate care and accommodations.</p>
<p><b>Actions</b></p>	<p><b>Updating of the reception and inclusion systems.</b></p> <ul style="list-style-type: none"> <li>▪ updating of the reception measures pursuant to Art. 18 of the Consolidated Immigration Law and Art. 13 of Law 228/2003, in order to properly address to the changing patterns and characteristics of the victims;</li> <li>▪ establishment of coordination measures between the reception system offered by the programmes pursuant to Art. 18 of the Consolidated Immigration Law and that operated by the SAI, with regard to access to the latter system by persons holding residence permits pursuant to Articles 18 and 22(12-<i>quater</i>) of the Consolidated Immigration Law, as well as persons recognised as refugees who have not been previously identified as victims of trafficking;</li> </ul> <p><b>Inclusion actions for training/professional development/work purposes.</b></p> <ul style="list-style-type: none"> <li>▪ activation of human resources outside the projects which manage inclusion programs and facilitated forms of access for the victims, in order to set up effective individual programmes for inclusion and integration;</li> </ul>

	<ul style="list-style-type: none"> <li>▪ orientation of the assistance and social integration programmes for the purposes of accompanying people who are victims of trafficking, violence and severe exploitation (who may have already benefited from initial assistance measures) through personalised integrated and multidimensional second-level assistance pathways of active inclusion and integration and personal autonomy. These initiatives are to be carried out within the context of the projects established under the Single programme pursuant to Art. 18 Legislative Decree 286/98, aimed at fostering either victims' insertion in Italy or their voluntary assisted return to their countries of origin;</li> <li>▪ implementation of measures aimed at improving the motivation, empowerment, and employability of migrants, and providing guidance, training and job placement, also by relying on networks made up of highly qualified subjects dedicated to planning and carrying out activities aimed at combatting trafficking, and ensuring access to social services and the labour market for those at high risk of exclusion;</li> <li>▪ establishment of specific ESF measures dedicated to job placement for trafficked persons;</li> <li>▪ creation of networks between social and health services, employment services, trade unions, employers' organizations, and Third sector associations in order to promote mechanisms for the inclusion of trafficking victims within society and the workforce;</li> <li>▪ establishment/strengthening of an inter-regional job search network to promote the mobility of trafficking victims in relation to job opportunities, based on the formal or informal skills held by the final beneficiaries of the measures, with measures also being adopted for the recognition of these skills by Employment Centres;</li> <li>▪ planning of integration programmes within society and the workforce, within the context of social protection services/programmes (preparation of individualised work accompaniment plans, and provision of a chain of related services starting with the development of a personalised path);</li> <li>▪ improvement of the possibility of obtaining professional training, removing any formal obstacles for access to internships aimed at developing basic and practical technical skills;</li> <li>▪ encouragement of collaborative relationships/agreements with the business world and/or industry associations in order to increase and leverage Corporate Social Responsibility (CSR);</li> </ul>
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	<ul style="list-style-type: none"> <li>▪ creation of integrated accompaniment projects for job placement, and recruitment and work environment adaptation incentives for companies;</li> <li>▪ establishment of accommodation measures for female victims of trafficking, in order to allow them to take part in training courses to acquire linguistic and cultural skills and expertise, for example by creating quality and affordable childcare services;</li> <li>▪ promotion and intensification of the collaboration between the networks of the anti-trafficking system, the SAI system, institutional actors responsible for education, training and employment matters, at the central, regional and local levels, employment services, trade unions, employers' organisations, international organisations, and Third sector associations. This is to promote mechanisms for the inclusion of victims of trafficking within society and the workforce that leverage active labour policy tools and mixed training initiatives, such as extra-curricular internships and other on-the-job training systems, and offer a full range of services that can be structured according to the beneficiaries' specific needs;</li> </ul> <p>The pathways should include phases dedicated to employment guidance, enhancement and recognition of skills, inter-cultural mediation services, language courses, knowledge of rights, work-life balance tools, support measures for parenting from a cross-cultural perspective, tutoring and mentoring, counselling, specific training courses on occupational safety, and housing assistance (co-housing and housing);</p> <p>The measures should be carried out based on the model of the "individual endowment", which makes it possible to provide a contribution to the entity that promotes the pathway and guarantees guidance and accompaniment services, a contribution to the subject providing the on-the-job experience, and an allowance to migrants for their attendance;</p> <ul style="list-style-type: none"> <li>▪ increase in the number and the attendance of Italian language courses for foreigners (levels A1, A2, B1 and B2 with final certification), sectorial Italian courses, and first level courses (final certificate of completion for the first cycle of compulsory education), held in the evenings, on public holidays or days prior to holidays, in collaboration with the CPIA (Provincial centres for adult education and training), scholastic and university institutions, accredited training bodies, joint bodies, and local and Third sector bodies, in order to support integration within society and the workforce;</li> </ul>
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	<ul style="list-style-type: none"> <li>▪ promotion of professional training courses in collaboration with the Regions and the Autonomous Provinces and the accredited/authorised entities;</li> <li>▪ increased presence of inter-cultural mediators specialising in the issues of trafficking and serious exploitation in public employment services;</li> <li>▪ launch of awareness-raising initiatives targeting the business world in order to overcome stereotypes and mistrust with regard to the recruitment of trafficking victims, and to promote decent working conditions and fair recruitment practices, even in synergy with the measures contained within the 2020-2022 Three-year plan to combat labour exploitation in agriculture and illegal recruitment;</li> <li>▪ enhancement and dissemination of good inclusion practices on the part of the business system;</li> <li>▪ promotion of self-employment programmes for victims or presumed victims of trafficking, including an informational and orientation phase, assistance with business plan development, assistance with the creation of a business, and mentoring during the start-up phase;</li> <li>▪ development measures aimed at ensuring the correct and uniform application of the prerequisites for accessing protection programmes throughout the country, as well as equal opportunities for making use of protection programmes within the various territorial contexts;</li> <li>▪ establishment of acceptance opportunities of “gradual intensity” in all areas (from outreach assistance to residential accommodation), and organisation of the procedures for linking the acceptance process with the long-term interventions launched by Social Services;</li> <li>▪ promotion of the inclusion of trafficking victims among the recipients of housing policies;</li> <li>▪ guarantee of adequate social/occupational orientation programmes within the context of the protection programmes, even by encouraging greater collaboration between the local employment centres and anti-trafficking bodies;</li> <li>▪ promotion of the establishment of networks of ethical companies willing to initiate pathways of employment with victims at their companies.</li> </ul>
<b>Institutional entities involved</b>	<b>Department for Equal Opportunities</b> <b>Ministry of Labour and Social Policies</b> <b>Employment Agencies</b> <b>Ministry of the Interior</b> <b>Ministry of Foreign Affairs and International Cooperation</b>

	<b>Ministry of Justice</b> <b>Ministry of Health</b> <b>International organisations with specific expertise on the subject</b> <b>Regions, Provinces, and Municipalities, and Employment Centres</b>
<b>Non-institutional entities involved</b>	<b>Associations/Bodies/Institutes/Groups active in the sector/the ANCI</b>

<b>SHEET 6</b>	
<b>Guideline</b>	<b>Protection and assistance of trafficked persons</b>
<b>Title</b>	<b>Outreach actions: improving the effectiveness of outreach and contact activities concerning serious sexual and labour exploitation on the Internet and within the context of health care services.</b>
<b>Description</b>	<p>The identification of the victim of trafficking and serious exploitation is the logical prerequisite to any measure aimed at ensuring the reception and protection of persons.</p> <p>Within this context, it is clearly extremely important to reach the greatest number of potential victims within the country as quickly as possible, in order to ensure that they are provided with correct anti-trafficking information by qualified personnel, and can be promptly identified.</p> <p>Moreover, the outreach measures of the anti-trafficking bodies are a structural component of the social and health policies at the local level. In fact, not only do they play a central role in the detection of phenomena of trafficking or serious exploitation cases, but they also strengthen the services already available (thanks to the tool of mediation, and the wide reach of the territorial networks): these measures therefore help protect individual health, as well as public health.</p> <p>Over the past few years, trafficking and serious exploitation have become increasingly diversified and nuanced in terms of methods of recruitment and exploitation, making it increasingly complicated to enter into contact with victims and/or potential victims, and to offer them opportunities for emancipation and liberation.</p> <p>The anti-trafficking system has developed a wide range of social practices for entering into contact with potential victims, and local projects have sought to adapt their working methods based on the changes in the phenomena, as well as the needs of the target persons. These measures have made it possible to offer ways of escaping from serious exploitation, and to provide social and health services to those who would otherwise be unable to access them, as well as to monitor the phenomenon, and to support the law enforcement's efforts in combatting it.</p>

	<p>It is therefore necessary to organise and intensify the first contact/outreach activities aimed at informing potential victims of trafficking and serious exploitation about their rights, and guiding them toward the social/healthcare and anti-trafficking services available to them:</p> <ul style="list-style-type: none"> <li>- throughout the country;</li> <li>- online</li> <li>- at border crossings, by land and sea;</li> </ul>
<b>Actions</b>	<ul style="list-style-type: none"> <li>▪ Outreach measures regarding street and indoor sexual exploitation, with the establishment of contact activities by street units and mobile units, or units/information desks/structures, operating in places of potential contact with victims of indoor prostitution exploitation;</li> <li>▪ Identification, in collaboration with law enforcement Agencies, of a joint procedure for combating traffickers who use the web for recruitment and exploitation purposes, and for the protection of victims of indoor exploitation;</li> <li>▪ Promotion of collaboration between local health services and project activities aimed at encouraging the harmonisation of local services for harm reduction and other services of initial support, within the activities carried out by the anti-trafficking projects;</li> </ul>
<b>Institutional entities involved</b>	<p><b>Department for Equal Opportunities</b>  <b>Ministry of Labour and Social Policies</b>  <b>Ministry of Health</b>  <b>Regions, provinces, and municipalities and their local branches</b>  <b>Labour Inspectorate</b>  <b>Postal Police</b></p>
<b>Non-institutional entities involved</b>	<p><b>Bodies/Associations/Unions</b></p>

## 9.4 Cooperation

### **National and transnational governance of policies aimed at preventing and combatting the phenomenon of trafficking and labour exploitation.**

It is necessary to increase and promote the Italian government's collaboration with the competent European and international bodies on matters of trafficking and serious labour exploitation, and with the European and non-EU countries involved in these criminal phenomena. The activities must encourage the development of shared policies and interventions for the protection and inclusion of the victims within society and the workforce at the transnational level, including the issue of voluntary repatriation, and reintegration within society and the workforce within their countries of origin, and promote the creation of transnational tools for the collection of case data and information useful for monitoring the transnational phenomenon.

It is essential to include adequate anti-trafficking strategies consistent with the long-term development plans. In particular, it is recommended to integrate migration into the strategic planning for the sustainable development of Partner countries, the evaluation of the migration phenomenon's impact, and the acquisition of "good practices" to be shared and replicated.

It is vital to create awareness and prevention campaigns targeting the population and the public administrations, to be shared with the countries of origin.

It is also crucial to bolster collaboration efforts and specific interventions aimed at ensuring the protection of trafficked persons and their families in their countries of origin, and of victims in court. It should also be noted that there is an urgent need to protect the children of victims present within the country who constitute a possible threat source. The fear of possible retaliation by criminal networks constitutes a barrier for accessing the reception and protection measures, and is a cause for exiting the protection systems.

It is therefore required to identify partners that are specifically committed to the protection of family members in the countries from which the greatest numbers of trafficking victims originate, as well as to provide specific guidelines for the trial phase. In this sense, with the aim of ensuring international cooperation, the conditions of the so-called "Dubliners" must be taken into account, who, according to the Dublin Regulation, must return to the European State competent for examining their applications for international protection. Among them, there could be potential victims of trafficking. These often consist of mothers with dependent children, who risk not being able to find adequate assistance and protection for their children in either the northern European countries, where their so-called "second migration" took place, or in Italy. And this is even less likely if they are repatriated to their countries of origin.

Within the context of the local Referral mechanisms, it will also be useful to establish forms of coordination with the anti-violence centres throughout the country, given the frequent links between the two issues:

- promotion on a national scale of the coordination of public and private social entities tasked with implementing the Single programme pursuant to Art. 18(3 *bis*), and, more generally, of the private sector organisations involved in the issue, and their participation in the implementation of the measures envisaged by the NAP;
- encouragement of the continuation of the Technical Committee's activities, also

- for the purpose of promoting the implementation of the actions laid out in the NAP, and monitoring the proper application of the applicable regulations;
- establishment of a mechanism for monitoring the implementation status of the measures envisaged by the NAP;
  - encouragement of dialogue and exchange of information among the various public and private social entities tasked with implementing the Single programme, regarding the intervention methods for the detection and assistance to victims of trafficking, and with respect to the new trends and changes in the phenomenon taking place in the various areas;
  - promotion of dialogue, in coordination with the Department for Equal Opportunities, with regard to the current legislation on trafficking, and the need for certain rules to be revised, in order to obtain a better transposition of the international and European provisions;
  - promotion of a European cooperation mechanism to ensure adequate protection and assistance for victims of trafficking seeking international protection who are sent from another EU country to Italy under the Dublin Regulation;
  - promotion of Standard Operating Procedures, in agreement with the EU Anti-Trafficking Coordinator and other European states, aimed at ensuring coordination between the Dublin Authorities of the various EU countries, as well as between them and the national authorities for the coordination of the fight against trafficking in human beings, in order to ensure the correct identification of victims and their Referral to the specialised services in the countries to which they are sent;
  - promotion of specific training on the topic for police personnel at airports and operators of organisations that provide support within these contexts to migrants who are sent to other EU States under the regulation;
  - promotion of cooperation measures with the countries of origin, with particular regard to the countries most affected by the phenomenon, with the performance of information, awareness-raising, and orientation activities in the countries of origin, so that those who leave by choice or through the recruitment of traffickers can have potentially useful indications right from the start regarding the services available in Italy;
  - dissemination of information regarding access to the labour market in Italy and concerned rights, with particular regard to people from EU countries, namely women who have been exposed to serious labour and sexual exploitation;
  - establishment of cooperation networks with private sector organisations operating within the countries of origin in order to reduce/mitigate the risk of departure and the risk of re-trafficking;
  - promotion of pathways of active transnational subjectivity, from passive victims to active protagonists of informed decisions, with the aim of guaranteeing self-determination (or empowerment);
  - promotion of the mapping of cooperation projects, both in Italy and in the countries of origin, and possible implementation of basic co-design interventions within local and national networks, as well as networks and mechanisms for monitoring and evaluation with databases on the phenomenon.

<b>SHEET 1</b>	
<b>Guideline</b>	<b>Partnership</b>

<b>Title</b>	<b>Promoting development cooperation and international cooperation.</b>
<b>Description</b>	<p>The international cooperation initiatives to be implemented in the countries where the trafficking originates are designed to improve Governance (e.g. through support for national anti-trafficking agencies, capacity building programmes for the competent authorities, and training for the border authorities) and community support; in this sense, the full participation and appropriation of the interventions by the governments of the countries of origin is necessary for the success of the initiatives in question, which can be implemented bilaterally, as well as with the help of international organisations.</p> <p>The objectives to be pursued through these actions are the following:</p> <ul style="list-style-type: none"> <li>– Promotion of a European cooperation mechanism to ensure adequate protection and assistance for victims of trafficking seeking international protection who are sent from another EU country to Italy under the Dublin regulation;</li> <li>– Promotion of Standard Operating Procedures, in agreement with the EU Anti-Trafficking Coordinator and the other European states, aimed at ensuring coordination between the Dublin Authorities of the various EU countries, as well as between them and the national authorities for the coordination of the fight against trafficking in human beings, in order to ensure the correct identification of victims and their Referral to the specialised services in the countries to which they are sent;</li> <li>– Promotion of specific training on the topic for police personnel present at airports and operators of organisations that provide support within these contexts to migrants who are sent to other EU States under the Dublin regulation;</li> <li>– Promotion of cooperation measures with the countries of origin, with particular regard to the countries most affected by the phenomenon.</li> </ul>
<b>Actions</b>	<ul style="list-style-type: none"> <li>▪ creation and improvement of the basic services within the trafficking victims' prevailing countries of origin, aimed at guaranteeing prevention, providing educational support for potential victims, and promoting socio-economic development, also through the implementation of support programmes for anti-trafficking Agencies in the countries of origin;</li> <li>▪ performance of information, awareness-raising, and orientation activities in the countries of origin, so that those who leave by choice or through the recruitment of traffickers can have potentially useful indications</li> </ul>

	<p>right from the start regarding the services available in Italy;</p> <ul style="list-style-type: none"> <li>▪ dissemination of information regarding access to the labour market in Italy and the related rights, with particular regard to people from EU countries, namely women who have been exposed to labour and sexual exploitation;</li> <li>▪ establishment of cooperation networks with private sector organisations operating in the countries of origin in order to reduce/mitigate the risk of departure and re-trafficking;</li> <li>▪ promotion of pathways of active transnational subjectivity, from passive victims to active protagonists of informed decisions, with the aim of guaranteeing self-determination (empowerment);</li> <li>▪ mapping of cooperation projects, both in Italy and in the countries of origin, with the implementation of basic co-design interventions within local and national networks, as well as networks and mechanisms for monitoring and evaluation with databases on the phenomenon;</li> <li>▪ promotion of periodic dialogue and coordination meetings between the Ministry for Foreign Affairs and International Cooperation and the Diplomatic Representations of the countries of origin and transit of the victims of trafficking and severe exploitation present in Italy, with the aim of improving the effectiveness of protection and suppression measures.</li> </ul>
<b>Institutional entities involved</b>	<p><b>Ministries of the countries of origin</b>  <b>Ministry of Foreign Affairs and International Cooperation</b>  <b>Ministry of Labour and social policies</b></p>
<b>Non-institutional entities involved</b>	<p><b>International Associations/Entities/Bodies</b></p>

<b>SHEET 2</b>	
<b>Guideline</b>	<b>Partnership</b>
<b>Title</b>	<b>Integrated database for data collection</b>
<b>Description</b>	<p>The Anti-Trafficking Toll-Free Number (800) 290-290, which was established in 2000 by the Department for Equal Opportunities, allows users to anonymously get in touch with specialised multilingual staff 24 hours a day, 365 days a year. Within the context of the anti-trafficking interventions, the toll-free number, funded entirely by the DEO, is a nationwide civilian platform that constitutes an institutional public forum for dialogue and information exchange, and is tasked with</p>

	<p>receiving phone calls from all over the country, performing an initial examination of the request, identifying and “filtering out” any irrelevant phone calls, diverting each relevant phone call to a project with territorial jurisdiction over the geographical area from which the call has originated, coordinating the “national networking” of the receptions and transfers of victims between the various projects, and monitoring the detection activity at the national level.</p> <p>By organising the practices and procedures for data collection, reporting, network activation, and for sending and transferring the users to the competent territorial projects, this Platform is the only mechanism that allows the operational aspects of the territorial networks to maintain their autonomy and operational and methodological specificity, while at the same time ensuring their ability to operate within a multi-agency network and framework, and according to a unified strategy aimed at protecting human rights.</p> <p>In addition to playing an important detection and reporting role, the Toll-Free Number has also served a data collection and management function, even through the retention and development of information, namely through the collection of data and the performance of interventions using the SIRIT system for the collection of trafficking data, specifically in relation to the important measures that need to be implemented and developed, even in light of the urgencies highlighted by the GRETA, the monitoring bodies of the Council of Europe, and other international bodies, such as the OSCE and the OECD.</p> <p>The new NAP’s main objectives also include the creation of a central computerised database, capable of carrying out real time processing operations, and suitable for analysing the trafficking phenomenon through a ‘comprehensive and coherent’ statistical system, as requested by the GRETA, with the formulation and collection of reliable statistical data regarding the measures aimed at protecting and promoting the rights of victims, and on the investigations, controls, security checks, judicial proceedings, and sentences relating to cases of trafficking in human beings.</p>
<p><b>Actions</b></p>	<ul style="list-style-type: none"> <li>▪ updating of the 2019 Glossary that standardises the terminology on trafficking in human beings in light of the changing phenomenon;</li> <li>▪ development and maintenance of a comprehensive and consistent statistical system on trafficking in human beings by collecting and compiling reliable statistical data on measures to protect and promote victims’ rights, as well as on investigations, security checks, legal proceedings, and sentences relating to cases of trafficking in human beings;</li> </ul>



	<ul style="list-style-type: none"> <li>▪ entry into the new database of the statistics regarding the victims collected by all the main actors involved in the anti-trafficking operations, whether public or private, with the provision of disaggregated data regarding sex, age, type of exploitation, and country of origin and/or destination, in order to investigate and intercept the changes as much as possible;</li> <li>▪ respect for the right of the data subjects to the protection of their personal data during the classification operations for statistical purposes, even when Third sector bodies working with victims of trafficking are asked to provide information for the national database;</li> <li>▪ disseminating of information and scientific data in real time regarding trends and phenomena related to trafficking in human beings;</li> <li>▪ establishment of a link between the various institutional and territorial levels on the knowledge of the phenomenon and the exchange of good practices.</li> </ul>
<b>Institutional entities involved</b>	<p><b>Department for Equal Opportunities</b>  <b>ISTAT</b>  <b>Department for Family Policies</b>  <b>Ministry of Foreign Affairs and International Cooperation</b>  <b>Ministry of the Interior</b>  <b>Ministry of Justice</b>  <b>Ministry of Defence</b>  <b>Regions, Provinces, and Municipalities</b></p>
<b>Non-institutional entities involved</b>	<p><b>Bodies/Associations/Unions</b></p>

## **10. NAP MONITORING AND AUDIT SYSTEM**

As a programmatic and guidance tool, the NAP and its monitoring, as an essential method for effectively overseeing the progress achieved and assessing the impact of adopted policies for victims of trafficking, are among the greatest commitments that Italy has undertaken, even at the supranational level.

The monitoring and evaluation process determines the effective functionality of the system, whether expected results have been achieved through specified procedures, and whether the specific objectives and strategic purposes have been achieved through these results. Based on the results of the evaluation, this process allows for the improvement of procedures at the operational level, or the reformulation of the objectives at the strategic level. This monitoring and evaluation process should also determine the impact of anti-trafficking measures on human rights of trafficked persons.

The NAP will be monitored through the establishment of working groups within the Technical Committee, in order to verify the extent to which the NAP has taken priority for the reintroduction of new areas of intervention.

In particular, the goals of the monitoring will be:

- to comprehensively examine the results achieved through the implementation of the actions envisaged by the NAP, highlighting the results achieved and the interventions carried out at the national, regional, and local levels, even in relation to the needs and the emerging phenomena indicated within the NAP;
- to collect quantitative and qualitative data that will allow useful information to be obtained for the analysis of the trafficking victims' conditions;
- to identify significant experiences and areas of greater concern with regard to the various types of actions identified in the NAP;
- to support decision-making activities at all levels.

From a methodological standpoint, working groups will be established for each of the NAP's guidelines. These working groups will gather qualitative and quantitative information on the planned interventions (even through interviews with key witnesses or representatives of the institutions and associations deemed useful for framing the topics), examine the information available, share the results (pointing out any critical issues and prospects for development), and prepare control sheets for monitoring the NAP.

It will be necessary to keep track of both the institutional work itself, as well as its results, to the extent required by each action.

The analysis of the various actions and their impacts will make it possible to identify the fundamental strategies and concrete commitments that the Government must pursue in order to develop an adequate policy for the protection of trafficking victims and to effectively combat the phenomenon. The monitoring of the NAP will therefore serve as a valid means of examining the complexities of the fight against human trafficking, identifying the strengths, and formulating proposals for the areas of interest upon which the NAP should focus in the future.

### **Collection, organisation and structuring of the reference statistical data**

It is necessary to implement the monitoring required under Art. 7(2.b) of Legislative Decree of 4 March 2014, no. 24 by the Presidency of the Council of Ministers' Department for Equal Opportunities, which not only makes use of data from entities

that carry out the assistance programmes pursuant to Art. 18 of Legislative Decree 286/98, but also from various administrations involved, such as the Ministry of the Interior, the Ministry of Justice, the Ministry of Health and the ISTAT.

This comprehensive data warehouse system will collect information relating to:

- the production of qualitative analysis reports on trafficking, in order to monitor the analysis of changes in the forms of trafficking; the analysis of changes in the recruitment mechanisms; analyses aimed at understanding the different role of the victim over time. In this sense, the victim's changing awareness of his or her role as a victim emerges as a critical issue, depending on level of violence involved in his/her relationship with the perpetrator of the trafficking;
- the production of data analysis reports aimed at monitoring the phenomenon, with particular regard to numbers and types of victims (sex, age, citizenship or country of birth), the type of trafficking, the type of exploitation (sexual, labour, begging, organ removal, etc.), the type of route taken by the victim arriving in Italy, the determination of the temporal space of the phenomenon, and the dynamic analysis of the phenomenon;
- the analysis of the legal pathways of the perpetrators of trafficking, the characteristics of the perpetrators of trafficking (sex, age, citizenship or country of birth), the analysis of the correlation of the phenomenon in question with other phenomena of criminal relevance, such as organised crime, money laundering, and document forgery; the analysis of the length of trials and legal outcomes;
- the analysis of secondary data from Reports issued by international institutions;
- the determination of the contents of the data warehouse regarding the victims, and the identification of the who should be contained therein; the feasibility analysis for data retrieval;
- the collection, organisation and structuring of the reference data offered by the SIRIT data sheets, which, when properly handled, allow us to control the system of interventions understood as the acceptance process, and, more extensively, the characteristics of the phenomenon, as well as the composition of the subjects who interface with the system;
- the collection of data regarding the employment of immigrants in agriculture, in order to learn more about the nomadism phenomena and the prevention of social tensions arising from movements associated with seasonal agricultural workers.

An appropriate data sheet for use by all associations and stakeholders can be developed in order to monitor the trafficking phenomenon, and to have comparable data.

A review of the policies undertaken, including the awareness campaigns to discourage demand and the use of the Referral mechanism, can also be drawn up.

The analysis of possible escape routes from the trafficking phenomenon can be carried out using data from associations, residence permits, companies, and offices dedicated to monitoring the overlap of the supply and demand.

The possibility of creating tools for monitoring the legislative, operational, and political actions undertaken, useful for the stakeholders for the purpose of evaluating the effectiveness of the actions themselves, can be verified.

A tool for mapping the phenomenon, organised on a regional basis, can be produced, in order to raise the awareness of and mobilise the various actors operating in Italy in the fight against trafficking and exploitation at the local level.