



Government of the Netherlands

Task Force on
Human Trafficking (II)
Action Plan
2011- 2014
Strengthening the
integrated approach to
tackling trafficking in
human beings

July 2011

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Introduction

Trafficking in human beings (THB) is exploitation, modern day slavery. Making vast amounts of money by exploiting the bodies and freedom of others. In prostitution, horticulture, the hotel and catering industry or any other field.

Early in 2008, the Minister of Justice established the National Task Force on Human Trafficking for a term of three years. Its objective was to combat trafficking in human beings. The Task Force's remit also includes people smuggling, which is closely intertwined with THB.

Over the past three years, the Task Force has made quite a difference¹. However, its work is not yet done. Therefore, the Task Force is pleased that the Minister of Security and Justice has decided to extend the Task Force's term up to and including February 2014². This Action Plan provides information on the Task Force's goals and activities for that period³. Its working method specifically leaves room for responding to current developments as well. The Task Force identifies problem areas, initiates policy measures and creates and disseminates best practices. As during the first term, members participate in the Task Force while maintaining their own responsibilities.

The main objective of the Task Force continues to be the promotion and encouragement of an integrated approach to tackling THB. It wants to involve all partners that may in any way contribute to this, for example by taking preventive measures, being on the lookout for signs of THB, making the work of human traffickers structurally more difficult or by imposing criminal sanctions on human traffickers. An important part of this approach is caring for victims.

The integrated approach to tackling THB is based on the so-called "barrier model". This model clearly shows the steps human traffickers take in order to execute their criminal activities, and defines the organisations that could play a role in interfering with and imposing criminal sanctions on those activities. The barriers established for THB are entry/recruitment, accommodation, identity, employment and finance.

Expanding the role of municipalities regarding the administrative approach in tackling THB and finding long-term solutions regarding shelter for victims were already important activities of the Task Force. The fact that both Comensha (the Coordination Centre for THB) and the mayor of The Hague have joined the Task Force indicates that these issues are high on the agenda. The Task Force also focuses on the so-called "loverboy"-issue and on the role of the internet in THB. The Action Plan also contains several pending recommendations from the seventh report of the National Rapporteur on THB. These recommendations address the regulations on temporary permits for victims and witnesses of THB, shelter for victims and specialisation within the judiciary.

¹ See progress reports of the Task Force on Human Trafficking 2008-2009 and 2009-2010 (only available in Dutch).

² The new Decree establishing the Task Force (decree of the Minister of Security and Justice of 10 March 2011, number 5687744/11) was published in the Government Gazette ("Staatscourant") no. 5052 of 24 March 2011.

³ When this Action Plan was being written, the effects of the spending cuts for the next few years were not entirely clear. In general terms, a reservation must be made for this plan with respect to the availability of funds necessary for its implementation.

An integrated approach means sharing information, combining forces and cooperating. The Task Force focuses as intensively on exploitation in the sex industry as on labour exploitation. As the integrated approach develops further, new focus areas emerge all the time, as well as new partners to join forces with. New areas of special attention include child pornography, migration and informal economics, to name a few. The new partners include government partners outside both the Task Force and the Netherlands, as well as private partners.

In 2010 the European Court for Human Rights rendered a judgment that provided a framework for the approach to tackling THB in Europe. In the Rantsev case⁴, the Court pointed out that member states have an obligation to have proper protection for victims in place, to do whatever is possible to identify victims, and to prevent individuals from becoming THB victims. Furthermore, the Court emphasized the importance of international cooperation.

The Task Force regards this judgment of the European Court of Justice as an additional incentive and support for the performance of its mission. The Task Force is honoured to receive the opportunity to continue its work in the coming three years.

Herman Bolhaar
Chairman of the Task Force on THB II

March 2011

⁴ Rantsev v. Cyprus and Russia, Chamber Judgment, Application No. 25965/04, 7 January 2010

Reader's guide

This Action Plan lists the major areas of interest, goals and activities of the Task Force II for the period from 2011 to February 2014.

Chapters 1 through 11 discuss the aim to be pursued in the next few years, i.e. the expansion of the integrated approach to tackling THB, divided into a general chapter and ten more specific chapters on individual topics. Naturally, these chapters are also closely connected.

The titles of the chapters are:

1. Integrated approach
2. Administrative approach
3. Labour exploitation
4. Exchange of information
5. Aspects of immigration law
6. Victims: shelter, care and situation
7. International cooperation
8. Expertise of the Judiciary
9. Pimps (the so-called “loverboys”)
10. Tackling organised crime groups
11. The internet

Each chapter contains a brief introduction, the goals and the activities that should lead to achieving those goals, as well as the names of the Task Force members primarily responsible for the performance of those activities. Naturally, these members also depend on the efforts of their fellow Task Force members.

A list of the Task Force members has been enclosed.

1

Integrated Approach
(Public Prosecution Service (PPS),
Police, Ministry of Security and
Justice, Municipalities)

Over the past years much has been done by many parties to initiate joint actions against trafficking in human beings. This work will continue in the coming years, which means that there will be an on-going development of new working methods, that knowledge and experience will be secured and that new partners will be involved. The Task Force partners assess each other's achievements and they remind each other of their roles and responsibilities.

A totally new approach to tackling THB is being applied in several pilots. Four of them involve sexual exploitation, two involve labour exploitation and a seventh pilot deals with Chinese trafficking in human beings and people smuggling. There are pilots on the issue of loverboys (see Chapter 9) and on the identification and tackling of situations in which women are taken to the Netherlands in order to have them work as prostitutes⁵. This is one of the activities that have been made an offence in the Article on trafficking in human beings (Article 273f) of the Dutch Criminal Code.

The pilots and other initiatives, such as the chain approach developed by several municipalities, provide an abundance of knowledge and best practices. It is important that professionals can access this knowledge and these best practices easily.

Over the past few years many initiatives have been taken by the organisations participating in the Task Force in the field of awareness and the promotion of integrated working methods. These methods must become standard procedure in the existing organisation in the next few years. As the barrier model is further developed and more aspects of the phenomenon of THB become known, it becomes increasingly clear that both public and private partners outside the Task Force must be involved in the fight against THB. It must be determined in what way they can contribute to the prevention of exploitation and people smuggling, for example in taking preventive measures or in identifying signs of THB. Examples of such partners are the Ministry of Education, Culture and Science (e.g. with regards to the loverboy issue), trade associations (Hotel and Catering industry, temporary employment sector), internet providers/webhosts, employers' organisations, employees' organisations/trade unions and transport companies.

The Task Force members wish to explain and share their activities and accomplishments and keep each other focused in terms of roles and responsibilities. The manner in which municipalities have organised the supervision and surveillance of prostitution is an area of special attention. During its first term, the Task Force wrote a guide for the organisation of that supervision by means of mixed surveillance and it is very keen on getting this method actually started, now and in the future when the Bill to Regulate Prostitution and to Combat Abuses in the Sex Industry ⁶ will be implemented and executed. This Bill provides that the supervision is at any rate also a responsibility of municipal officers. The Task Force will be pro-actively involved in the implementation of this Bill, for which the Ministry of Security and Justice will be primarily responsible.

⁵ A reservation must be made for the continuation of this pilot, with a view to the process which has been set up further to a decision of the Council of State, that is supposed to lead to safeguards being determined for the performance of mobile supervision in a legal stipulation.

⁶ When this plan was drawn up, the Senate was discussing this Bill.

Goals/ actions:

1. Expanding the police monitor on the approach to THB into a visitation method, which can determine the progress made in the fight against THB in a broader context than just the police context. Consequently, the lessons to be learned from the developments will also be more diverse. Such a method should at any rate include the manner in which supervision is organised. Preparation 2011. Realisation 2012.
2. In 2011, the Task Force will visit the pilots that have not been visited yet, and will assist in solving bottlenecks that have emerged in the pilots.
3. The pilots will be completed in 2011 and 2012. The results will be distributed, for example in meetings where the findings will be discussed with other partners, and possibly made available digitally within the various organisations (2011 and 2012) and where the use of the information will be promoted. There will be a special focus on securing and maintaining the knowledge and experience from the pilots.
4. Within the organisations participating in the Task Force, the integrated working method will be further secured in the years to come (continuous).
5. Further elaboration on the idea of a joint digital platform (e-portal), where Task Force partners (first of all the police, the Public Prosecution Service (PPS), municipalities (Centre for Crime Prevention and Security), the Royal Netherlands Marechaussee (KMar) and the Ministry of Social Affairs and Employment (SZW)/ Social Intelligence and Investigation Service (SIOD) and the Immigration and Naturalisation Service (IND)) can acquire and supply information on the integrated approach to tackling THB and exploitation. If possible, this will lead to the establishment of such a platform. In 2011 a proposal for such a platform will be further elaborated upon. In 2012 it will become operational in stages. By the end of 2013 the platform will be operational.
6. In the next few years, the Task Force will start discussions with public and private partners on their potential involvement in the fight against trafficking in human beings. In TF meetings, inventories will be made on a regular basis of the partners that have been seen / should be seen and of the continuation of those contacts (continuous).
7. The Ministry of Security and Justice will involve the Task Force in the implementation of the Bill to Regulate Prostitution and to Combat Abuses in the Sex Industry, in particular by providing input in the stage of drawing up the implementation plan (2011/ depending on the discussion in parliament).
Also, the Task Force will bring the practical bottlenecks identified when implementing this law to the attention of the Ministry of Security and Justice (continuous). The supervision by mixed surveillance teams is a point of special attention.
8. The Task Force promotes mixed surveillance as described in the Guide on Chain Management and Supervision, drawn up during the first term of the Task Force. The local governments represented in the Task Force play a central role here. The lines of the RIECs (Regional Information and Expertise Centres)/the LIEC (National Information and Expertise Centre, see also chapter 2) and the Association of Dutch Municipalities (VNG) will be used for that purpose. An important means to achieve this is the creation and promotion of best practices.

9. A communication strategy will be developed on the approach to tackling THB. Part of that strategy is a shared core message and well-aimed communication activities to support the fight against trafficking in human beings. These may be activities referred to in this Action Plan or any other activities. No later than in the spring of 2012, the core message will be drawn up and there will be proposals for communication activities. These will be carried out in 2012 and 2013, or sooner if possible.

2

Administrative approach (Security and Justice, Municipalities)

In order to facilitate municipalities in their fight against organised crime, including trafficking in human beings, eleven Regional and one National Information and Expertise Centres (RIECs and LIEC) have been established over the past two years. The RIECs provide the municipalities with advice and assistance in applying administrative instruments and in reinforcing cooperation and exchange of information between investigating parties and administrative parties. The LIEC has a similar task on a national level.

Municipalities, RIECs and the LIEC are increasingly giving shape to the administrative approach to tackling THB and this approach works. This Action Plan aims at a further enhancement of this approach. To that end, the municipalities will be made more aware of the problem and this approach will be improved and intensified.

Goals / Actions

1. In the third quarter of 2011, the Ministry of Security and Justice, together with the administrative partners, will set up a communication plan regarding an increased awareness among the municipalities. The measures of the plan will be aimed at mayors, aldermen and city councils, and will be carried out until the end of 2012.
2. In order to increase knowledge and skills at the municipalities:
 - a. best practices and tried and tested instruments will be shared through the CCV site or the portal to be developed by the Task Force (see Chapter 1);
 - b. training modules for municipal officers on THB will be developed by the Ministry of Security and Justice (4th quarter 2012); and
 - c. a municipal network for sharing expertise will be created by CCV/the Ministry of Security and Justice (2nd quarter 2012)
3. Until the end of 2012 focus will be on reinforcement of the chain management led by public administrations and on a further intensification of the administrative approach to tackling THB by RIECs and the LIEC. This also includes the promotion of supervision by means of mixed surveillance teams.
4. Furthermore, the Ministry of Security and Justice will carry out the plan drawn up in 2010 to strengthen the administrative approach. Its focus will be on:
 - a. Taking recommendations made by the pilots to the municipalities;
 - b. Implementing the results of the pilot linking RIEC-EMM (Expertise Centre on Trafficking in Human Beings and People Smuggling).
5. As for the reinforcement of the administrative approach, the Ministry of Security and Justice will make arrangements with the RIECs/LIEC on:
 - a. Structures of information exchange by way of RIECs and LIEC (see also Chapter 'Information Exchange');
 - b. Connecting national investigation services and inspectorates (KMar, SIOD, DNR (National Investigation Service (part of the National Police Services Agency)) and AI (Labour Inspectorate)) to the RIECs/LIEC (3rd quarter 2011);
 - c. Implementing integrated law enforcement actions (1st quarter 2012);
 - d. The format for administrative reports (end of 2011);
 - e. Tackling labour exploitation.
6. The Ministry of Security and Justice, together with the partners involved, will develop a plan for enhancing the cooperation with private parties by the end of 2011.

3

Labour exploitation (Ministry of Social Affairs and Employment (SZW))

THB with a view to exploiting human beings by means of labour or services features within the domain of work and income, among other domains. The Ministry of Social Affairs and Employment (SZW) is responsible for the policy approach, while the task of investigation is the responsibility of the Social Intelligence and Investigation Service (SIOD) and the police. Through the administrative approach, the Labour Inspectorate (AI) contributes to the fight against labour exploitation by employers who are abusing vulnerable workers, and plays an important part in passing on signs of labour exploitation. With the increasing number of investigations and the first convictions, 2010 showed the start of a movement that must be continued in these coming years.

Goals / Actions

1. Increasing awareness, knowledge and skills of all professionals who may be confronted with possible situations of labour exploitation in the performance of their duties. Examples are inspectors of the Labour Inspectorate, but also investigators of the SIOD, the police, civil servants of the Tax Administration, UWV (Uitvoeringsinstituut Werknemersverzekeringen, the government institute that implements employee insurances), SVB (Sociale Verzekeringsbank, the organization that implements national insurance schemes in the Netherlands) and definitely the municipalities as well. Employees of the AI and SIOD investigators will be trained in 2011 and the years following. Training modules for municipal officers have been programmed for the end of 2012 (see Chapter 2).
2. The SIOD will continue its intensive international cooperation in the field of investigations. As a result, the cooperation with European institutions, especially Europol, will be intensified. (2011).
3. Within the framework of a general tightening of the enforcement policy of the SZW laws, as from 1 July 2012 at the latest, penalties for non-compliance with the Foreign Nationals (Employment) Act and the Minimum Wage Act will be increased considerably and new instruments will be introduced.
4. In the pilot on Chinese human trafficking and people smuggling (see Chapter 1) and in other instances the Labour Inspectorate and SIOD are conducting analyses in cooperation with other institutions; smart data analysis will provide an overview of phenomena. The analyses will lead to administrative (Labour Inspectorate) and criminal (SIOD) investigations (2011-2012).
5. The Ministry of Social Affairs and Employment, in cooperation with other departments (Security and Justice, Immigration and Asylum) is enhancing its knowledge of (potential) risk groups in labour and service environments (first half of 2012).
6. SZW is developing a flow chart of labour exploitation to be distributed among the chain partners (2011).
7. SZW/SIOD, together with the Public Prosecution Service, are expanding their knowledge to include various special investigative powers, which can be applied in the fight against THB (2011).
8. SZW will continue its awareness campaign in 2011. SZW will bring the existence of labour exploitation and the possibilities to fight labour exploitation to the attention of embassies in the Netherlands, municipalities and regional coordination centres for fighting fraud (second half of 2012).

4

Exchange of information
(Police, Security and Justice,
Municipalities, KMar)

This subject has two different tracks. The first track is the technical realisation and improvement of the exchange of operational data. The integrated approach requires that data and information of the partners are shared. The Expertise Centre on Trafficking in Human Beings and People Smuggling (EMM) and the RIECs and LIEC gather, analyse and process data. Important suppliers of information are the police, FIOD (Fiscal Information and Investigation Service), SIOD, KMar, IND and the municipalities. The actual sharing of data and information and the legal basis for this is vital; the technical support for it comes second. The second track is the use of data for structural research of trends and developments. It is very important to clearly understand the main features of the developments in trafficking in human beings and people smuggling, such as the modus operandi of traffickers and smugglers or the countries of origin and destination of victims. The approach can be adjusted on the basis thereof if necessary. Such an understanding is not only gained on the basis of data of partners who are directly involved in the approach to tackling THB, but also by making use of public sources.

Goals / Actions

1. Further execution and implementation of administrative covenants on the exchange of information. The administrative covenant will be constructed and phased in in accordance with the present situation and desired cooperation. The LIEC will take care of this.
2. Structural set-up of the real possibilities of exchanging operational data in order to carry out investigations, draw a picture of phenomena, make analyses and be able to decide on (joint) approaches. This will be possible by means of working arrangements, procedures, and case meetings, possibly supported by tools/technology. The LIEC/ RIECs and EMM have a key role to play here. In 2011, four cases will be handled by exchanging information on this basis. The experience acquired will form the basis for instruments to be made in 2012 to support a structural exchange of information.
3. Developing regular reporting of trends and developments. In the autumn of 2011 a first version will be produced with the present participants. As from 2012, this will be further developed into more focused and complete reporting.

5

Aspects of immigration law
(Ministry of the Interior and
Kingdom Relations, IND)

At issue here are the issues in respect of the regulation providing for temporary residence permits for victims and witnesses of THB (the so-called Bg Regulation), as well as issues at the intersection of immigration law and criminal law; especially the prevention of abusing legal immigration procedures in order to traffic/smuggle human beings.

1. The Bg Regulation allows victims and witnesses to stay in the Netherlands in order to facilitate the criminal investigation and prosecution by police and PPS. It is important that the regulation is executed unambiguously and that proper arrangements are made for the cooperation between the chain partners involved. The procedure must be carried out as smoothly and quickly as possible. That way, the foreign nationals involved will not be left in the dark too long, and a quick procedure is less vulnerable to abuse. It is necessary to prevent possible abuse of the Bg Regulation, but it must not be at the expense of due care.
2. One of the barriers when it comes to THB is the 'entry into the Netherlands'. This involves the question in what way victims of THB enter the Netherlands. The abuse of legal procedures or illegal residence are methods used to bring (and keep) victims into a state of exploitation. It is important to prevent the abuse of legal procedures and illegal entry and residence at the earliest possible stage. Within this framework, the Information Group on THB and people smuggling (MIG) of the IND cooperates closely with investigation services, including the EMM. The IND will share its reports on the abuse of residence procedures with relevant chain partners.

Additionally, the IND, as an implementing body, plays a vital role in the early discovery of signs of possible exploitation. The asylum procedures and other application procedures for residence permits pay explicit attention to this possibility. Clear recordings of statements of possible victims of THB on situations of exploitation, which statements are made during the immigration procedures, may also be of importance to investigation services.

Goals / Actions

1. Information on the policies pursued and the chain agreements will be placed on a website managed by the IND, which will be accessible for all parties involved and will be brought to the attention of the chain partners concerned, as well as the Judiciary and NGOs. (term: depending on the implementation of the Modern Migration Policy Act)
2. A working party of civil servants will be established in order to investigate how the procedure for the regulation regarding 'temporary residence permits for victims of THB' can be accelerated and how abuse of the regulation can be prevented. The working party will carry out earlier recommendations regarding the accelerated handling of reported criminal cases which have been dismissed and will make further recommendations regarding improved efficiency (3rd quarter 2011).
3. It will be considered whether other investigation and inspection services (next to the police) should be able to offer victims the reflection period described in the Bg Regulation (4th quarter 2011).

4. The IND collects signs of abuse of applications for residence permits and shares this information with the relevant chain partners in order to prevent and combat the abuse. If there is a reason to do so, multi-disciplinary teams will be established, in order to make it easier to take action jointly. (continuous)
5. A round-table conference will be held to further discuss the question in what way the (multi-disciplinary) fight against the abuse of residence permit procedures can be optimized (autumn of 2012 at the latest).
6. The Ministry of Foreign Affairs will send instructions to all missions requesting them to inform the Ministry of any applications for provisional residence permits (MVVs) that raise doubts and that have been submitted to the IND for reevaluation. This will be done this July, before granting provisional residence permits for the new academic year. In this way, the Ministry of Foreign Affairs will be able to form an idea of the signs identified by individual missions and will be able to recognise possible trends. This will be food for consultation with the IND and other institutions involved (2nd quarter 2011).
7. The Task Force will further consider the moment at which victims of THB who want to cooperate in the criminal proceedings may be eligible for continued residence. Proposals to that effect may be submitted to the Minister of Immigration and Asylum (1st quarter 2012).

6

Victims: shelter, care and situation (VWS, Comensha, Municipalities, Security and Justice)

The group of victims of THB is very diverse and they have different needs. Not all victims need crisis (specialized) shelter. In many cases, some sort of accommodation – a roof over their heads – is sufficient. Minors have different needs than adults. Equally so, the needs of large groups of victims of labour exploitation are often different from the needs of individual victims of THB. The municipality's role is of vital importance in providing care and assistance to victims of THB. Larger municipalities have taken up this role and have reached an advanced stage. Smaller municipalities tend to have barely any facilities in place, or none at all. They often do not know what is expected of them. A regional coordinator could perform an important pivotal function in providing care for victims. This has become apparent in the (few) municipalities where such a coordinator has been designated.

As per mid-June 2010 a two-year pilot for specialized shelters for victims of THB (COSM) was initiated, creating accommodation for 50 victims of THB. The pilot is intended to gain a better insight into the nature and number of victims of THB in the Netherlands: who are these people exactly and what kind of shelter and assistance do the identified victims need? For an answer to these questions, the pilot has been linked to research conducted by the Research and Documentation Centre (WODC) of the Ministry of Security and Justice. At the end of the pilot, the WODC will make recommendations.

The process of moving victims of THB from (women's) shelters to independent housing has proved to be a bottleneck. Due to the limited availability of follow-up housing, many people stay longer at shelter facilities than necessary. As a result, there is not enough capacity left in (women's) shelters for new victims of THB.

Not only are victims of THB facing material damage, e.g. as a result of injuries or missed wages, but also, and especially, immaterial damage, i.e. the mental distress of having been exploited. It is important to make it as easy as possible for them to file claims for compensation in respect of that damage.

Goals / Actions

1. In the summer of 2011 or thereabouts a number of letters will be sent to parliament that will provide a basis for a further shaping of the role of municipalities in providing shelter for specific groups. The following letters will be sent: a vision on a broad approach of specific groups, an opinion on the investigation of the system for women's shelters and on the review of the system for youth care, and the transfer of counselling from the Exceptional Medical Expenses Act (AWBZ) to the Social Support Act (WMO). On the basis thereof (in conjunction with the interim report on specialized shelters) actions could be formulated regarding the role of municipalities.
2. After the pilot for specialized shelters has run for one year, the Task Force will be informed by means of a progress report. This report will include the state of affairs on the specialized shelters, the numbers of victims taken in, and the findings up to now. Based on this report, it will be considered whether new actions must be determined (second half of 2011).
3. The Task Force will encourage the municipalities to appoint regional coordinators and will do so, inter alia, by addressing the VNG. For this purpose, Comensha will write a blueprint that will be presented to the Task Force by the end of 2012.

4. The Shelter Federation's working party on moving victims from special shelters to follow-up (independent) housing will present a memorandum including recommendations on that subject in the second half of 2011. The Task Force will discuss this memorandum. New actions will be defined on the basis of the results.
5. The possibilities for victims to claim compensation, in particular by appealing to the Violent Offences Compensation Fund, will be improved. This will be done in 2011 by inserting information on the possibility to receive compensation from the Violent Offences Compensation Fund, as well as other possibilities to claim damages, in the brochure on the rights and obligations of victims of THB. This brochure will be distributed among the organisations involved in the fight against THB and the care for victims, and is primarily intended to inform victims; when the brochures are distributed, the organisations involved will specifically be informed about the possibilities for victims of THB offered by the Violent Offences Compensation Fund. The possibility of including a standard text in the correspondence of the Public Prosecution Service with victims/individuals filing a report, indicating that victims of violent offences may be eligible for compensation from the Violent Offences Compensation Fund, will be investigated.
6. The SIOD/SZW will strengthen the attention paid to the care and shelter for victims in various ways. For example, the service will make further arrangements with Comensha on the application for shelter and the temporary shelter for victims on and around the days of action; it will deploy cultural mediators in the investigative process; and it will invest in the further development of knowledge and skills of SIOD investigators in the field of care and shelter for victims (2011).
7. A plan will be drawn up for the provision of shelter to large groups of victims, especially victims of labour exploitation (first half of 2012). Various partners will be cooperating in this plan, including Comensha, SIOD and the Ministry of Security and Justice.

7

International Cooperation (Foreign Affairs, Security and Justice)

THB is mostly a cross-border phenomenon. Therefore, an effective approach requires international cooperation, both multilaterally and bilaterally. The latter will especially be applied in respect of the countries of origin of the victims (and of the offenders) and to transit countries.

Goals / Actions

1. Building on successful projects carried out over the past few years with Bulgaria, joint investigation teams (JITs) will be established with Bulgaria for two or more cases in 2011. Another JIT will be established with Romania. Close cooperation with other source countries, within and outside of Europe, is also a goal. Furthermore, the Netherlands will promote the role and involvement of Europol and Eurojust in joint European efforts.
2. Within the EU context, the Netherlands will continue to draw attention to the administrative approach to tackling THB and advocate its further development, for example with a view to the possibilities of exchanging information between administrative authorities and the police and judicial services of the EU member states.
3. The Netherlands has supported a French application for funds in Brussels for the elaboration of further guidelines for the identification of victims. If this application is granted, the Netherlands will contribute to the project by providing its expertise.
4. The Netherlands will request funds in Brussels for the organisation of a European convention to be held in May/June 2012 on a number of practice-based issues concerning the tackling of THB.
5. The Netherlands will initiate bilateral or broader consultations with countries of destination that are faced with victims from one and the same country of origin, in order to exchange information and best practices. Close cooperation with the neighbouring countries and other surrounding countries is a natural aspect of that. Europol could also play a useful part in this respect.
6. Labour exploitation is a problem that has not been paid sufficient attention in large parts of the world, including Europe. The Netherlands wants to promote the investigation and prosecution of labour-related THB in and around Europe and will investigate possibilities of starting up a training project for source countries in central and southeast Europe with the help of international organisations.
7. The number of victims of THB from Nigeria and other countries in West Africa is once again increasing, although it seems that they are arriving via different routes than before. Following on from the earlier project for training and capacity building in Nigeria, efforts will be made to set up a follow-up project. Equally so, efforts will be made to enhance synchronisation and the exchange of information between European countries of destination, in order to avoid shifting the problem from one country to another.
8. Together with Italy and Norway, the Netherlands is supporting a project from the International Organisation on Migration (IOM) in the Nigerian provinces of Edo and Lagos, which aims to improve shelter for victims in these areas by involving both the National Agency for Prohibition of Traffic in Persons and other Related Matters (Naptip) and local NGOs. The project will be finalized in December 2011.

9. The Netherlands will attempt to set up a pilot project for a Quick Action Team (SAT) in a European context, i.e. a SAT in which several member states are represented. The KMar and the IND will probably participate in this project on behalf of the Netherlands. Making use of such a team could be an effective instrument in a region from which many victims originate. The objective in using the SAT is to prevent potential victims of THB ending up in inhuman situations.
10. In November 2009, a Memorandum of Understanding (MoU) was concluded with China on police cooperation regarding various forms of cross border crime, including trafficking in human beings and people smuggling. The dialogue with China on the fight against trafficking in human beings and people smuggling will be continued within the framework of this MoU. It is an encouraging circumstance that China ratified the UN Protocol on THB early in 2010. This dovetails, among other things, with the pilot on Chinese trafficking in human beings and people smuggling (see also Chapter 1).
11. A MoU on migration issues is expected to be concluded with India in June 2011. The plan is to make subsequent arrangements for a working programme within the framework of this MoU. This working programme will include study visits back and forth to discuss the problems of THB, human smuggling and illegal migration. Additionally, the Dutch embassy in New Delhi provides funds for NGO projects intended to reduce child labour, especially the most serious forms of it.
12. Early in 2009 the ministers of Justice of the Netherlands, the Netherlands Antilles and Aruba signed a MoU on closer cooperation in the prevention of and fight against THB, human smuggling and illegal migration. The ministers of (Security and) Justice of Curaçao, St Martin, Aruba and the Netherlands (including the Caribbean Netherlands) intend to continue this MoU in an updated form. The updated MoU will be signed in June 2011. An expert meeting was held in April 2011 to prepare this MoU. Additional training will be provided to the visa departments of the embassies in surrounding countries, to teach them to recognise possible signs of THB.

8

Expertise of the Judiciary (Judiciary, Public Prosecution Service)

In addition to an integrated approach, the criminal approach continues to be of vital importance in the fight against THB. In order to be able to present cases to the courts properly and to conclude trials with satisfying results, the expertise of the Public Prosecution Service and the Judiciary is of vital importance. This expertise must consist of knowledge combined with organisation. As for the latter, the cabinet has made plans to review the judicial map of the Netherlands. The implementation target date is set for mid-2012. The number of district courts will be reduced from nineteen to ten, with a view to enhancing the quality of the administration of justice; the number of courts of appeal will be reduced from five to four. Within the framework of this operation, an investigation is being carried out to establish whether certain categories of specialist cases, including THB cases, should be handled exclusively by a limited number of courts in the Netherlands. The Council for the Judiciary and the Board of Procurators-General have advised the Minister to include a provision in the Act to that effect. The Council for the Judiciary is aiming for four courts; the Board has not named a number so far.

Goals / Actions

1. Concentration of THB cases at a limited number of courts in the Netherlands (the Judiciary and Public Prosecution Service, in 2012/depending on the advice rendered by the Council of State and the further legislative procedure).
2. Promoting mutual arrangements to be made between these courts and investing in expanding their expertise in the field of THB (Judiciary, 2012/ 2013, equally depending on the legislative procedure).
3. Drawing up a guideline for the sentences to be demanded for labour exploitation, as a follow-up to the guideline for the sentences to be demanded for sexual exploitation, which was drawn up last year (Public Prosecution Service, second half of 2011/first half of 2012).
4. Drawing up an (internal) handbook for the closing speeches of public prosecutors specialising in THB (Public Prosecution Service, second half of 2011, first half of 2012).

9

Pimps (the so-called “loverboys”)
(Security and Justice, Municipalities,
Health, Welfare and Sports)

The approach of the loverboys issue is addressed under several chapters in this Action Plan, for example chapters 6 and 11. Additionally, the Task Force is developing a number of activities specifically aimed at this problem. The Rotterdam Pilot '*loverboys are cowards*' plays an important part in this context. It is a two-year pilot that started in April 2010. The pilot is financed by the Ministry of Security and Justice, the police and the municipality of Rotterdam. Its goals are: to prevent and terminate loverboy activities, to prevent victimisation, to protect victims of exploitation (shelter, care in cooperation with youth care institutions) and to develop effective (media) strategies to help realise these goals.

When the budget for 2010 of the Ministry of Youth and Families was determined, a motion submitted by MP Langkamp was adopted, requesting the government to develop a plan for the promotion of preventive care, assistance and shelter for victims of loverboys. With this motion, Langkamp wanted to prevent victims of loverboys from ending up in secure youth care. The former Minister Rouvoet has agreed to have an investigation carried out into the nature and extent of the problems of victims of loverboys.

Goals / Actions

1. (resulting from the pilot) Generally applicable procedures and working methods for, inter alia, more focused methods of gathering information (inter alia through the internet), an individual-oriented approach and the application of administrative, fiscal and criminal possibilities.
2. (resulting from the pilot) The development of methods to stop loverboys undertaking action, focusing on 'social media' (chat sites, profile sites, twitter) and bait profiles of (minor) girls.
3. (as part of the pilot) Information campaigns in the municipalities in the Rotterdam region. The campaign targets potential victims and offenders through educational materials and performances at schools, among other things.
4. The development of a working method to enhance the contact between the police and organisations for youth care (Youth Care Agency/Child Protection Council), e.g. to make sure that victimised minors are provided with suitable shelter.
5. In April 2011 the Ministry of Health, Welfare and Sport will start an investigation to survey the nature and extent of the problems of victims of loverboys. This investigation will look into the possibilities of increasing the expertise on victims in (secure) youth care. Specific attention will be given to the slightly mentally impaired. The investigation will probably be completed in the autumn of 2011.
6. The Ministry of Security and Justice will draw up a guide for the approach to loverboys and shelter for victims. This guide will be presented in the first half of 2012 and will among other things be based on the experiences and recommendations from the Rotterdam pilot, as well as the results of the investigation referred to under item 5.
7. Conference on the loverboy issue in the spring of 2012.

10

Tackling organised crime groups
and confiscation of criminal funds
(Public Prosecution Service,
Police)

The Minister of Security and Justice aims to double the number of organised crime groups against which legal action has been taken, inter alia those involved in THB, in the period 2011-2014. The goal includes the aim for financial investigation to form part of all THB investigations with a view to the confiscation of criminal funds.

Goals / Actions

The Task Force acts as the promoter of achieving this goal, insofar as THB is concerned. This concerns in particular the police, the KMar, the SIOD and the Public Prosecution Service.

11

Internet (Security and Justice,
Police, SZW, KMar)

Internet and the virtual world are important factors for the Task Force in tackling the loverboy issues (see also Chapter 9), but also in a broader context, both regarding sexual exploitation and labour exploitation. New (social) media are increasingly being used in the commission of criminal acts, such as offering illegal escort services and prostitution, grooming of prostitutes and mediation for (illegal) employment. This trend will continue and criminals will continue to make use of the newest techniques and media. The organisations responsible for law enforcement and investigation of THB do not yet possess sufficient knowledge and facilities to effectively tackle and prevent the use of the internet as a means to commit criminal acts. The internet strategy of the police of January 2011 offers opportunities as a guideline for the partners involved. The strategy's intention is to use the internet for the prevention and investigation of sexual and other forms of exploitation. Very specifically, the strategy refers to investing in the subject of youth, improving investigation sites and expanding surveillance on the internet.

Surveillance of prostitution

Sex-related economic activities through the internet are very elusive. As a result, this phenomenon is very difficult to tackle. The surveillance and enforcement will be made easier by the Bill to Regulate Prostitution and to Combat Abuses in the Sex Industry, because it will make a clearer distinction between the legal and illegal parts of the industry. After the implementation of this Bill, only companies with a permit and registered prostitutes will be permitted to offer sexual services. Criminal excesses will then be easier to distinguish from the industry with permits, as they will not be able to produce a permit or registration number. In the old situation it was possible to have a legal business without a permit. This will no longer be possible in the future: having no permit and no registration will be illegal by definition. This will simplify the surveillance and enforcement.

The municipalities and the police are cooperating in the fight against the illegal offering of prostitution on the internet; the police will concentrate on situations of abuse, illegal aliens and age. Experience must be acquired in the field of 'digital' supervision. Subsequently, this experience/knowledge must be further developed with a view to the Bill to Regulate Prostitution and to Combat Abuses in the Sex Industry and must be made available for municipalities and police forces.

Goals / Actions

1. On the basis of the police's internet strategy and the findings of the loverboys pilot, the SIOD and the KMar will investigate whether this internet strategy could also be used for their tackling of trafficking in human beings and people smuggling (second half of 2012).
2. The police will investigate – possibly in cooperation with SIOD/KMar – the issue of escort services without a fixed location and without a permit, in a nation-wide context. This investigation must determine the possibilities and limitations of using internet surveillance to get a clear picture of the impact/severity/extent of and approach (administrative, criminal) to this type of escort service. A limited pilot may be carried out for this purpose, in order to get a better picture of the manner in which this phenomenon can be tackled and what this implies for the institutions involved in the fight against this type of escort service (first half of 2012).
3. At the initiative of the Ministry of Security and Justice a guideline/tool for the investigation of illegal prostitution on the internet will become available for police forces/municipalities in 2012 to support their supervising duties.

Enclosure

Members of the Task Force on THB II

Mr H.J. Bolhaar LL.M., *chairman* (Public Prosecution Service, chairman of the Board of Procurators-General)
Mr Van Aartsen (mayor of The Hague)
Mr R.G.C. Bik (National Police Services Agency, Police Chief)
Mr M. Stibbe (Ministry of Foreign Affairs, deputy director Security Policy)
Ms J.A. Bok MA (Immigration and Naturalisation Service, deputy Director of Implementation Policy)
Mr P.M. Bruinooge (mayor of Alkmaar)
Ms C.E. Dettmeijer-Vermeulen LL.M. (National Rapporteur on Trafficking in Human Beings)
Mr H. Heida (Ministry of the Interior and Kingdom Relations, Director of Migration Policy)
Ms A. den Hoed MA (Ministry of Health, Welfare and Sports, Head of Unit of the Social Support Directorate)
Mr W.J.B. ten Kate LL.M. (Public Prosecution Service, National Public Prosecutor for THB and People Smuggling)
Ms J. Kriens (Alderman responsible for Finance, Management and Organisation, Health and Social Support in Rotterdam)
Mr J. Marten (Comensha/La Strada Nederland, Manager)
Mr H.C. Naves LL.M. (President of the District Court of Breda)
Mr M.C.W.M. Van Nimwegen LL.M. (Public Prosecution Service, Procurator General)
Mr R. Harmsma, brigadier general (Royal Netherlands Marechaussee, Director of Operations)
Ms A.M.C. van Rijn PhD, Ministry of Security and Justice, Director of Security and Administration
Ms J.C.W. Vlug MA (Ministry of Social Affairs and Employment, Director of Labour Relations)
A. IJzerman MA MPA (Ministry of Security and Justice, Director of Law Enforcement)
A. Wolfsen LL.M. (mayor of Utrecht)
Mr E.E. van der Laan (mayor of Amsterdam)

Afterword

While this action plan covers a wide range of activities involving many different organisations, it does not contain a complete overview of the actions taken against trafficking in human beings. Activities that are not mentioned for example include a bulletin published in October 2011 to inform airline personnel about the signs of THB, which is given to them when they receive training from the Marechaussee; the comprehensive action plan addressing the issue of “loverboys” launched in December 2011 and the bill which will be sent to Parliament in February 2012 to further increase the sentences for THB.

For questions regarding this Action Plan or other aspects of the Netherlands anti-trafficking policy, please contact Ms Evelien Pennings at the Ministry of Security and Justice, e.p.pennings@minvenj.nl, phone +31 70 370 4869, mobile +31 6 4124 1152.



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