

4-Year Plan Document Related to the Directive against Human Trafficking and the European Strategy towards the Eradication of Trafficking in Human Beings and Replacing the National Strategy against Human Trafficking 2008-2012

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WELCOME MESSAGE

Dear Reader,

What you are holding in your hand now is the 4-year plan document related to the Directive against Human Trafficking and the European strategy towards the eradication of trafficking in Human Beings, and replacing the national strategy against human trafficking for 2008-2012.

Trafficking in human beings is unacceptable because it is one of the most serious violations of human rights; the restriction of fundamental human and freedom rights. In the area of the European Union, the number of human trafficking victims is several hundred thousand per year. The forms of exploitation abusing the vulnerability of victims are not treated by societies according to their weight.



Hungary is endangered by this extremely serious crime, often organically related to organised crime or other criminal actions, as a source country, transit country and country of destination alike. Numerous Hungarian citizens are victimised in European countries but, in addition to international trafficking in human beings, human trafficking does exist within the country, too. Most victims are people at vulnerable positions, belonging to endangered groups, who are often recruited by false promises of well-paying employment opportunities rather than by forceful methods. Perpetrators are increasingly sophisticated and have extensive relations in both the destination countries and in Hungary. In Hungary, the security of individuals is both a fundamental interest and a fundamental value, in guaranteeing which the combat against human trafficking has a significant role. Action against this phenomenon requires coordinated efforts by the government, cooperation with civil organisations, social sensitivity for the problem and international cooperation.

The strategy has been worked out within the framework of the project of the New Hungary Development Plan with the identification number SROP-1.1.19-2012-2012-0007, entitled “Working out impact assessments and strategies at the Ministry of Interior”.

The strategy aims at identifying the basic principles, priorities, general and specific objectives of the combat against human trafficking, as well as the specific programmes, instruments, deadlines and responsible persons serving the implementation of these objectives.

I do trust that, through the implementation of the objectives set, we shall be able to appropriately contribute to further strengthening the joint combat against human trafficking.

Dr. Sándor Pintér
Minister of Interior

EXECUTIVE SUMMARY

The combat against trafficking in human beings is a priority field and an issue constantly on the agenda at all the forums relevant for international cooperation.

The nature and weight of the problem essentially require complex long-term solutions, the responsibility for which lies with the actors of the decision making mechanism of the state. The protection and support of victims, the prevention of victimisation and the punishment of the perpetrators of crimes related to human trafficking are efforts supportable and supported by all political actors, thus making possible, beyond setting the priorities, the planning of specific action for the period of 2013-2016.

The fields of intervention of the strategy have been identified in view of the situation in Hungary, in concert with international and EU expectations and with the priorities of the EU strategy for the eradication of trafficking in human beings. As regards the abuse against Hungarian citizens, sexual exploitation is the most dominant in human trafficking both within Hungary and with a foreign destination, while labour exploitation is also significant.

In the past years, significant advance has been made in the combat against human trafficking at the government level, too, in accordance with EU directives. The national coordination mechanism has been set up, serious government efforts have been made in the fields of prevention and awareness raising, and the care for, protection of and reintegration of the victims of human trafficking have been incorporated into the general mechanism of victim support. It must be admitted at the same time that the shortage of capacity and practice, primarily due to the low number of cases, poses difficulties in the efficient and victim-centred implementation of processes in the case of all the organs involved, and communication between government organisations with various responsibilities must be developed.

Civil organisations provide inestimable help to the government and are especially efficient in areas where the state is unable to take action or act appropriately. At the same time, the cooperation of the government and the civil sector needs to be developed in numerous aspects.

Considering the above, the operation of an appropriate and well-running victim identification, referral and protection system, efficient prevention, the promotion of awareness-building and awareness-raising, the punishment of perpetrators, the protection of the rights and interests of plaintiffs and victims and the continued strengthening of cooperation between the relevant Hungarian government, semi-governmental and civil organisations must couple with the mapping of opportunities for safe return and reintegration at the government level as well as with the designing of supportive action.

I. INTRODUCTION

1.1. Background of the strategy

1.1.1. Reasons behind the strategy

The national strategy against human trafficking published in Government Resolution 1018/2008 (III.26.) on the National Strategy against Trafficking in Human Beings for 2008-2012 lost effect as of 31 December 2012, which made it essential to work out a new strategy.

Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA (hereinafter: Directive 2011/36/EU of the European Parliament and of the Council), the transposition deadline of which is 6 April 2013, underlines the importance of action and coordination against human trafficking and rules that Member States set up and develop systems of cooperation in this field.

The European Commission presented the EU Strategy towards the eradication of trafficking in Human Beings (hereinafter EU Strategy) on 19 June 2012, which prescribes also for Hungary action to be implemented between 2012 and 2016, the planning and scheduling of the implementation of which requires strategic planning, too:

1. Establishing national victim referral mechanisms;
2. Strengthening child protection systems so as to ensure their safe return home and the prevention of re-trafficking;
3. Disseminating information on labour rights, social rights, victim and migrant rights at the national level;
4. Establishing national multidisciplinary law enforcement units specialised in human trafficking;
5. Proactive financial investigations into human trafficking issues and cooperation with EU agencies;
6. Analysing information received from Member States on financial investigations related to trafficking in humans;
7. Setting up and operating joint investigation teams;
8. Making full use of the opportunities provided by EU agencies;
9. Implementing the Eurojust Action Plan against trafficking in human beings;
10. Strengthening the EU-wide coordination mechanism to support the Informal Network of National Rapporteurs or Equivalent Mechanisms;
11. Establishing potential cooperation mechanisms in EU delegations in priority third countries and regions;
12. Strengthening training targeting judiciary and cross-border law enforcement officials;
13. Increased policy coherence through training programmes;

14. Developing an EU-wide system for the collection and publication of data broken down according to age and gender;
15. Comparable and reliable data collected in the follow-up initiative covering the years 2011 and 2012;
16. Research on the recruitment over the internet and via social networks;
17. Case-law study on trafficking for the purpose of labour exploitation.

In the course of working out the new strategy, it is necessary to evaluate the Hungarian National Strategy against Trafficking in Human Beings for 2008-2012, consider the expectations set in the EU strategy against trafficking in human beings for Member States and formulate, on the basis of the former, new objectives and tools so that, relying on the achievements attained so far, the required standard and continuity of government-level action could be ensured for the promotion of more efficient efforts.

1.1.2. Mandate

Article 35 (2) (a) of Government Decree 38/2012 (III. 12.) on Government Strategic Management rules that it is the authority of the Government to decide on the beginning of preparations for and on the approval of policy strategies. Accordingly, in compliance with Government Resolution 1657/2012. (XII. 20.) on the tasks related to the review of government strategic documents, the Government called upon the Minister of Interior to work out the 4-year plan document related to the Directive against Human Trafficking and the European strategy towards the eradication of trafficking in Human Beings, and replacing the national strategy against human trafficking for 2008-2012.

1.1.3. Designers of the strategy

So as to give complex answers, required by the necessary holistic approach, to the challenges arising in the combat against human trafficking, all relevant government, judiciary and non-governmental actors must be involved in the strategy making. Participants in the strategy making process included the members of the National Coordination Mechanism and the NGO Round Table meetings as well as experts delegated by the following organisations, based on a tender issued within the framework of the SROP project:

1. Ministry of Interior (MoI)
2. Ministry of Human Resources (MHR)
3. Office of the Prosecutor General, Budapest
4. Budapest Metropolitan Court
5. National Bureau of Investigation of the Hungarian Riot Police
6. Victim Support Service of the Office of Public Administration and Justice (OPAJ)
7. Ministry of Foreign Affairs (MFA)
8. National University of Public Service (NUPS)

9. National Institute of Criminology (Hungarian abbreviation: OKRI)
10. National Crisis Management and Information Telephone Service (Hungarian abbreviation: OKIT)
11. National Police Headquarters

1.2. Planning context

This document complies with the regulations laid down in Government Decree 38/2012. (III. 12.) and follows the recommendations of the “Methodological guidance for government strategic planning” and the “Guidance for policy strategy making”, thus ensuring the consistency of government strategic documents.

1.2.1. Applied methodology

The creators of the document aim at drawing up a future vision-based strategic document which, in view of the current national and international situation, specifies the tasks in legislation, service and organisational development, training, attitude formation and awareness building, related to human trafficking for the coming at least four years.

The plan document is based on the planning and implementation experience from previous strategic documents, complemented by proposals by civil organisations and experts. The members participating in working out the strategic document identified the domestic trends of human trafficking by situation analyses and assessments, within the framework of workshop or individual activity. The fundamentals of the detailed planning and the range of those to be affected by the implementation of the strategy were specified by identifying the areas of intervention necessary for attaining the future vision determined on the basis of problems identified by various analysis techniques and predictable future trends. In order to ensure that techniques successfully applied abroad be easier applicable also in Hungary, international experience and expert materials were also used when working out the plan document.

1.2.2. Key concepts

Human trafficking: Human trafficking involves the recruitment, transportation, transfer, harbouring or reception of persons, including the exchange or transfer of control over those persons, by means of threat, force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of the 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, with the purpose of exploitation. A position of vulnerability means a situation in which the person concerned has no real or acceptable alternative but to submit to the abuse involved.¹

¹ Directive 2011/36/EU of the European Parliament and of the Council

Exploitation: Exploitation shall include, as a minimum, the exploitation through prostitution of others or other forms of sexual exploitation, forced labour or services, including begging, slavery or practices similar to slavery, servitude, or the exploitation of criminal activities, or the removal of organs.²

1.2.3. Limitation

The strategic plan document has a comprehensive approach towards the issue of trafficking in humans, focusing on national action. By setting the objectives, the strategy identifies the major directions of the combat against human trafficking and at the same time specifies the tools to achieve these objectives, the resources for these, the persons responsible for the individual tasks and the implementation deadlines.

This strategy is restricted to the implementation of objectives:

- related to the support, referral and identification of the victims of human trafficking;
- related to the effective prevention of human trafficking;
- necessary for the enhancement of national and international-level cooperation between all government and non-governmental institutions involved in the combat against human trafficking;
- to be implemented for the improvement of the regulatory background related to the enhanced protection of the victims of human trafficking and to the punishment of perpetrators;
- indispensable for the efficient reintegration of the victims of human trafficking.

As a horizontal issue, the strategy also deals with international cooperation and training. It furthermore gives special focus to children, youth, people with disabilities, people in extreme poverty, the unemployed and women, especially young women released from state care, treating these as especially vulnerable groups. The preventive approach attempts, by analysing the causes, to eliminate or mitigate them. Considering that the major causes include vulnerability to poverty, violence against women, the lack of social integration and the lack of access to employment opportunities, suitable training or education opportunities, it is clearly the social group(s) affected by these factors that need more dominant intervention. Since the majority of people in extreme poverty are of Roma origin and 80-85% of the female victims of sexual exploitation are Roma, awareness raising among the Roma is of key importance and, considering the specific features of this social group, it requires specific means, i.e. their educational background, living circumstances and cultural conditions must be taken into consideration.³

² Directive 2011/36/EU of the European Parliament and of the Council

³ ERRC, Breaking the Silence: Trafficking in Romani Communities (2011)

http://www.socio.mta.hu/dynamic/SzalaiJ_NemenyiM_Kisebbsgek_konyv_Szegenyseg.pdf (book on minorities)

http://noierdek.miria.hu/wp-content/uploads/2013/02/EWL_roma_nok_allasfoglalas_vegleges.pdf (position on Roma women)

http://romagov.kormany.hu/download/9/e3/20000/Strat%C3%A9gia_1sz_mell%C3%A9klet_Helyzetelemz%C3%A9s.pdf (situation analysis on the Roma)

http://www.ksh.hu/docs/hun/xftp/idoszaki/nepsz2011/nepsz_03_00_2011.pdf (census statistics)

Concurrently with working out the 4-year plan document on the combat against human trafficking, the Ministry of Interior is preparing a Migration Strategy and a 7-year strategy to be based on the former and to be related to the Refugee and Migration Fund to be set up by the European Union in the programming period of 2014-2020, as well as a 7-year strategy to be related to the Internal Security Fund also to be established by the European Union in the programming period of 2014-2020. Considering the above as well as for spatial restrictions, the strategic plan document does not focus on correlations with other forms of organised crime, human smuggling, migrants, unaccompanied minors and does not specifically address the issue of the efficient use of resources from EU funds, either.

1.2.4. Territoriality in the strategy

This strategy is a national strategy, thus focusing on the territory of Hungary primarily, but is also covers, to the extent necessary, cooperation with countries relevant for international cooperation.

1.2.5. General objectives

It is incompatible with the fundamental values of Hungary that its citizens or any other persons staying in Hungary could become victims of modern slavery. The essential objective of the strategy is to roll back all manifestations of violence present in Hungary as a destination country, source country or transit country, from the external or internal points of view, including the comprehensive specification of tasks and challenges arising from the government's responsibility for the victims of human trafficking and the finding of the suitable responses to these.

The objectives and action outlined in the strategic document enable the implementation of the following, in close correlation: reduce the number of human trafficking victims, enhance the efficiency of authority action against perpetrators and greatly increase the efficiency of the referral and protection of, care for and reintegration of victimised persons.

II. CONCEPT

2.1. Situation analysis and assessment

The phenomenon of trafficking in human beings

Well-targeted and effective action requires differentiated attitudes and approaches towards the combat against sexual exploitation, labour exploitation and trafficking in organs.

Trafficking in human beings includes especially sexual exploitation or labour exploitation, organised begging, illegal adoption and trafficking in organs. The various forms of trafficking in human beings differ in several aspects, the range of victims and the extent to which Hungary is affected are different, in spite of which, and especially considering that the strategy is meant to seize the complexity of the problem of human trafficking, no separate planning is required at the level of action formulated in the strategy. In the implementation of action, at the same time, differentiation may be required according to the various forms of human trafficking as regards the practices and techniques applied, the elaboration of which latter is beyond the framework of the strategy, however.

Setting the scene

Considering the right for human dignity, it is inadmissible that human beings become subject to trafficking or exploitation. Thus, Article III (1) of the Constitution of Hungary, proclaimed on 25 April 2011, on Freedom and Responsibility, which specifies the fundamental rights and obligations, rules the following: “No person shall be subjected to torture, any inhuman or degrading treatment or punishment, or be enslaved. Human trafficking shall be prohibited.” The implementation of this principle laid down in the Constitution is fostered by the availability of a legislative framework that complies with both EU standards and fundamental international expectations as well as that of a basic institutional structure.

It is currently the Deputy State Secretary for EU and International Affairs of the Ministry of Interior that coordinates action against trafficking in humans in Hungary. The coordinator ensures cooperation between the various government and non-governmental organisations and is responsible for the action Hungary takes against human trafficking at the national, European and international levels. In the government mechanism chaired by the national coordinator, all actors from ministries and other state organs involved are represented, ensuring coherent action and the coordination of the implementation of arising tasks through operational work. The regular members of the National Coordination Mechanism are: the Ministry of Interior, the Ministry of Human Resources, the Ministry of Public Administration and Justice, the Ministry of Foreign Affairs, the National Police Headquarters, the National Investigation Bureau of the Hungarian Riot Police, the Victim Support Service of the Office of Public Administration and Justice, the Office of Immigration and Nationality, the National Employment Service, the National Judicial Office, the Office of the General Prosecutor of Budapest, Budapest Metropolitan Court, the National Institute

of Criminology, the National Crisis Management and Information Telephone Service, the International Organisation for Migration and the foundation Opportunities for Families 2005. It is the Ministry of Interior that is responsible for performing the governmental coordination tasks related to the combat against human trafficking. In the budget there are no specific sources appropriated for this purpose. Within the framework of the National Investigation Bureau of the Riot Police, there is a Sub-Department against Human Trafficking operating with a staff of 11 and an annual budget of approximately 67,000,000 HUF financed from the central budget. The Ministry of Human Resources is involved in the performance of numerous tasks indirectly related to the combat against human trafficking, but at the same time it is only HUF 6m per year, to be spent on safe accommodation exclusively, that appears in its annual budget in an easy to identify way, allocated for this purpose. In cases of absolute necessity, the Ministry of Foreign Affairs only lends money to persons victimised abroad so as to finance their return home, but this money is to be paid back by the victims later on. Thus, in order to guarantee safe return home, it must be considered for the calculation of costs that it is most often without making use of the consular service that victims accept the help of civil organisations like IOM which help, among others, the victims of human trafficking. The Office of Public Administration and Justice and Victim Support Services deal with the victims of human trafficking within the framework of performing their general duties and other organisations involved in the other mechanisms join the combat against human trafficking in a similar way, while their thus specific activities do not have any budget impact. Since the aspects of the combat against human trafficking do not represent separate tasks at the organisations mentioned, there are no separate budget sources allocated to these, either. Accordingly, the tasks are performed from financial sources allocated to, i.e. at the detriment of, other tasks, by ad hoc funding.

The three major pillars of the combat against trafficking in human beings are victim support, prosecution (the punishment of perpetrators) and the prevention of victimisation.

From the point of view of human trafficking, Hungary is primarily a source country or transit country; for some regions it is a destination country as well. The events of the latest period show that it is its source country nature and the internal human trafficking that pose the greatest problems. Considering these, fostering international relations and developing cooperation are indispensable in addition to national coordination. Accordingly, Hungary has developed increasingly close relations with Austria, Belgium, the Netherlands, Germany and Switzerland, which are considered the destination countries. The cooperation of national coordinators and cooperation in law enforcement have undergone considerable development. A potential direction of future development is to work out a Transnational Referral Mechanism for victims, between countries considered as countries of destination from the Hungarian point of view.

Trafficking in human beings poses a problem in source countries, transit countries and destination countries alike, but it is most overtly present in countries of destination. In the case of Hungary, the presence of human trafficking is less obvious for society than other violent criminal acts or offences against property that affect the subjective sense of safety to a great extent. Due to the legal definition of the concept in the Criminal Code currently in force, human trafficking within Hungary is not measurable statistically. Thus, even though those involved with the field are familiar with the

trends related to the manifestations of human trafficking in Hungary, well-targeted and effective action requires more intensive cooperation, exchange of information and action by all cooperating organisations.

On the basis of the domestic and international data available, the great majority of the victims of human trafficking in Hungary are victims of sexual exploitation, in addition to which a growing number of cases of labour exploitation have also been revealed, while trafficking in human organs is insignificant in the country.

Directive 2011/36/EU of the European Parliament and of the Council is based on the Council of Europe Convention on Action against Trafficking in Human Beings and intensifies action by Member States by building on this basis.

At the level of legislation, Hungary has complied with its implementation obligations following from the directive. In Act C of 2012 on the Criminal Code, which entered into force on 1 July, 2013 (hereinafter New Criminal Code), the formulation of the new legal definition of the crime of human trafficking complies with the expectations of international conventions⁴ and of the EU directive referred to. Since, through the transposition of the directive, legal obstacles were lifted, Act XVIII of 2013 on the Convention of the Council of Europe against Trafficking in Human Beings could be proclaimed.

Under Article 192 of the New Criminal Code, the particular legal definition of trafficking in human beings rules, by keeping the provisions formerly in force and at the same time complementing them, on trafficking with the purpose of exploitation as a new element. While the specific feature of the phenomenon of trafficking in humans was kept in view, the exploitation nature of the criminal act was given sufficient emphasis in addition to its transaction feature. Under the New Criminal Code, trafficking in human beings with the purpose of exploitation is punishable by one to five years' imprisonment. In the case of perpetration through a criminal organisation, the ceiling of punishment has risen to ten years' imprisonment. Under the New Criminal Code, the central conceptual element of exploitation is the attempt to benefit from misusing the position of a victim brought into or kept in a vulnerable position. Thus, actually obtaining a purchase price by selling victim or depriving victim of their earnings or income are no essential criteria for an act to qualify as exploitation. Benefit does not only mean financial benefit; it means any other benefit, advantage or advantageous position that is gained by misusing the position of the victim. Vulnerable position may refer to a single factor or factors that make the victim vulnerable to the perpetrator. The vulnerable position may arise through the perpetrator's behaviour or action, or irrespective of these. In the latter case, misuse is implemented by perpetrators through maintaining the existing vulnerable position (e.g. homelessness or financial plight) or by preventing the victims from recovering from it. The legal definition of human trafficking remains to be complemented in the system of the New Criminal Code by provisions on what are referred to as parasite crimes, related to prostitution, on sexual crimes and provisions serving the protection of children.

⁴ The Palermo Protocol and Convention No. 197 of the Council of Europe

The legal definition in the New Criminal Code furthermore and inevitably specifies the priority areas that the legislator wishes to give special focus to. Priority areas include, among others: within the framework of sexual exploitation, crime committed with the purpose of child pornography; the age of victims appears as a basic limitation: victims under 18 and 14 are provided special protection; further aggravating circumstances appear in criminal action against persons in perpetrator's foster care, surveillance, care or medical treatment or, as a new element, in action committed by the abuse of power or influence in relation to victim. As a result of these novel elements, the Hungarian criminal legislation is now, through the transposition of the directive, in accordance with international requirements. It must be noted that the New Criminal Code rules on forced labour as a separate offence category. The Criminal Code in force punishes persons who maintain the deprivation of the personal freedom of persons deprived of their personal freedom in relation to human trafficking or force such persons to labour, under the offence of the violation of personal freedom. The fact of forced labour is established if the act was carried out by a particular criminal conduct, i.e. by misusing the vulnerable position of another person, by force or coercion, which definition ensures the comprehensive transposition of the EU approach and a better identification with it.

As regards sexual exploitation it must be noted that the question of prostitution is not settled legally; a social, legal or political consensus is lacking for a solution to be found for this phenomenon and the application of the legislation in force is inappropriate.

As regards the legislative environment, the amendment of Act CXXXV of 2005 on Crime Victim Support and State Compensation, and the Government Decree on the identification system of the victims of human trafficking⁵ have appeared as new elements.

The relevant provisions of the Act have been amended in a way guaranteeing that the victims of trafficking in humans could be provided the specific support available to the victims of human trafficking, irrespective of whether or not they cooperated in the criminal procedure.

The referral system of victims has recently been regulated on in a Government Decree, which specifies the range of responsible authorities and their system of cooperation in a general manner.

2.1.1. Planning and implementation experience from earlier strategic documents

The national strategy against human trafficking published in Government Resolution 1018/2008 (III.26.) on the National Strategy against Trafficking in Human Beings, 2008-2012 was the first national strategy of Hungary in this field. Although there was no action plan designed for the strategy, most objectives formulated in it were successfully implemented since the formulation of the document itself was sufficiently action-oriented.

⁵ Government Decree 354/2012. (XII. 13.) on the identification system of victims of human trafficking

2.1.2. Territorial approaches of situation analysis and assessment

The criminal statistics currently at our disposal and the experience of organisations involved in the treatment of the phenomenon clearly show that the respective regions of Hungary are not affected to the same extent with respect to the various forms and the related crimes of human trafficking. In counties with a low economic activity, the rate of and chance for victimisation are much higher, irrespective of whether we speak of national or international trafficking in humans.

In the case of cross-border trafficking, Hungarian victims primarily emerge in European countries where there is solvent demand and where the legal environment of the destination country is easier to misuse, or which, considering specific sectors of the economy, are more popular with legal employees, too. It is groups lacking language skills or the necessary reserves that are most at risk from the point of view of cross-border trafficking in humans.

2.2. SWOT-analysis

On the basis of the above situation analysis, a SWOT analysis of the strategic field and a situation assessment summary were made.

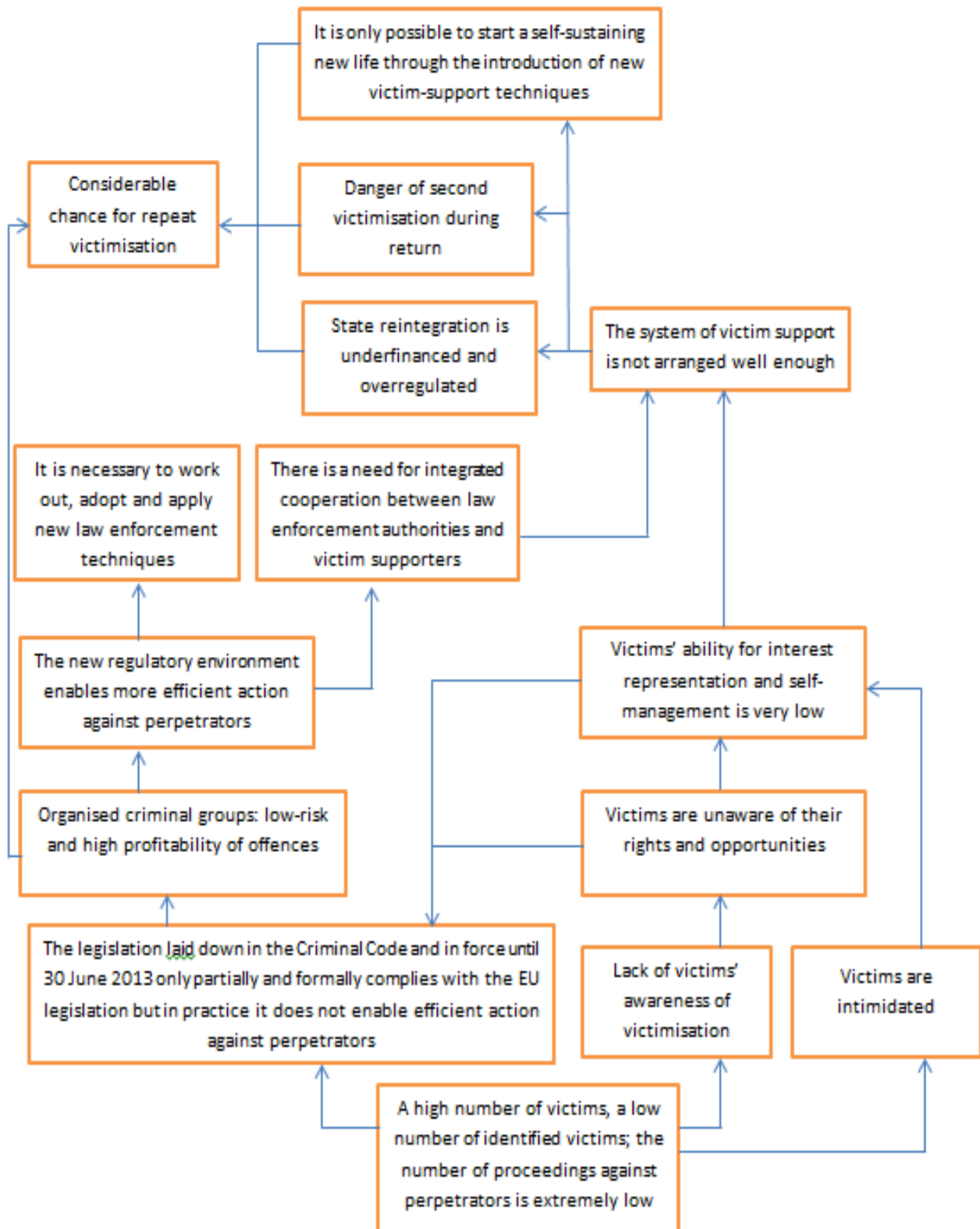
2.2.1. SWOT – analysis along the four dimensions

Strengths	Weaknesses
<ul style="list-style-type: none"> • a significant part of international and EU norms related to trafficking in human beings have been transposed • the New Criminal Code, too, creates a system of sanctions that are proportionate and have genuine preventive capacity, provided that practitioners are able to well use the opportunities provided by legislators • the activity of victim support services extends to all victims of trafficking in humans that are visible for the system • protection and provision for basic needs are guaranteed to victims irrespective of their cooperation with authorities • there is a network of rapporteurs on victim protection operating within the police, covering the whole country • there is a separate unit at the National Investigation Bureau of the Riot Police for investigation into affairs with international relevance or related to organised criminal groups • there is a nationwide network available helping the implementation of prevention programmes (CSEÖH: Network of Families, 	<ul style="list-style-type: none"> • it is difficult to work out really efficient preventive action and the results of implemented programmes are difficult to measure • practitioners are not sufficiently familiar with the new legislative background yet; the change of attitude expected through that is still at an early stage • there is no coordinated and practically well-operating victims referral system • there is a lack of temporary accommodation capacity • there is a low number of psychologists and social workers employed by victim support services • due to the low number of cases, there is insufficient experience and practice at the organs involved • there is a danger of secondary victimisation • there is no data base, qualitative analysis or comprehensive scientific research available that could enable the examination of the phenomenon and the collection of data is not coordinated • the financial means of civil organisations are restricted and they have limited opportunity for fund raising or participating in tenders • cooperation between authorities and the operation of the warning system must be improved; there are no

<p>Opportunity Creation and Volunteer Homes)</p> <ul style="list-style-type: none"> the practical experience and skills of civil organisations 	<p>institutionalised electronic or personal meeting points</p>
<p style="text-align: center;">Opportunities</p> <ul style="list-style-type: none"> the results and good practices of successful international programmes and models can be used Directive 2012/29/EU grants more entitlements to all victims, including the victims of human trafficking, compared to previous legislation experience from the warning system between child protection victims and their related parties, helping victims of violence, is available and can be used EUROJUST fosters and improves coordination between the justice authorities of Member States and provides financial resources EUROPOL continuously increases the support capacity provided for the coordination of international anti-crime cooperation in the period 2014-2020, there will be considerable EU sources available 	<p style="text-align: center;">Threats</p> <ul style="list-style-type: none"> the image of Hungary is negatively influenced by the considerable number of victims on the supply side in various Member States of the EU and their situation increasing pressure from West Balkan countries: a growing number of victims are transported via Hungary and this danger is significantly increased by the economic differences caused by the economic crisis insufficiently coordinated action by certain Member States may trigger fast and significant changes in perpetration methods and patterns, which may suddenly pose great challenges not only to authorities in new and unprepared destination countries but to those in source countries as well as in countries affected through potentially new transit routes

2.3. Problem matrix

The problem matrix presents the tasks and problems emerging in the field of trafficking in human beings by exploring their interrelations.



Trafficking in human beings within Hungary is almost invisible to intervening authorities; in practice, it is disguised by other criminal actions and is also treated as such. While Hungarian law enforcement and justice statistics reflect just a few cases per year, the real number of cases, judging on the basis of international statistics on Hungarian victims, is much higher.

The number of identified victims and that of proceedings against perpetrators are low, the reason for which probably include victims' lack of victim awareness, their intimidation by human traffickers and their hopeless situation. Victims are unaware of their rights, the opportunities available to them or the limitations of the latter. They do not trust the Hungarian victim support and protection system and they thus lack sufficient interest representation and self management skills.

It is characteristic for the victims of sexual exploitation primarily that they lack victim awareness; due to their living circumstances, they do not realise having become victims of human trafficking and they often view prostitution as a chance for financial rise. Hungarian society is divided on the issue of prostitution; many people do not consider it as sexual exploitation. There is insufficient public awareness of the phenomenon of human trafficking targeted at labour exploitation even though a growing number of Hungarian citizens go to work abroad and may potentially become victim to human trafficking.

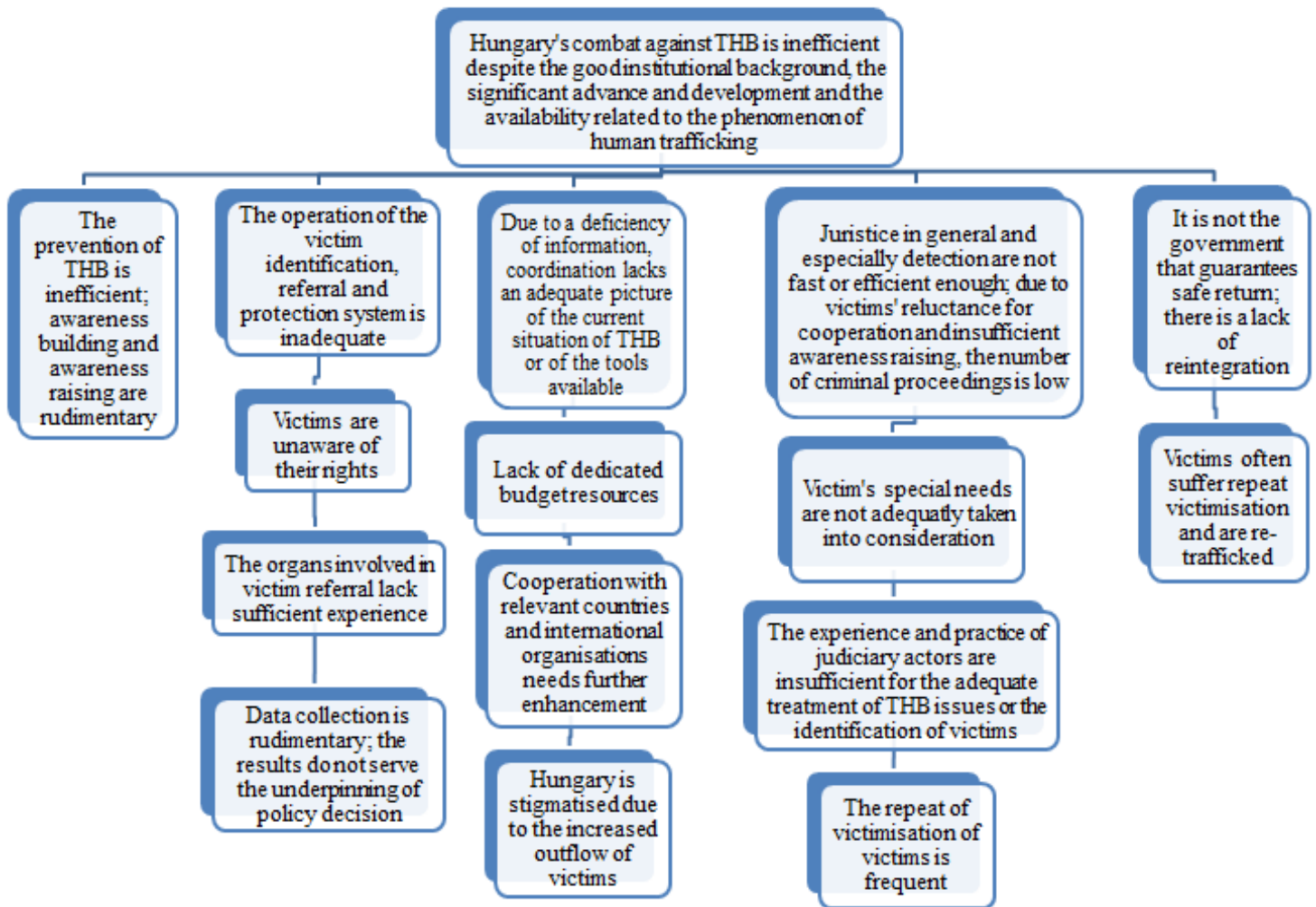
The current legal definition (in force until 30 June 2013) of the Criminal Code only partially met the requirements of international agreements, which posed great difficulties for the legal practice as well. The legal definitions of several crimes dealt with and prohibited the criminal conduct of human trafficking in the broader sense but the central element of the phenomenon, i.e. the exploitation of victims, was given, and could only be given, insufficient weight. The legal definition of the crime of trafficking in human beings focused only on a very narrow field of the phenomenon, thereby also causing considerable challenges for proof. The low numbers appearing in criminal statistics can be put down to these formal reasons rather than to an actual non-existence of human trafficking crimes.

The development, adoption and application of new prosecution techniques and the integrated cooperation of police and victim support organs could contribute to enhancing the efficiency of action against perpetrators. The new regulations in the legislation provide new opportunities as well but an efficient exploitation of these requires both raising awareness about these among police and judiciary actors in the short run and encouraging their uniform application. Judiciary actors still lack sufficient experience or practice in the treatment of cases related to human trafficking or in the identification of victims. Within the framework of criminal proceedings, the role of victims is not settled appropriately; on the basis of the current practice and provisions, the treatment of their special position and demands is in appropriate.

Following from the above, victims do not sufficiently trust the judicial system or the prospect that potential criminal proceedings could bring a relieving solution from their point of view or could guarantee for them the prevention of secondary victimisation. The inadequately arranged victim support and referral system may be among the reasons for repeat victimisation, since the referral

and reintegration of victims are non-transparent and performed along protocols. State-level reintegration is underfinanced and overregulated; the victim care system lacks both the authority and the capacity to help the adequate social reintegration of victims. The period of care does not make the former possible, and there are no arrangements for the monitoring of victims' lives. Victimization is accordingly high, irrespective of whether it is due to physical force or out of a need for self-sustainment.

2.3.1. Problem Tree



2.3.2. Problems

Risk analysis and research

There is no risk analysis or targeted and systemised research on the current situation of trafficking in human beings or on social problems closely related to it, on the victims affected or the tools available.

Prevention

While prevention activities targeted at the reduction of both the demand and the supply sides appear both on the part of the government and the civil sector in Hungary, the coordination of these is required so as to increase efficiency. Several programmes have been implemented or launched in order to prevent victimisation, but their efficiency has been low and their results are difficult to measure.

There are further steps required to foster effective and more intensive attitude formation, awareness building and awareness-raising. In addition to reducing supply, focus should be paid to reducing demand as well. The media have an important role in attitude formation and awareness building. At the same time, the current effect of the media strengthening stereotypes is expressly harmful for the combat against human trafficking. The phenomenon of human trafficking is not considered a central issue or a problem either by legislators or by society.

The practice of data collection related to human trafficking is rudimentary; it needs harmonisation and development because in its current form it does not serve the underpinning of policy decisions.

Victim identification, victim referral, victim support

A determining factor for victimisation is the vulnerable position of victims, the treatment of which requires the remedying of complex social problems and the involvement of capacities designed for social integration. In order to foster these, a precise analysis of the situation and the identification of potential points of intervention are required, to be implemented through the cooperation of several ministries involved.

There is a wide-scale consensus on the necessity to support victims. Only minor developments are required as regards the tools available, but there is a growing shortage of human resources in the field. With just a few exceptions, not even non-governmental organisations have sufficient capacity for the combat against human trafficking.

Specialists do not have sufficient practice or knowledge and are thus unable to provide efficient help to those in need. The victim identification, victim referral and victim support systems need development. It is professional protocols and training materials reflecting upon the specific features of human trafficking that are required.

Due to their restricted capacities, neither government organs nor the cooperating civil organisations are able to perform victim support tasks individually or efficiently.

Justice and law and order

The low number of criminal proceedings launched in relation to trafficking in humans so far and the low results achieved have clearly necessitated a new terminology and a new approach, and at the

same time require, by using the experience gained in the field, the reconsideration and development of the current system as well.

Cooperation related to human trafficking within the police and between specialists appointed at local and regional organs is not efficient enough; because of the general overload of responsibilities, specific and extra tasks related to human trafficking cannot be performed efficiently.

As a most important tool of efficient action against organised crime, the absolute confiscation of assets from criminal activity must be given a priority role in the combat against human trafficking as well. In spite of this, the legal instruments for the confiscation of assets and the practical application thereof are deficient; there are no arrangements for asset management, human and technical capacities in this field are also lacking.

Following from the low number of criminal proceedings, judiciary actors do not have sufficient experience or practice in the management of cases related to human trafficking or in the identification of victims. Regular trainings where field-specific knowledge can be attained are also missing.

In the system of criminal justice, victims' special needs are not given sufficient weight. Secondary victimisation is frequent; the instruments of procedural law serving the prevention of the former are insufficient; the technical facilities and conditions are deficient or lacking. The practical techniques that could enable the victim-friendly use of the instruments available have not been worked out or introduced at the institutional level.

The instruments of witness protection in criminal proceedings and the practical application thereof are unsuitable for meeting the special needs and protection of the victims of human trafficking.

Considering all the above, victims' trust in jurisdiction is low; they regard criminal proceedings unsuitable for fast and efficient action and do not consider them to be a solution able to eradicate the criminal act committed against them. Victims' lack of cooperation and unwillingness to cooperate essentially impede the realistic opportunity to perform effective criminal proceedings.

Reintegration

Reintegration has not been given sufficient weight in the combat against trafficking in humans so far; significant advance is required in this field.

There are policy plans available to ensure the social reintegration of victims, while the funds necessary for their implementation are still to be raised. It must not be ignored that addressing the problems mentioned requires significant resources for which, in addition to EU funds, sufficient and stable budget resources are also necessary.

The care system providing shelter and a comprehensive aid service to returning victims and to those victimised within Hungary does not have sufficient capacity to offer. Due to the short period of care

(twice 90 days at the maximum), the care for victims is restricted to the elimination of the crisis situation. Lacking transitory apartments, there are no arrangements, either, for the social reintegration of persons released from crisis care. The protocol ensuring the monitoring of victims has not yet been worked out.

There are no budget resources allocated for the combat against human trafficking, which makes action against trafficking in humans more difficult.

In summary it can be concluded that the legal environment for an efficient combat against human trafficking is suitable in general and the practical conditions of government-level coordination are also available. At the same time, the implementation of actual measures is rather ad-hoc; scheduling is missing. Efforts must be made in the fields of the development of victim identification, referral and protection; awareness raising; the detection and punishment of perpetrators, the protection of victims' rights and interests, the strengthening of coordination; safe return and reintegration. It is important that specific action should be formulated and implemented by the end of the planning period, whereby significant enhancement of efficiency in the combat against trafficking in human beings can be guaranteed.

2.4. Horizontal aspects relevant for the field

Protection of children

Children endangered by any form of exploitation and especially those who have already fallen victim to it must be given special attention and protection. When setting the objectives and action affecting them, this differentiation is important to consider.

Role of training

One of the most important aspects in the comprehensive approach towards the combat against human trafficking is training and attitude formation, present in all priorities of the strategic plan document. Regular participation in training must be made available to specialists working with victims and to all persons who get in contact with them, and setting up workshops both for specific fields or for the broad issue must be supported.

The social integration or reintegration of human trafficking victims is fostered by the organisation of trainings and special programmes available to them. Trainings also have an important role in the prevention of victimisation.

Role of international cooperation

The combat against trafficking in human beings is a priority issue on the agendas of the United Nations, the Council of Europe and the European Union alike. Much of the combat against human trafficking has a cross-border nature. From the point of view of international cooperation, Hungary

is a source country and a transit country. The international assessment of Hungary may turn in the negative direction in the longer run unless society and the state do their best, alongside the instruments available, for an efficient combat against human trafficking, in cooperation with other countries involved in the problem and with international organisations.

Role of gender

In the context of sexual exploitation among human trafficking victims, it must be noted that, according to the data available, the rate of women is demonstrably higher, while the rate of men is higher in labour exploitation. An especially overrepresented group among the victims of sexual exploitation is Roma women, which is a direct consequence of the rates of extreme poverty, isolation, the lack of qualifications or work places characteristic for this group of society.⁶ In the case of the objectives and action where this could be relevant, this differentiation must be considered.

2.5. Actors affected by the intervention

The actors most affected with reference to the areas of intervention are:

The ministries involved, justice actors, the police⁷, the Prosecution Service, the court, background institutions relevant for victim identification, referral and protection and organs subordinated to these, as well as institutions involved in training.

2.5.1. Fields of intervention

The strategy has divided the complex issue of human trafficking to five major fields of intervention, on the basis of the EU directives in force. Within the respective main priorities, subfields have also been identified.

Main priorities:

- A. The operation of an appropriate and well-running victim identification, referral and protection system

⁶ ERRC, Breaking the Silence: Trafficking in Romani Communities (2011);

http://www.socio.mta.hu/dynamic/SzalaiJ_NemenyiM_Kisebbsgek_konyv_Szegenysege.pdf (book on minorities)

http://noierdek.miria.hu/wp-content/uploads/2013/02/EWL_roma_nok_allasfoglalas_vegleges.pdf (position on Roma women)

http://romagov.kormany.hu/download/9/e3/20000/Strat%C3%A9gia_1sz_mell%C3%A9klet_Helyzetelemz%C3%A9s.pdf (situation analysis on the Roma)

http://www.ksh.hu/docs/hun/xftp/idoszaki/nepsz2011/nepsz_03_00_2011.pdf (census statistics)

http://www.hazaeshaladas.hu/ftp/elso_tanulmany/tanulmany.pdf (study on extreme poverty)

<http://www.mtapti.hu/mszt/20024/ladanyi.htm> (study on the living conditions of the Roma)

⁷ Under Article 4 (2) of Act XXXIV of 1994 on the Police, the police are made up of an organ established to perform general police tasks, an organ performing internal crime prevention and detection and an organ responsible for terrorism prevention.

- B. Efficient prevention, awareness building and awareness raising
- C. The detection and prosecution of perpetrators; the protection of the rights and interests of plaintiffs and victims
- D. Enhancing coordination with the relevant government, semi-governmental and civil organisations involved
- E. Mapping opportunities for safe return and reintegration at the government level; designing supportive action

2.6. Future vision

Building on the existing basis, the strategy for the next planning period is in concert with international expectations, i.e. Hungary endeavours to combat against all manifestations of human trafficking as efficiently as allowed by its means at the national level, and as a reliable partner at the international level, respecting human rights, free of discrimination and giving special attention to the protection of children.

III. STRATEGY

A. The operation of an appropriate and well-running victim identification, referral and protection system

Section IV. 2.1 of the Strategy for trafficking against human beings for 2008-2012 had as its objective the development of victim support, especially with regard to child victims. The strategy aimed to guarantee that, in addition to being given safe shelter, victims should be provided comprehensive (legal, social and psychological) assistance as well. Although the activity performed in this field and the experience gained in the implementation of the strategy have been extremely useful, the objectives outlined in the 2008-2012 strategy have not been fully implemented.

EU and, accordingly, Hungarian legislation are actively involved with the issues of both victim support and protection in general and their segment concerning trafficking in humans in particular. The coordinated system of victim identification and referral was established by Government Decree 354/2012 (XII. 13.) on the Identification Order of the Victims of Human Trafficking, valid as from January 1, 2013.

The Victim Support Service provides help of some kind to almost twenty thousand clients per year. Act CXXXV of 2005 on Crime Victim Support and State Compensation rules that human trafficking victims from third countries must be given extra information, compared to other victims, on their rights (there is a one-month deadline to decide if a victim wishes to cooperate with authorities, for which period the person concerned is granted the right of temporary stay and, for the period of cooperation, s/he is granted entitlement for a licence of temporary stay). Between 2006-2012, such comprehensive information was provided to 93 persons altogether and, although tendencies are difficult to prove in the case of such low figures, their number rose year by year.

Typically, human trafficking victims have low interest representation skills, which has a major role in their victimisation and has a negative impact on the solution of the situation following the crime, too. The victims of such crimes have various social backgrounds, because of which they do not all need the same amount of support by the Victim Support Service. It is thus important to create opportunity for case work; victims must be shown by what measures their situation can be settled, what they should expect and what help would be available to them. The problem could be mitigated by the development of outreach/low threshold services, in which the cooperation of civil organisations with considerable experience in this field can be built upon.

Victims unwilling to cooperate with authorities can be given information as a way of support and can also be provided safe accommodation where they can stay in safety and free of charge and, beyond the comprehensive provision for their physical needs, are provided complex support services as well (through the tools of legal, psychological and social work). The period of care is 90

days, which may be prolonged on one occasion, by maximally 90 days.⁸ Admission to safe accommodation is coordinated by employees of the National Crisis Management and Information Telephone Service, on duty all around the clock. At the moment victims have limited opportunity to make use of institutions serving integration and reintegration where they can stay safe in the long run. Development in this respect could be transitory apartments, which can provide shelter and comprehensive services to victims in the longer run, for up to five-year periods.

Legislation rules that the financial framework for victim support come from an open targeted appropriation, whereby the financial support provided to victims is guaranteed irrespective of the general economic situation. In the case of non-financial support, on the other hand, there is a direct correlation between the size of the staff of victim support services, partly depending on the general economic situation, the quality of care and the number of victims that can be provided for. The currently low number of employees seriously affects the performance of tasks in general. Furthermore, the economic situation does not only influence the size of the staff but has an impact on the training of experts as well.

Under the provisions of the relevant acts, Hungary provides consular protection to Hungarian citizens in trouble abroad and to citizens of other EU states without diplomatic representation in the country concerned through the Consular Service, the form, way and extent of which support are determined by the Hungarian consul himself, by considering the extent of need of the applicant and the conditions of the foreign state concerned. Consular protection is currently governed by Act XLVI/2001 on Consular Protection (hereinafter: CP Act) and Ministry of Foreign Affairs Decree 17/2001 (XI.15.) on the detailed rules of consular protection (hereinafter: CP Decree).

Within the framework of the protection of and support for human trafficking victims, the following services are available under the CP Act: assisting the self-financed return of persons in trouble to their home country (under certain conditions, a consular loan may also be provided); assistance provided to victims of accidents or violent crimes involving serious injury; assistance provided to serious patients in need of urgent medical care; assistance provided to persons detained abroad. The homepage of the Consular Service is informative and user friendly. Through the form available on this homepage, citizens travelling abroad can register for consular protection.

Lacking efficient data collection procedures it is impossible to combat efficiently, because of which there is regular, anonymous data collection performed every quarter, with the national government coordination mechanism and civil organisations involved, through electronic forms compiled in view of the national information needs, for the time being. The form elaborates on human trafficking cases at the national level both on an individual and a summarised basis. Consular services perform separate data collection on human trafficking cases, too. Unfortunately, arrangements are still lacking for European and international-level data collection, which is a problem for all countries; for this reason, one of the priorities of the EU strategy against human trafficking is finding a short-term solution for this problem.

⁸ Government Decree 354/2012. (XII. 13.) on the Identification Order of Victims of Human Trafficking

In the field of justice, it is in the Unified Criminal Statistics of Investigation Authorities and Public Prosecution (Hungarian abbreviation: ENYÜBS) where data on criminal cases are recorded, up to the moment when criminal proceedings are launched. At the same time, this system does not give a genuine picture on the ongoing cases because the authorities concerned are only obliged to provide statistical data after the decision in their competence has been made, i.e. at the end of the investigation and prosecution phase. Thus, the ENYÜBS statistics are unsuitable for reflecting upon the current trends. The ENYÜBS system furthermore records data on the perpetrators, in addition to the characteristics of the criminal action, while there are almost no meaningful data on the victims.

Data on final judgments are collected in court statistics. The ENYÜBS and the court statistics are non-comparable; they do not enable authorities to follow criminal cases from the beginning until the final decision.

Further difficulty is caused in the case of criminal statistics by the fact that they are to be interpreted within the framework of the legal terminology in force only. Due to the very restrictive definition of the concept according to the legal classification in force, human trafficking in Hungary is a seemingly marginal phenomenon; the number of cases revealed per year is under 20 at the national level. So that the actual rate of affectedness can be established, the statistical data on parasite crimes closely related to human trafficking are thus usually also involved in the statistical evaluation.

On the whole it can be concluded that, due to the current criminal law regulations and the statistical systems available, the phenomenon of human trafficking is statistically immeasurable by criminal authorities; its precise structure and territorial distribution are unknown. The sources of relevant information available are based on individual experience, which is not absolutely reliable, as well as on foreign surveys and data provided by civil organisations. If Hungary appears in a criminal action as a source country, the related foreign, typically most comprehensive surveys and criminal statistical data can be considered as authentic. In the case of transit trafficking affecting Hungary or crimes committed within Hungary, however, not even the above statistical aid is available. Undeniably, investigation authorities first of all have significant experience of the phenomenon of human trafficking; at the same time, it has proven impossible to carry out the processing of this knowledge in a scientifically sound way until today.

Unlike the data available in the justice system, those available in the field of victim support reflect the current situation and analysing them enables real time intervention, if necessary. Alongside the public data of crisis intervention centres, data registered by the Victim Support Service and civil organisations reflect upon the phenomenon from the victims' side.

The anonymous case descriptions of the Shelter (official name: *Átmeneti Szállás*) and the data of child care homes and reform schools are of great help in getting to know about the phenomenon of human trafficking in Hungary, since its attendant phenomena are often identified as reasons or risk factors of admittance. For collecting knowledge on labour exploitation, data of the National Labour Office and of the EURES network, an organisational unit of the former, may serve as starting points. In addition to the data available, scientific research, too, can give a picture of the

characteristics of human trafficking and its attendant phenomena. There has been little research conducted in this field in Hungary so far, partly because the above problems with the data. In many cases, it is file analyses or in-depth interviews that may help find the deeper correlations underlying trafficking in human beings in Hungary.

Objectives:

A.1. The efficient operation of the identification and referral system of human trafficking victims

A.2. The efficient operation of the victim protection system

A.3. Victims should be aware of their rights and be able to make use of efficiently operating victim protection services

A.4. Regular, anonymous data collection should be performed in relation to victims, serving development purposes, with all those concerned involved

A.5. Transnational Referral Mechanisms should be set up with destination countries

Action:

A.1.1 Ensuring the operation of the new victim identification and referral system: the creation of protocols and the monitoring of operation

Government Decree 354/2012 (XII. 13.) on the Identification Order of the Victims of Human Trafficking serves compliance with Article 11 of Directive 2011/36/EU of the European Parliament and of the Council. One of the priority objectives of the directive is the identification of victims.

The Government Decree took effect on 1 January, 2013. When working out the Strategy, we did not have information on the operation of the decree yet; it takes time to establish the practice.

From the experience of the first year's operation and case discussions, we shall be able to identify the characteristic features and potential shortcomings of the system in January 2014. The institutions specified in the decree, participating in the identification, also take part in the National Coordination Mechanism, which enables the continuous monitoring of the operation. Appointed members of the Coordination Mechanism can work out proposals for tackling arising shortcomings, in order to foster more efficient operation. So as to ensure operation, appointed members of the Coordination Mechanism will draw up protocols on the basis of the first year's experience, fostering the identification of victims. The protocols could summarise the general characteristic features of victims, their health indicators and typical behaviour patterns, whereby difficulties of victim identification could be avoided.

Responsible body: MoI

Partner: National Coordination Mechanism

Funding: no funding required

Tools: setting up a database, drawing up protocols

Deadline: continuous

Indicators: annual review is performed

A.1.2 Preparing training materials and modules and making them accessible on a wide scale

By preparing training materials and modules and making them accessible on a wide scale, a set of tools could be created to ensure that specialists working in various fields, potentially or actually getting to deal with human trafficking victims, acquire the necessary know-how (knowledge, skills, attitude) and learn to provide victim-centred and supportive task performance.

The training materials are to be written with differentiated contents depending on the respective fields; they are to outline the legal requirements (with special emphasis on the new Criminal Code), the currently operated victim protection, referral and support mechanisms, the international and domestic trends of human trafficking and are to present victims' special situation and needs.

Responsible body: NUPS

Partner: MPAJ; members of the institutions involved

Funding: implementable from the Internal Security Fund; EUR 10,000 EUR (HUF 3,000,000)

Tools: training materials, modules

Deadline: 31 December 2014

Indicators: prepared training materials, 15 pages/field

A.1.3 Trainings for the acquisition of knowledge and skills required for efficient victim identification and appropriate victim referral

The target group of the trainings include social care, health care, education, labour relations, diplomatic, alien policing and refugee administration employees who get to or may get to work with human trafficking victims.

Others who potentially have to deal with victims are police officers, civil guards, public prosecutors, judges, victim supporters, legal aid providers as well as probation officers. Thus, as regards training, they also qualify as a target group.

The action aims to promote that those participating in victim identification and referral recognise victims and their needs, are able to deal with their problems appropriately and have protocol-based knowledge of what measures should be taken in relation to an identified victim. During the trainings, special focus must be given to disseminating information on the activities of state and civil organisations participating in the victim identification, referral and protection system. Victim protection officers at the police should also be involved in the implementation of the action.

The trainings enable earliest possible intervention as well as the reduction of latency.

Responsible bodies: MoI (organisation of the trainings) MHR, MPAJ, Ministry of National Economy; MoI, Police (delegation of participants to the training)

Partners: MFA, NUPS, civil organisations

Funding: implementable from the Internal Security Fund; HUF 8,000,000 / EUR 30,000 per training

Tools: training

Deadline: 2014-2016

Indicators: number of trainings: at least 6, one per six months; the number of participants per training: at least 100 people

A.1.4 The further development and specialisation of existing knowledge towards the needs of human trafficking victims, for specialists working in victim support and protection

The activity of the actors of the system is especially important because in the majority of the cases victims themselves do not have a clear picture of their rights or opportunities. It is therefore the responsibility of people who get into contact with them to provide them with the appropriate information.

It will be considered as significant advance if victims actually get to the organisations that in fact provide support for them. This is, however, only the first step towards actual help. Putting an end to victims' traumatising and helping their social reintegration can only follow thereafter. Supporting organisations have to make great efforts for these, which they are able to do only if they have the necessary knowhow and are genuinely efficient in the provision of the particular services.

Article 124 (1) of Act CXCIX of 2011 on Public Service Officers rules that government officials employed at organs appointed as victim support services sit for an administration exam within two years following their appointment, where they are tested on their justice-related knowledge as well. Partial or total exemption from the exam is allowed by a separate law. Detailed provisions on this administration examination are included in Ministry of Public Administration and Justice Decree No. 22/2010. (XII. 28.). The subjects and requirements of victim supporters' examinations are listed under Article 7 of the decree. Officials are thus obliged to acquire considerable legal, administrative, psychological and criminological information, while there are no expectations related to human trafficking. It is therefore necessary that the employees of victim support services demonstrate their knowledge, within the framework of their obligatory training, on the combat against human trafficking, on the characteristic features of human trafficking victims and on victim protection as well.

Responsible bodies:

- MPAJ, for amendments in the legislation
- the Office of Public Administration and Justice (OPAJ), for compiling the examination material as well as for the preparation for the examination and holding the training course

Partners: members of the institutions involved

Funding: no funding required

Tools:

- National Coordination Mechanism, working out protocols
- amendment of the legislation [Ministry of Justice Decree 22/2010. (XII. 28.)]
- preparation for administration examination

Deadline:

- 31 December 2013 for the amendment of legislation
- preparation for exam: continuous

Indicators: the amended legislation

A.1.5. Establishing a professional network with specialised knowledge at the police to guarantee that, at the time of the first contact, police officers are able to estimate the victim's special needs, initiate the necessary measures, perform the referral services and, in the course of a criminal procedure, treat the plaintiff witness appropriately

At the moment, investigation authorities and regional and nationwide networks having to deal with the phenomenon of trafficking in humans are still in shortage of specialists who have the necessary knowledge of the specific requirements of the Hungarian and international practice, legal environment and the efficient cooperation with victims and of the opportunities of protection and support available to victims. There is no practical counselling booklet, either, with the most essential information on victim support, victims' rights and their opportunities for seeking help, available to specialists who are to deal with victims of such crimes for the first time. Similarly missing is a regularly updated professional guidebook to be issued in a practical, electronic format, and presenting, in addition to specific investigation techniques, contact points useful in everyday work, Hungarian and international good practices as well as methods to use during the separation process.

Through the above, criminal specialists with a wide knowledge would be able to efficiently cooperate with colleagues in the field and with other organisations involved in combating trafficking in human beings.

It often happens during proceedings related to human trafficking and especially prostitution in Hungary and abroad that plaintiffs are given instructions beforehand as regards the statements that they are potentially expected to make before authorities, aimed at blocking or impeding the production of evidence, and plaintiffs, witnesses or their relatives cooperating with authorities are persuaded by promises or threatened by intimidation or force to change their testimonies. The investigation authorities in charge should give special attention to the above when establishing contact and cooperating with victims and, as regards the separation of victims, they must examine and exploit all existing opportunities both in the general use of rooms for hearings and by introducing a uniform practice to be worked out jointly with prosecutor services and courts.

Responsible body: MoI

Partners: Police, NUPS

Funding: implementable from the International Security Fund; EUR 4000; HUF 1,200,000

Tools: e-learning teaching material; the continuous training of employees dealing with human trafficking cases with experts of partner governmental, semi-governmental and civil organisations involved

Deadline: 2016

Indicators: an adequately trained and nationally coordinated professional network; a uniform separation and specific procedure protocol

A.1.6 Setting up a helpline you can call from abroad as well

The currently available helplines operated from state funding, which can be called free of charge 24 hours a day (the call service of the Victim Support Service, the National Crisis Management and Information Telephone Service) are not accessible from abroad, so there are no arrangements for victims to receive appropriate help. Foreign specialists dealing with these victims have indicated in numerous cases that the problem needs to be remedied since the victims themselves are totally unaware of their rights and the opportunities available to them. A further problem is that most of the victims do not speak the language of the country concerned and do not speak any foreign languages in general.

A helpline to be called free of charge from abroad could bring significant advance, enabling victims to get to the organisations that actually provide support to them and letting them know that they will receive the necessary help when returning to Hungary. The helpline could be part of the wide-scale, appropriate and accessible services and provisions to be made available to victims.

Responsible body: MPAJ

Partners: Ministry of National Development, OKIT

Funding: implementable from the Justice Fund; special number: HUF 50,000; monthly fee: HUF 20,000; 300 calls per year/10 minutes per call/fee per minute HUF 250: approximately. HUF 1 million /year; EUR 2,500

Tools: project

Deadline: 2014

Indicators: helpline you can call also from abroad, 24 hours a day

A.2.1. There must be appropriate services and forms of provision available for the support of victims

The victim support services specified under Act CXXXV of 2005 aim in general at restoring, to the extent possible, the victim's situation prior to the crime. In the case of human trafficking victims, it is not enough to follow this approach since these victims' vulnerable situation before the crime had a major role in their victimisation. A comprehensive approach and the complex treatment of the situation are necessary so that the services provided to human trafficking victims could be genuinely efficient and serve their recovery.

Human trade victims must be provided help primarily with problems that belong to the field of social work, in view of which it is necessary, within the framework of implementing Article 20 (c) of Directive 2012/29/EU by 16 November 2015 at the latest, to train a team of case managers comprising social workers for participation in victim care.

As an employee of the victim support service, the case manager would be closely related to the victim from an early phase of the case, having a supportive and helping role. They would support the victim in the maintenance of relations with authorities, providing the victim with information as well as practical, emotional and basic legal support. They would not act as an agent but would collect, on client's behalf, the necessary forms from the various authorities and also provide help in filling them out.

Case managers (as so-called "helping persons") would also have an important role in the criminal proceedings launched, helping in the right interpretation of the contents of documents related to the case, and could be of significant support by accompanying the victims to certain events of the criminal proceedings. Case managers would keep in touch with the victims after the conclusion of the criminal proceedings, so the system would also meet the requirement of efficient follow-up.

Considering the low number of cases, the case management of the victims of trafficking would not mean full-time employment but social workers can efficiently participate in the process of victim support beyond this, too, given the necessary legislative conditions for this.

Responsible bodies:

- MPAJ, for implementing the directive
- government offices, for recruiting the required number of employees
- OPAJ and civil organisations working with human trafficking victims, in preparing the methodology for employing case managers and in training the case managers

Partners: civil organisations

Funding: from SROP

Tools: the employment of social workers as case managers at victim support services and their training (within the framework of priority projects)

Deadline: 2015-2016

Indicators: 20 social workers (1 per county) with case management training employed at victim support services

A.2.2. Developing access to mental and psychological support

Human trade victims are often traumatised by the criminal action against them and their psychological balance is destroyed as a consequence of the exploitation (be it labour or sexual exploitation). Restoring their psychological balance is important both for victims and for criminal investigation organs.

In accordance with the above Article 11 (5) of Directive 2011/36/EU rules that victims should be provided psychological support. This support could be provided to human trafficking victims at the safe accommodation or at the victim support service.

There are no national-level arrangements for the provision of psychological support at the victim support service (only eight of these services have a psychologist employed full-time, part-time or by

a service contract), while social workers are available to a yet lesser extent (there are only 4 employees with such qualifications at the victim support services in the country). This type of provision must therefore be developed.

Responsible bodies: government offices as regards ensuring the required number of employees

Partners: -

Funding: from the budget of government offices, financing the staff (positions) and the operational conditions

Tools: employment and training of psychologists

Deadline: 2015-2016

Indicators: 20 psychologists (1 per county) at victim support services

A.2.3. Capacity and service development at the Shelter (safe accommodation); establishing a new Shelter to be operated from state funding; working out a uniform care protocol to ensure the efficient operation of Shelters. Through the cooperation of the National Crisis Management and Information Telephone Service, establishing access coordination for the Shelters

This measure will make it possible for a much higher proportion of human trafficking victims to be accommodated, in case of need, at protected accommodations and be provided crisis care. More Shelters will be able to provide further shelter for victims, which will greatly enhance their protectability. The uniform protocol will ensure an identical operational system at Shelters, which is required both for the maintenance of relations with the National Crisis Management and Information Telephone Service and for the safe reception of victims and the provision of appropriate care for them.

Responsible body: Ministry of Human Resources

Partners: National Crisis Management and Information Telephone Service, civil organisations

Funding: from the central budget; must be considered during annual budget planning; operational costs: HUF 8,000,000/accommodation/year; HUF 12,000,000 for establishing a new shelter

Tools: establishing a new shelter; working out operational protocols for shelters

Deadline: one shelter to be operating in 2014; a new one to be set up in 2015, thus 2 shelters to be operating in 2016

Indicators:

- number of protected places
- number of victims cared for
- established uniform care protocol, 1

A.3.1. Preparing information materials for victims based on European standards and working out a dissemination plan

In compliance with Article 4 of Directive 2012/29/EU of the European Parliament and the Council establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA, Member States ensure that victims receive

information from the first contact with a competent authority, without unnecessary delay, in order to enable them to access the rights set out in the Directive.

There are information materials available for victims currently, too, which are prepared by the victim support service and which contain the essential information on the support available to victims under Act CXXXV of 2005. There is no information material at the same time worked out specifically for the victims of trafficking in human beings. Thus, general information is inefficient or absolutely fruitless in their case.

In view of the above it seems necessary to prepare an information material specifically for human trafficking victims that is reader friendly, practical (and differentiated according to the respective forms of exploitation), which would be available at all organs and organisations that may get involved with human rights victims and include information on legal aid, counselling and medical, psychological, addictological, harm reduction and social care services available for identified victims.

All organs and organisations cooperating in the provision of these services must be involved in the compilation of the info material.

For the most efficient utilisation of the prepared info material, a dissemination plan must be made by surveying the points of intervention where there is the greatest need that the information material should reach the victims or vulnerable target groups. All organs and organisations that get in contact with victims must be involved in the compilation of the dissemination plan.

Responsible body: National Coordination Mechanism

Partners: organs that get into contact with victims and those cooperating in the provision of services

Funding: implementable from the Internal Security Fund; working out the contents: EUR 4,000; graphic design and printing: EUR 2,300; multiplication: appr. EUR 30,000

Tools: working out an information material and dissemination plan a

Deadline: 2014

Indicators: prepared information material, its multiplication and dissemination to organs and organisations that get into contact with human trafficking victims

A.3.2. Obliging justice actors and the employees of organs participating in the identification to provide information to human trafficking victims

A general psychological characteristic feature of the victims of criminal actions is a feeling of a loss of control. Therefore, all victims (and not only victims of human trafficking) have an important need for respectful treatment, acceptance and discretion by persons who are meant to help them. Victims must always be listened to; they must be allowed to express their emotions and be given the opportunity of decision and choice so that they could experience a feeling of control, i.e. that they are in control of the situation. With reference to human trafficking, Article 11 (5) of Directive

2011/36/EU stipulates therefore that any form of victim support must be based on the victim's consent, after the due provision of information to victim.

Actors who get into contact with victims during their identification or in the course of justice proceedings must therefore provide sufficient information to them on their case and opportunities and must at the same time grant them opportunity to make decisions themselves.

Responsible bodies: the organs participating in victim identification and support and the authorities participating in criminal proceedings

Partners: -

Funding: no funding required

Tools: making actors more sensitive for the issue

Deadline: continuous

Indicators: actors accepting and practicing the obligation of informing victims

A.4.1. Setting up an anonymous database able to examine the trends of human trafficking and making a map of intervention especially considering age, gender and the form of exploitation

Action 1 of Priority E of the EU Strategy towards the Eradication of Trafficking in Human Beings rules on developing a uniform EU-wide system for the collection and publication of data broken down according to age and gender.

The basis must be created for a statistical system operating along an identical set of concepts and criteria, applying a uniform set of aspects and collecting only the genuinely necessary and meaningfully analysable data, in which the authority, government, semi-governmental and civil organisations involved in the combat against human trafficking are able to provide information along uniform principles, since this is the only way that statistical indicators are able to truly reflect the current situation.

It is on the basis of these data that the vulnerability map would be made, revealing which parts of the country are "issuers" and what characteristics (e.g. victims, perpetrators, methods, etc.) there can be linked to the emergence of trafficking in human beings and related other crimes. Within the framework of data collection, the person responsible for this measure would collect the relevant data provided by the organs involved on a uniform service, anonymously and by constant updating.

In setting up the database, considering or adopting the well-operating practice established in the Netherlands, where a coordination centre against human trafficking has been created, could be of help. The centre continuously receives information from all organs involved, which is duly analysed, producing continuous and up-to-date statistics on the situation of human trafficking and on the characteristics of victims. On the basis of these results, reports are made and if there emerge a suspicion of crime or a fact indicating the activity of an organised criminal group, a proposal is made to initiate a proceeding and to set up a special investigation team.

Responsible body: MoI

Partners: members of the institutions involved, National Coordination Mechanism

Funding: implementable from the Internal Security Fund, EUR 100,000; HUF 30,000,000

Tools: setting up a statistical system and a uniform surface; creating a database

Deadline: the deadline for working out the basis of the system is 31 December 2014; following pilot operation, data provision could start, according to plans, from January 2016 at the earliest

Indicators: a uniform and up-to-date database

A.4.2. Setting up a uniform database facilitating the follow-up on and the filtering of victims, from their identification to their release from the victim protection system

The system Robotzsaru Neo, operated as an electronic data management system, is generally used at investigation authorities in Hungary and is in its current form suitable for helping victim support at the basic level. Following some development, it will be fully suitable for assisting efficient victim support and meeting the data requirements of organisations involved in it, based on a mutual cooperation agreement.

In its current form already, the Robotzsaru Neo system offers a separate module where it is obligatory to mark proceedings launched due to the suspicion of human trafficking, and victims involved in such proceedings are thus possible to identify.

It is necessary to further develop this existing module in a way that, if the victim involved in proceedings of the above nature declares, after having been fully informed, within the framework of the action of the investigation authority, on the opportunity of support available from the victim support service that h/se wishes to make use of the support of the Victim Support Service, the relevant data necessary for establishing contact should become, through activating a module indicating the acceptance of support, automatically accessible for the Victim Support Service.

In the Robotzsaru Neo system, the protocol that in the case of victims who made use of the support of the Victim Support Service, the Victim Support Service should once again be automatically informed on the data relevant for them in the phase of the closure of the case following decision-making in such proceedings, can similarly be automated.

Regulations should be made to ensure that in such proceedings, there should be a case manager available to assist the victim on victim's demand. The case manager would also be given a major role in criminal proceedings launched, facilitating the maintenance of relations with authorities and helping the victim with the correct interpretation of the contents of summons and notifications. Accompanying victim to certain events of the proceedings may, in itself, be significant support to victim, whereby victim protection opportunities can also be integrated into the framework of criminal procedures. Case managers would keep in touch with the victims after the completion of the criminal proceedings, too, so the system would also meet the requirement of efficient follow-up.

Responsible body: MoI

Partners: OPAJ, Police, National Judiciary Office

Funding: implementable from the Internal Security Fund; HUF 12,000,000; EUR 4,000

Tools: the development of the existing integrated administration systems; cooperation agreement

Deadline: 2016

Indicators: system operating on the basis of the implemented development

A.4.3. Setting up a data provision mechanism facilitating the monitoring of and follow-up on victims and their involvement in the victim protection system

At the moment, there are no arrangements for IT integration even within the already existing framework between authorities, government, semi-governmental and civil organisations involved in the combat against human trafficking. Alongside with participation in setting up the common database prescribed by the EU strategy, it is highly important (to the extent possible and necessary) to coordinate the IT systems existing in Hungary, especially with regard to creating a common work surface for courts, prosecutor's offices and the police and to ensuring their interoperability.

It is in view of the above that it should be assessed, from the points of view of IT, of the profession and of data protection, in what aspects the systems should be made interoperable, the exchange of which data is required, and how and within what range targeted data provision could be implemented, on the basis of legislative authorisation or obligation and along protocols regulated by agreements on cooperation, from the data managed by a relevant party towards another organisation cooperating in the combat against human trafficking.

One of the elements of this development is the further development of the system Robotzsaru Neo, operated as an electronic data management system and used by the general investigation authority in Hungary, which will enable the system to promote efficient victim support, meeting the data demands of organisations dealing with victim support on the basis of bilateral cooperation agreements.

The above automated data provision will not only contribute to efficient victim support activities applicable at a much wider scale, but may also lay the basis for the activity of the case manager and for the simultaneous consideration of the criminal law interest and the interest for victim protection of the state, the good practices of which can be transferred to the data provision systems of other relevant authorities and organisations.

An important responsibility of the case manager as proposed above would be the monitoring of and follow-up on victims, the necessary data for which would be given to the Victim Support Service, in the above, automated way and by keeping victim's interests fully in view, at the time of the victim's identification already. Thus, through the case manager, the follow-up on victims would be ensured even after the criminal proceedings launched in relation to the criminal action committed against them were closed with a legally binding decision.

Responsible body: MoI

Partners: OPAJ, Police, Office of the Prosecutor General, National Judiciary Office

Funding: implementable from the Internal Security Fund; HUF 12,000,000; EUR 4,000

Tools: cooperation agreements between the relevant actors; IT development; professional conferences; impact analyses with reference to general and IT specific data protection

Deadline: 2016

Indicators: a common, interoperable IT work surface of the police, prosecutor's office and courts, from which targeted data provision is performed towards relevant organisations in the field, based on legislative authorisation and regulated by cooperation agreements

A.4.4. Encouraging data provision by organs cooperating in the identification of victims

In compliance with Government Decree 354/2012. (XII. 13.), the regional victim support service informs the Office of Public Administration and Justice on the cases identified by providing data to the office for statistical purposes every quarter, of which the Office makes statistical statements. After the system of data collection has been created, the organs involved must be encouraged to perform adequate and regular data provision.

The smooth operation of the order of data provision is especially important because, lacking that we could have no genuine picture of the trends, processes and figures related to human trafficking. This is something that all actors (civil society or government actors) should be made to understand.

Responsible bodies: MoI, MPAJ

Partners: organisations involved

Funding: no funding required

Tools: attitude formation within the framework of the implemented trainings and professional programmes

Deadline: 2016

Indicators: the number of victims referred through the system; the number of referral officials using the system

A.4.5. Working out a set of criteria for annual, statistics-based assessments

The government mechanism against human trafficking has reports of several kinds to work out every year. The preparation of these reports requires coordinated work and continuous data collection all the year round. The method of data collection and cooperation with data provision services must be regulated and developed and the range of information to be collected must be specified. The high workload of data provision services must be kept in view.

Responsible body: MoI

Partners: the organisations involved

Funding: implementable from the Internal Security Fund; HUF 9,000,000 HUF; EUR 3,000

Tools: implementation of reporting obligation

Deadline: the system can be set up in 2016 at the earliest

Indicator: the number of victims referred through the system; the number of referral officials using the system

A.5.1. Setting up a Transnational Referral Mechanism with the Netherlands and Belgium as a first step

Action 1 of Priority A of Directive 2011/36/EU calls upon Member States to establish victim referral mechanisms, which serve the identification, treatment, protection and support of victims. The identification and support of human trafficking victims can be efficiently implemented with the help of a cooperation matrix, i.e. the Transnational Referral Mechanism, which includes all involved parties both in the source country and the destination country.

A Transnational Referral Mechanism would be worked out for experts involved in the combat against human trafficking (the police, the consular service, the alien policing authority, refugee authority, the prosecutor service and courts), which would foster communication and cooperation between experts and contribute to the safe referral of victims. Within the framework of professional consultations organised for experts participating in victim referral and support, the EU handbook on the referral of human trafficking victims could be processed, whereby all experts would have precise information on the process of victim referral.

With the above in mind, it is necessary to continuously monitor EU tenders and maintain close relations with institutions in the destination countries.

Responsible body: MoI

Partners: Police, MFA (Consular Department), Office of Immigration and Nationality, Office of the Prosecutor General, National Judiciary Office, civil organisations

Funding: with the help of an EU tender (application submitted to ISEC; a decision is expected to be made in October 2013); 2014-ben 54.000.000 HUF, 2016-ban 36.000.000 HUF

Tools: Transnational Referral System, guidebook on the Transnational Referral System

Deadline: it is estimated that establishing the system will take 2 years; depending on when the necessary tender is won, in 2016 at the earliest

Indicators: the number of victims referred through the system; the number of referral officials using the system

A.5.2. Setting up a Transnational Referral Mechanism between Hungary and Switzerland

One of the major starting points of human trafficking from Central Europe to Switzerland is Hungary. The victims are young women who are taken to Switzerland with the aim of prostitution. Considering this, increased focus is given to the situation of human trafficking victims from Hungary and to the need to intensify practical cooperation between Hungary and Switzerland. The number of Hungarian victims is significant and shows a growing trend year by year. Setting up a Transnational Referral System between Hungary and Switzerland would significantly facilitate the work of experts who have to deal with the victims and help the identification and referral of victims. In addition, closer cooperation with Switzerland would enable, beyond the adoption of the practice of the Flora Dora Advisory Service for Women, a well-operating aid service helping women working in street prostitution in Switzerland, to share and adopt other good practices as well.

Responsible body: MoI

Partners: Police, MFA (Consular Department), Office of Immigration and Nationality, Office of the Prosecutor General, National Judiciary Office, civil organisations

Funding: implementable from the Internal Security Fund; HUF 18,000000; EUR 60,000

Tools: Transnational Referral System, guidebook on the Transnational Referral System

Deadline: after the system with the Netherlands and Belgium has been set up, in 2016 at the earliest

Indicators: the number of victims referred through the system; the number of referral officials using the system

A.5.3. Extending the Transnational Referral Mechanism for Victims to other countries affected

Numerous Hungarian citizens are victimised by human trafficking in countries other than Belgium, the Netherlands or Switzerland, because of which there is reason to extend the Transnational Referral Mechanism and introduce it in other destination countries as well. The above three countries are significant from the point of view of Hungarian victims but there are other countries beyond these where there is a need to set up a victim referral mechanism.

Responsible body: MoI

Partner: police, MFA (Consular Department), Office of Immigration and Nationality, Office of General Prosecutor, National Judiciary Office, civil organisations

Funding: in the time perspective of the strategy, no funding is required

Tools: Transnational Referral Mechanism (TRM) for victims, manual on the TRM

Deadline: the time perspective is beyond that of the strategic planning, after the system with the Netherlands and Belgium has been set up

Indicator: the number of victims referred through the system; the number of referral officials using the system

B. Efficient prevention, awareness building and awareness raising

Prevention has an important role in the combat against human trafficking through both the reduction of demand and the reduction of supply. In order to make prevention more efficient, it is necessary to coordinate the already existing projects, work out new projects and efficient measures, coordinate the action of civil actors, raise social sensitivity, make communication conscious and coordinated and make the results of measures measurable.

Prevention can only be efficient if it is implemented through the cooperation of government and non-governmental organs and actors and if special attention is paid to more vulnerable groups as regards the triggering reasons: e.g. to women and children in vulnerable positions, communities living in extreme poverty, people with disabilities, unregistered employees and youths at reform schools or in state care.

At the moment, preventive action appears only fragmented, in an incidental manner and ad hoc, while some initiatives deserve special mention.

By addressing members of the potential victim groups, the crime prevention units of the police organise awareness programmes and campaigns to disseminate information on the dangers of human trafficking, especially those of forcing to prostitution, begging or labour, in order to foster the development of aversive behaviour. It was some 20 years ago that the police launched a crime prevention programme for primary school children, which has been modernised several times since then. The D.A.D.A. programme (where D.A.D.A. stand for: smoking, alcohol, drugs and AIDS) last underwent its complete revision in December 2010, keeping in view the demands of competence-based education and building on experience pedagogy, drama pedagogy and age characteristics and using, among others, modern crime prevention films made with educational purposes, based on the media-oriented nature of children, in school education.

In 2006, the Crime Prevention Division of the National Police Headquarters worked out, in cooperation with the International Organisation for Migration, a methodological guidance for preventing victimisation, which demonstrated the process of human trafficking, the methods of recruitment, the methods applied, covering opportunities, the most frequently recommended action and the specific methods of preventing victimisation. On the basis of the guidance, Baranya County Police Headquarters worked out a programme targeting the prevention of prostitution and related crimes under the title “Is this what you really want?!” (*Biztos, hogy ezt akarod?!*). As part of the programme, they inform the management of secondary schools and foster homes at the beginning of every school year of the opportunity of awareness raising lectures to students they offer in case of demand where, within the framework of morning classes or afternoon workshops, students are informed of the dangers of prostitution and related crimes.

Within the framework of the project entitled Prevention through the Media (*Prevenção médiatár*), a crime prevention film under the title Job advert? (*Álláshirdetés?*) was released in 2011, aimed to draw the attention of school-age girls to information about and dangers related to human trafficking and prostitution and to raise their sensitivity for the issue.

Thank to the cooperation of EURES Hungary and the National Police Headquarters, unique in Europe, significant advance was made in 2012 to roll back human trafficking. A joint campaign was launched so as to draw attention to the dangers involved in working abroad, inform those wishing to work abroad of their rights and opportunities and help Hungarian citizens already in trouble.

Under the management of the national coordinator against human trafficking, the Ministry of Interior identified as priority tasks to cooperate with domestic and international actors involved in the combat against human trafficking, to organise prevention and awareness building campaigns and activities and to actively participate in these. Considering this, a five-day prevention and awareness raising campaign was implemented within the framework of the Sziget Festival, an event organised every year since 1993, well-known and popular at the European level. Participation at the Sziget Festival and the Civil Sziget held within the former provided the opportunity to interested youths to learn about this often misunderstood phenomenon, recognise the signs of danger and learn about the relevant involvement of partners participating in the campaign.

Supported by the Ministry of Human Resources, a pilot project for awareness raising, sensitivity raising and prevention, targeting the age group 14-18 and aimed to reduce the chance of victimisation, is to be implemented in one of the most disadvantaged counties in Hungary by 30 September 2013. Within the framework of the pilot project, a methodological package is to be worked out to lay the basis for a prevention programme to be disseminated at the national level.

Objectives:

B.1. Reducing demand

B.2. Reducing supply

Action:

B.1.1. - B.2.1 Working out a communication and training action plan aimed to increase social awareness

Several channels can be used for social awareness building. On the one hand, the communication corridors of media platforms where the various means of the media like social advertisements, advertisements, spots and awareness raising short films disseminate the most important information about trafficking in human beings.

On the other hand, the regular training of and awareness raising among the staff of institutions getting involved with potential or actual victims of human trafficking and other experts working in the field is also of prior importance. A central element as regards training is the representation of the combat against human trafficking at professional trainings, continuing training and education, based on a uniform concept, system approach and differentiation. The trainings available are not coordinated; at the same time there are certain forms of training that are suitable for incorporating the topics of the combat against human trafficking. In the system of Hungarian public education and higher education, the areas where the training tasks of the combat against human trafficking can be incorporated are easy to identify.

In addition to the conscious use of the media for prevention and target-oriented education and training, another method that seems highly efficient is working out programmes that serve awareness building and awareness raising, including prevention programmes that are able to meaningfully reduce the chance of victimisation.

Responsible bodies: MI, MHR, National Media and Infocommunications Authority (NMHH)

Partners: National Coordination Mechanism, civil organisations

Funding: implementable from the Internal Security Fund, EUR 50,000; HUF 15,000,000

Tools: research and designing a programme plan

Deadline: 2015

Indicators: communication and training action plan

B.1.2. -B.2.2. Involving the media in the activity of social awareness raising

For the representation of the issue at the level of society as a whole, it is essential to involve, in addition to the government and civil organisations participating in the referral of and care for victims, the media as well.

a) public service media

Under Article 83 (1) (d) of Act CLXXXV of 2010 on media services and mass media, the objective of the public media service is to provide information about and support constitutional rights, the fundamental values of law and order and the rules of democratic social order. This provision provides a sound basis for covering in public service programmes trafficking in human beings, presenting the combat against it and the opportunities available to its victims. In the case of successful criminal proceedings, the media coverage on them must present that the system of support is granted for victims.

b) commercial media

It is a good practice in several EU countries that victim support services appear in the self-produced series of commercial and state television. In Hungary there are several television series with high viewer figures and thus significant role in social awareness raising. We must therefore find the way how the presentation of the phenomenon of human trafficking and the care for its victims can be incorporated into the story of these television series.

Responsible bodies: MoI, MHR, NMHH

Partners: National Coordination Mechanism, civil organisations

Funding:

- media experts must be involved to find the ways of media coverage requiring no funding

Tools:

- coverage in public service news and programmes both in general and related to specific issues
- coverage in popular commercial programmes

Deadline: continuous

Indicator: increased social awareness

B.1.3. – B.2.3. It is necessary to involve the Civil Guard and local authority enforcement organs (e.g. public area policing) in the prevention work

The system of social crime prevention is complete only if the local and a wider community participate in it as well. The coordinated activities of the service branches of the police and the active participation of government and civil organisations, especially local authorities and their policing organs, churches, economic actors, communities and private people are equally important for efficient prevention.

When Act CLXV of 2011 on Civil Guards and the rules on civil guard activities took effect, the role of civil guards in crime prevention and their activity in general became regulated at a higher level. The act specifies as the basic duties of civil guard associations their contribution to crime prevention and their patrolling activity around crèches, nursery schools, primary and secondary schools. The act underlines civil guards' support for crime prevention and victim protection and their role in strengthening relations between the population and local authorities. Civil guards and the policing organs of local authorities have efficiently participated in the implementation of tasks related to social crime prevention, in strengthening the crime prevention activity of the police and at various events, in awareness raising, propaganda and prevention activity for years. Through their patrolling activity they have helped efficient prevention and facilitated victims' faster access to care services.

So as to be able to rely on the efficient contribution of civil guards and local authority law enforcement organs in the operation of both the prevention and the victim identification, referral and protection systems of the combat against human trafficking, the appropriate training of these organs is essential. If police organs, civil guards and local authority enforcement organs perform joint coordinated activities aimed at the prevention of human trafficking, higher efficiency in awareness raising, a fall in the number of victims and professional and efficient efforts in facilitating victims' speedy access to care services can be expected.

Responsible bodies: MoI, Police

Partner: Civil Guards

Funding: implementable from the Internal Security Fund (together with measure A.1.3)

Tools: training

Deadline: 2014-2016

Indicators: more efficient awareness raising, a fall in the number of victims, professional and efficient care services for victims

B.1.4. – B.2.4. A common IT platform serving the combat against human trafficking, which also supports efforts targeted at the reduction of demand and supply

National authorities, government and semi-governmental organs and civil organisations involved in the fight against human trafficking do not currently have a common IT platform that could serve as a practical surface, in addition to the general dissemination of information, to the maintenance of professional relations, the publication and exchange of professional materials, the sharing of good practices and the coordination of joint action. Besides, the use of community pages and other opportunities provided by the internet is not efficient or comprehensive enough, either.

Beyond general possibilities, it is necessary to develop an already existing website that meets the requirements of the general dissemination of information in a way enabling it to operate as a daily contact point, a professional forum and the fastest, most efficient and most economical professional communication and information sharing surface for authority, government, semi-governmental and civil organisations participating in the combat against human trafficking.

This structure would give opportunity for the mere sharing of information or, if necessary, for the joint treatment of a problem or the ad-hoc setting up of a procedure protocol that can be well used in everyday work.

The professional topic aimed at the reduction of demand may provide opportunity for discussing the international best practices and the efficient utilisation of the elements of the former that can be transposed to the Hungarian environment, while also giving room for future Hungarian and international poster campaigns, press releases, interviews, surveys and educational materials aimed at the reduction of the demand.

The professional topic aimed at reducing supply will give opportunity for discussing the international best practices and the efficient utilisation of the elements thereof that can be transposed and adapted to the Hungarian environment, as well as for the efficient organisation and coordination of the joint action of the parties involved.

The most topical elements of the contents of the website could be possible to share on major community pages as well, whereby both the website and the issue related to human trafficking would gain more knowledge.

The good practice of German partner law enforcement organs that ensures active presence on the most popular community page, where regularly updated traffic information, other information related to crime prevention and information, calls, campaigns, notices, arrest warrants and useful practices are shared with readers, must be examined and adopted. Authority profiles have high visitor numbers, so it is possible to run efficient crime prevention campaigns through these profiles.

Responsible body: MoI

Partners: Prime Minister's Office, the editors of the website of the Hungarian government kormany.hu or another website editing company

Funding: implementable from the Internal Security Fund; EUR 10,000 EUR; HUF 3,000,000

Tools: website

Deadline: 2016

Indicator: the operation of a well-known professional website with professional, awareness raising and public education supporting functions; active presence on the most popular community pages

B.1.5.- B.2.5 Preparing dedicated information materials serving the reduction of demand and supply

The preventive awareness building and awareness raising practice applied with the aim of reducing human trafficking requires uniformly applicable information materials which, for easy recognition, summarise the concepts necessary to understand in relation to human trafficking in an easy to understand and concise manner. These materials should furthermore present the conduct to follow with reference to an easily recognised, specific situation both by the potential victim and by the persons who get in contact with the potential and actual victim, and describe the possible and

foreseeable consequences of human trafficking both on the victim's and the perpetrator's sides. These information and counselling booklets must provide information on the relevant aspects of human trafficking to such detail that the specific characteristic features of especially vulnerable social groups should be included.

Especially vulnerable social groups include in general: children and minors, persons with any form of disability and Roma. Considering that foster homes and special homes accommodate a high number of children and youths with disabilities and of Roma origin, the special training of the employees of these homes through information materials tailor made for them is especially justified.

As a result of the wide-scale dissemination of information, latent victims will identify themselves more easily as human trafficking victims; their victim awareness will increase, whereby latency is reduced. By presenting dangers and protection methods, the number of potential victims can also be reduced. When presented guarantees for protection, victims start to trust justice to a greater extent, which will contribute to the successful completion of the criminal proceedings.

Public awareness building campaigns, programmes and information materials targeted at the demand must lay the emphasis on the new legislative environment, raise awareness about the facts that exploitation is punishable and criminal proceedings are inevitable, and specify the highest possible punishment. They must serve the purpose of being suitable for forming the attitudes of potential clients, thereby contributing to the reduction of demand.

Social advertisements make it possible for both the traditional (radio, television) and the new (online television and radio, internet news portals) communication methods of the electronic media to build increasing public awareness of a phenomenon. Since social adverts always aim to mediate some goal useful for society, they must be sufficiently eye-catching as well as expect potential interpretation problems involved in the general lack of information due to the current level of social awareness.

Responsible bodies: MoI, Police

Partners: MHR

Funding: implementable from the Internal Security Fund; EUR 10,000/year, HUF 3,000,000/year

Tools: awareness raising campaigns, programmes, information materials

Deadline: 2016

Indicators: number of information materials, campaigns

B.1.6.-B.2.6. Collecting and evaluating the Hungarian government measures and the programmes of various civil and interest representation organs on the treatment of the phenomenon of prostitution and the revision of the regulatory system on the basis of the results

By performing the research objectives, we shall have a better understanding of the demand dynamics, especially as regards the mapping of the attitudes and motivations of the users and organisers of forced prostitution and the minimisation of the profit of international organised crime.

Learning about international research achievements and conducting scientific cooperation may provide opportunity for finding the “best practices” in the EU for reducing demand, for analysing these and adapting them to Hungarian conditions.

Current scientific research on human trafficking is not closely related to the Government’s national strategy against human trafficking, to examining the demand side of human trafficking or to reducing demand.

International cooperation provides opportunity to learn about the best practices of EU states, but there are few examples of these having been adapted to the Hungarian circumstances.

There will be scientific knowledge available on the demand side of the combat against human trafficking, which will serve as the basis for efficient problem-solving activities by professional organs. The conferences closing the respective research give opportunity to discuss the results, to establish relations and exchange information.

By adapting practices implemented in EU states to Hungarian conditions, efficiency can be enhanced.

Responsible body: Directorate of Education, Training and Science Research of the MoI; NUPS

Partners: OKRI, civil organisations

Funding: the initial steps of implementation can be performed from the funds currently available, by attitude formation and sensitivity to the problem.

Efficient implementation requires targeted funding, however. The sources of this may be the Hungarian Scientific Research Fund (Hungarian abbreviation: OTKA), or R&D tenders of the Hungarian Academy of Sciences; HUF 10,000,000

Tools: one of the tools necessary for the implementation of the measure is mobilising the opportunities of scientific research. Professional organisations and ministries should launch scientific research tenders for research on the demand side of human trafficking.

Deadline: the implementation of the measure is continuous and is adjusted to the work schedule of scientific workshops

Indicators: research results

B.2.7. Using the opportunities provided by the Internet for the protection of children and, in the field of exploitation for sexual or labour purposes, for preventing victimisation

The codes of conduct currently applied by content and digital services providers do not always meet the European or national requirements regarding transparency, independence, the treatment of confidential data and the processing of personal data, which is also underpinned by a report of the European Parliament (2012/2068/INI).

In concert with the objectives of the EU, it must be examined how efficient the operation of the various systems serving the voluntary classification of contents related to sexual or labour

exploitation in Hungary is, and, together with audio-visual and digital media services, basic rules of conduct must be worked out, which service providers can incorporate into their statutes and on the basis of which it must be made obligatory to indicate a recommended age in the case of contents for children.

At the same time, the efficiency of the applied notice and take down procedures must certainly also be examined, by considering the best international practices.

The efficiency of law enforcement in Hungary as well as between Member States regarding preventive action for the protection of children from internet crimes must both undergo separate evaluation.

The relevant information must be made accessible around potentially “victim source” online advertisements, probably in the form of a regularly appearing pop-up window on recruitment websites, as well as on dating websites and surfaces offering sexual services in a way compatible with the interests of service providers with fair market conduct.

Cooperation agreements between justice and the civil society must be evaluated to see whether they are able to meet efficient hotline and cooperation coordination requirements and it must also be examined whether the campaigns and efforts targeted at the prevention of victimisation are efficiently enough implemented in the digital space.

As regards contents related to sexual and labour exploitation, a direct access protocol must be worked out for children and a system for obligatory approval for parents with reference to data suitable for identification, with special attention paid to the increasingly intensive flow of personal data involved in the widespread use of community networks and chat rooms.

With reference to such contents, a system of warning pages or other audible or visual signs must be generally introduced.

Online contents related to paedophilia are generally shared through file exchange systems, for the monitoring of which there is an excellent international practice available. Learning about and adopting the practice is a task we are currently involved with, for which FBI provides an organised and practice-oriented educational framework.

Responsible body: MI

Partners: National University of Public Service; National Media and Infocommunications Authority (Hungarian abbreviation: NMHH)

Funding: implementable from the Internal Security Fund; HUF 9,000,000/year, EUR 3,000/year

Tools: scientific research, assessment-analysis activity based on the data available at the national and international levels, the monitoring of international practices, the organisation of conferences in the field, the operation of an Internet Hotline through NMHH

Deadline: 2015-2016

Indicators: compliance with the report of the European Parliament 2012/2068/INI

B.2.8. Complementing the curriculum of the subject of sexual education within the framework of the National Curriculum with awareness raising of the dangers of human trafficking

Using teaching material in school education that can be integrated into the curriculum and is prepared considering the level of awareness that can be expected at a certain age would make it possible to expand students' knowledge of human trafficking, make them acquire the necessary information on prevention, by keeping in view the potential special needs of the students or schools.

In relation to the prevention of victimisation, it is reasonable to present the process of human trafficking, the methods of recruitment, the instruments used, covering opportunities, the most frequently recommended activities and the ultimate goals, thereby also raising awareness of the risk of victimisation. Awareness raising may be implemented in the forms of lectures, forums, customised counselling, information leaflets, folders, social adverts, short films or spots. All forms must include information on where victimised persons can seek help, what forms of support are available to them, what help and what protection guarantees they can get and how they should prevent repeat victimisation.

Responsible body: National Coordination Mechanism (for working out the relevant part of the material); MHR (for integrating it into the Curriculum)

Partner: -

Funding: no separate funding required

Tools: working out a short part of the curriculum; awareness raising; information materials

Deadline: 2015

Indicators: the number of students provided the education

C. The detection and prosecution of perpetrators; the protection of the rights and interests of plaintiff and victims

It is only the police that have a specific organisational unit involved with the issue of trafficking in human beings. In the systems of the prosecutor's services or the courts, there are no 'specialised' organisational units or similar professional networks based on the Act on Criminal Proceedings or internal administration rules. Based on the general provisions of the legislation on criminal proceedings, the proceedings are conducted before courts and (county) prosecutor's offices.

In criminal proceedings launched in cases of the transnational forms of human trafficking, it is essential to make more efficient use of the existing instruments of international cooperation against crime, to exchange information between authorities and to share the best practices. Even more so, because parts of the criminal conduct committed in various countries (recruitment, accommodation, transportation, exploitation) are impossible or difficult to evaluate isolated from one another; it is necessary to investigate, at least at the level of facts, the whole process so as to prove the criminal action.

With reference to cooperation between EU Member States it can be established in general that it is adequate, fast and efficient. The opportunity of direct contact between justice authorities is available and there are several forums, too, supporting cooperation. There is also an opportunity to set up joint investigation teams facilitating the proceedings, and the opportunities for and forms of criminal and justice cooperation are widely regulated. In the field of international cooperation, EU legislation is active and innovative; in this field there is no need to take special national measures in relation to human trafficking. Special mention should be made of the institution of European arrest warrant, which, on the one hand, treats trafficking in human beings as a so-called catalogue events (which significantly simplifies the proceedings), and on the other hand, contrary to the international arrest warrant applicable against non-EU states, it makes it possible to transfer the own citizens of the requested country to the requesting country.

International criminal cooperation outside the EU is less efficient. Communication is indirect and is performed via the central authorities primarily; forums facilitating fast and efficient administration are missing; procedural rules are formal and inflexible. It would be a forward-looking solution to apply the Second Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters done at Strasbourg in 1959, which could create an efficient framework and opportunity similar to the cooperation within the EU. The additional protocol was signed but has not been ratified by Hungary. Switzerland, which has a strategic role from the point of view of Hungary in the combat against human trafficking, Ukraine and all the Balkan countries have ratified the protocol, so ratifying it could involve considerable advance in the international cooperation with these countries.

The concept of ‘victims’ does not appear in the act on criminal proceedings, and victim protection, elaborated on above, is not identical with, regarding either its goals or its tools, with witness protection applied in criminal proceedings. Criminal proceedings recognise the protection of plaintiffs’ interests and positions by granting the fundamental rights, the opportunity of a mediation procedure, the implementation of civil claims and similar tools, which can be considered a kind of victim protection, too, since, in the case of a crime of trafficking in human beings, the plaintiff in the sense of criminal law is identical with the concept of the victim applied in the strategy; at the same time, the primary goal of the criminal proceedings is not the reparation of victims, but the implementation of the criminal legal demands of the state. In view of this, criminal proceedings have detailed provisions on the question of the protection of witnesses as a tool for fruitful proceedings, while the protection of victims or considering the special needs of victims appear with lesser weight.

At the same time, without prejudice to the rights of the accused, the rights of plaintiffs/victims must be guaranteed and their interests must be protected considering and in compliance with the case law of the European Human Rights Court and the European Court.

Objectives:

C.1. More efficient action in law enforcement against human trafficking

C.2. A more efficient application of the tools of financial investigations and asset recovery during criminal proceedings; compensation to plaintiffs

C.3. Making relevant actors familiar with the new legislative environment

C.4. In the course of the criminal proceedings, the avoidance of the secondary victimisation of victims; enhancing trust in justice

Action:

C.1.1 Exploring and applying the opportunities of administrative approach in the combat against human trafficking

The tools of criminal law must not be assigned an exclusive role in the combat against human trafficking. Successful international experience justifies that in the case of perpetration methods appearing as lawful activities, human trafficking can be efficiently prevented, blocked or eradicated by public administration means as well.

In order to facilitate the above, it must be explored in which areas in Hungary human trafficking or other criminal actions related to that are committed within the framework of activities appearing as lawful and governed by public administration rules or are committed by misusing these public administration rules. Considering the specific features of Hungary, action of administrative nature may primarily have a role in relation to illegal brothels, recruitment for labour exploitation, domestic servitude or the exploitation of socially disadvantaged or mentally disabled persons. The application of administration tools enabling general action against organised crime, like property declaration obligation for a given period or the introduction of measures to limit cash movement should also be considered. Sufficiently efficient and practically applicable regulations for the phenomenon of prostitution would also enable the introduction of new, efficient administrative measures against human trafficking for sexual purposes.

On the basis of the findings of the comprehensive situation analysis and by involving experts of the relevant fields of public administration in the preparatory work, we must identify the points of intervention where, by the application of special administrative rules and the creation of control methods or other effective practice, unlawful activity can easily be detected, prevented or eradicated. When working out the regulation, efforts should be made to prevent that the efficient action against human trafficking should create extra administrative or other burden for those pursuing genuinely legal activities.

The administrative tools should be applied on the condition that the officials applying them should be given appropriate training regarding the goals, tools and the procedural order of the regulation as well as the special needs of the victims. Similarly essential are the regular revision of the system, the monitoring of the changing perpetration patterns and the replacement of practices that prove inadequate. In the course of working out and applying successful methods, efforts should also be made to design ones that can be effectively used in similar combats against other crimes affected by public administration.

The application of administration tools is more cost efficient compared to the application of instruments of criminal law and can thus serve as a replacement solution. Through this form of prevention, the load on the criminal justice system can be reduced, while firm action by the state is made possible prior to the detrimental effect of human trafficking taking place, i.e. before the exploitation of victims could be performed.

Responsible body: National Coordination Mechanism

Partners: the organs involved in the application of the administrative tools explored

Funding: no funding required

Tools: survey and assessment of the criminal and legal situation; creation of a legal framework at the points of intervention identified; creation of legal practices

Deadline: continuous

Indicator: -

C.1.2. Setting up multidisciplinary law enforcement units

Considering the specific features of ongoing criminal proceedings in the field of human trafficking and the expectations of the European Union Strategy in accordance with the former, investigations into cross-border criminal activity and the coordination and analysis of proceedings launched in relation to the phenomenon of human trafficking should reasonably be performed within the framework of a multidisciplinary law enforcement unit (Priority C, Action 1)⁹. The multidisciplinary approach should be implemented, especially considering the professional experience that has accumulated in the field and the international relations established, by taking the current organisational structure as a basis and by adequately expanding the capacity of the appointed organisational unit with national competence.

The responsibilities of such a unit include monitoring the changes related to all manifestations of human trafficking and the special victimisation, recruitment and other perpetration methods and monitor the open source information available with regard to advertising the services offered by victims and the recruitment of victims. The unit must have adequate specific knowledge for the complex treatment and assessment of the criminological, criminalistic, psychological, sociological, IT and other characteristics of human trafficking as a whole as well as by the persons – perpetrators and victims – involved in it.

Responsible body: MoI, Police

Partner: Office of the Prosecutor General

Funding: implementable from the Internal Security Fund, HUF 12,000,000; EUR 40,000

Tools: -

Deadline: 2016

Indicators: setting up and appointing the unit; guaranteeing the conditions necessary for operation

C.1.3. Developing international cooperation capacities

⁹ The EU Strategy towards the Eradication of Trafficking in Human Beings 2012–2016 COM (2012) 286 final

Considering the specific features of cross-border human trafficking, it is essential to meaningfully further develop active international anti-crime cooperation, in which Hungary must be able to have an initiator's role as well.

Considering the needs of this extensive and highly specific system of tasks and the central role that international cooperation has in an effective combat against cross-border human trafficking, it is reasonable that the performance and the coordination of international cooperation obligations in the field of human trafficking should be performed primarily or, in justified cases, exclusively, by the law enforcement organisational unit with national competence, responsible for this field. It must be ensured for the unit that the number of necessary staff, with the required specific knowledge and language skills, for the performance of the tasks is available. There must be funds made available for the unit to perform, in cases justified in view of the Hungarian criminal interests, active, initiative, networking tasks as well. The appointed unit must operate as a contact point for foreign partner organs appointed in the field and with respect to criminal cooperation agreements focusing on human trafficking.

In the course of international anti-crime cooperation and in the coordination of criminal proceedings launched in the respective countries, wider use must be made of the capacities of Europol and, with the help of prosecutors, of Eurojust, and joint investigation teams must be set up in greater number.

Enhanced cooperation results in the coordinated action of the law enforcement units involved, fast information exchange and up-to-date knowledge of the changing modus operandi and the situation of international crime.

Responsible bodies: MoI, Police

Partner: Office of the Prosecutor General

Funding: implementable from the Internal Security Fund; HUF 30,000,000/year; EUR 100,000/year

Tools: -

Deadline: 2016

Indicators: -

C.3.1. Familiarising justice actors and all other stakeholders with the new legislative framework and working out a general scheduled training plan for them

Familiarisation with Directive 2011/36/EU and Act C of 2012, which is to take effect on 1 July 2013, including the partly new legal definitions of human trafficking and related crimes, and discussions on arising interpretation issues, are already ongoing. Directive 2012/29/EU of the European Parliament and of the Council establishing minimum standards on the rights, support and protection of victims of crime, still to be transposed, must also be part of the training.

The European Commission, too, enhances its training activity focusing on jurisdiction and cross-border prosecution. It primarily focuses on the coordination of various actors in order to increase policy coherence and to be able to, in case of need, concentrate efforts on specific fields and actors.

CEPOL offers trainings on human trafficking, a common curriculum and an e-learning module to police officers. Frontex has worked out special training material on human trafficking for specialists involved with illegal migration. Tools and information related to the detection and treatment of human trafficking victims are to be part of the arsenal of the European Asylum Support Office (EASO) in treatment modules and handbooks.

Professional organisations do not fully exploit the opportunities provided by EU institutions. It is sometimes due to the obligation to pay daily allowances or, less typically, national pre-financing why there are no Hungarian participants delegated to certain trainings. There is no uniform concept or practice for the adaptation of the acquired new knowledge or experience to Hungarian conditions or for incorporating these into the basic training. Handbooks and educational materials are not always translated into Hungarian.

Through implementing this action, efficiency can significantly be increased in both the basic training and in the further training conducted at work places and service points, as well as in self training and, accordingly, also during professional work. The international cooperation competence of the Hungarian participants in the combat against human trafficking also improves.

Responsible bodies: MoI, MoI Directorate for Education, Training and Science Organization, NJO

Partners: OKRI, NUPS, civil organisations

Funding: implementable from the Internal Security Fund, considered with action A.1.3

Tools: the action is implementable through the tools available. The training material should be uploaded to the online platform to be established for practitioners on the website <http://emberkereskedelem.kormany.hu/>.

Deadline: 2014-2016

Indicators: number of worked out training materials; number of persons involved in the training

C.4.1 Reconsidering the role of victims, especially human trafficking victims, and the significance of their testimonies in criminal proceedings; the victim centred application of the instruments of procedural law available and the application of new investigative techniques

A central element in the criminal law approach to human trafficking is the victim's position in the criminal proceedings.

According to our procedural law, the victims of human trafficking are, in their plaintiff's position, active participants of the criminal proceedings, partly because of their opportunities (their right to make applications) and partly due to their obligation (to be heard as a witness).

The evidence they deliver is evidently of fundamental importance, but their testimony alone is not sufficient for the prosecution of perpetrators. By the application of special techniques and secret investigation tools applied in the combat against organised crime and by further investigation techniques considering the specific features of human trafficking it must be ensured that the proceedings can be conducted, if possible, without the victims' testimony, too, or the potential withdrawal of or change in their testimony should not fundamentally affect the outcome of the proceedings.

Victim protection and the reparation and reintegration of victims are rather the tasks of government and civil society organisations operating outside the criminal proceedings; these functions are not to be performed by the criminal proceedings. It is true nonetheless that criminal proceedings could, within the framework of the given targets and set of tools, give more room to the (more) appropriate treatment of the victims of crimes, where more focus must be given, instead of victim protection, to designing a set of tools by appreciating the specific situation of victims.

For victims to be aware of their role, obligations and opportunities in the procedural law, they must receive comprehensive information on these. In the course of this, victims' personal situation, age, gender, potential disability and maturity must be considered and their physical, intellectual and moral integrity must be respected.

Responsible bodies: MoI, Police

Partners: MPAJ, Office of Prosecutor General, NJO

Funding: no funding required

Tools: the training of specialists in the field; working out and applying special investigation techniques; working out and applying victim-centred information dissemination practice and techniques

Deadline: continuous

Indicator: -

C.4.2. Working out a protocol for the avoidance of secondary victimisation during actions related to the criminal proceedings

Secondary and repeat victimisation, intimidation and retaliation occur to a high percentage of human trafficking victims, especially to the female and child victims of sexual exploitation, but also to socially vulnerable victims and those with mental disabilities.

In order to prevent the above, a protocol should be worked out according to the following aspects:

It should be mapped within the framework of a risk analysis performed by experts with special knowledge and of individual assessment what preventive measures are/might be/will be necessary.

Respect, tactfulness, a customised, discrimination-free expert attitude and an integrated human rights approach demonstrated by authorities towards the plaintiffs/victims during the criminal proceedings are at the same time the key to trust in the criminal justice system.

Article 20 (b) of Directive 2012/29/EU and Article 12 (4) (a) of Directive 2011/36/EU rule that, through the right planning and scheduling of the investigation, the way of recording the actions of the proceedings and the application of similar tools, the unnecessary repetition of interviewing plaintiffs/victims during the different phases of the proceedings should be avoided.

It is only in cases when no other action is applicable that visual contact or any other form confrontation between plaintiff/victim and the defendant should be used as a procedural step in the course of the proceedings. Even in unavoidable cases, technical instruments that can be used as replacements for personal presence must be widely applied.

The protection of the private life of plaintiff/victim is another important means for the prevention of secondary victimisation and repeat victimisation, intimidation or retaliation, in view of which unnecessary questions regarding private life that are not closely related to the criminal action should be avoided.

Where possible, separate entrances and separated waiting area must be made available in court and police buildings so as to make sure that personal contact between plaintiffs/victims (and their families) and defendants could be avoided. At places where these conditions are not available, the above aspect must be kept in view when the refurbishment of the buildings or the construction of new buildings takes place.

Efforts must be made for the full exploitation of the communication technologies available, whereby the physical presence of the plaintiffs/victims in the courtroom can be avoided.

Even if there is no established practice for it, mediation, as a means of restorative justice, is not excluded in the basic cases of human trafficking. At the same time, if mediation emerges as a possible means, guarantees are required to ensure that the interests and needs of victim are of primary consideration so that secondary and repeat victimisation, intimidation and retaliation could be prevented.

Responsible body: MoI, Police

Partner: victim support services, Office of Prosecutor General

Funding: it is essentially the wider use of the technical facilities available (technical facilities as replacements for personal presence, communication technologies, separate entrances, separated waiting rooms) that needs funding; establishing the relevant procedural law practice does not require any funding

Tools: attitude formation within the framework of trainings and professional programmes implemented irrespective of this measure; possibly working out protocols; the more efficient application of existing tools

Deadline: continuous

Indicator: avoidance of secondary victimization

C.4.3. Revision of Order No. 46/2007. (OT 30.) of the National Police Headquarters

The implementation of police duties concerning the treatment of offences related to prostitution and human trafficking are governed by Order 46/2007. (OT 30.) of the National Police Headquarters (Hungarian abbreviation: ORFK), which took effect on 1 January 2008. The order primarily serves uniform police action against prostitution, related crimes and trafficking in human beings and sets out criminal, crime prevention and victim protection tasks for police organs. Considering the terminology of the new Criminal Code, Directive 2011/36/EU and Government Decree 354/2012 (XII.13.), the revision of the normative order currently in force is inevitable.

Responsible body: Police

Partner: -

Funding: no funding required

Tools: no tools required

Deadline: 2014

Indicator: -

C.4.4. Revision of the witness protection system considering, beyond measures for the humane treatment of victims, the special characteristics of human trafficking victims

Witness protection tools primarily aim to ensure that, for the sake of witnesses' safety, their data, contact details, etc. are concealed from the victim and other participants of the proceedings; essentially, it is guarantee for the personal protection and absolute inaccessibility of witnesses, whereby witnesses' willingness to cooperate increases. As regards the tools of witness protection, there is a wide range of opportunities offered during proceedings from the restricted handling of witnesses' data to witnesses' participation in the Protection Programme. Given the specific features of human trafficking crimes, however, these opportunities of procedural law become practically formal, and inapplicable or nonsensical.

Primarily in the case of human trafficking for the purpose of sexual exploitation, the restricted handling of personal data or the category of highly protected witness provide insufficient protection, given their nature, due to the close relationship, often emotional dependence, between the victim and the perpetrator.

Given their personalities, family relations and lifestyles, victims are typically not suitable for participation in the Protection Programme. The strict rules of conduct of the Protection Programme are unsuitable for the appropriate treatment of the victim character or the reintegration of the person concerned in any case and may, instead, cause the victim's secondary victimisation. It is not typical, either, that victims have information on the human trafficking they are involved in – on its network, operation, etc. – on the whole, which would justify their admittance into the programme.

At the same time, the application of the Protection Programme may prove necessary in spite of the above, because of which the international experience that, by transforming the rules of participation and by making the conditions of admittance more lenient would make this special form of witness protection available to human trafficking victims as well, should be examined.

The transformation of the system of personal protection seems to be a more effective solution applicable in a wider range, however. By mapping victims' needs, the new or already existing tools suitable for efficiently enhancing victims' subjective sense of security and their objective security at the same time, must be specified. As a next step, by making the necessary resources available and implementing technical development, the tools of personal protection must be made easily accessible for victims on a wide scale.

Meeting victims' legitimate needs, improving their relations with authorities and enhancing their sense of safety may uniquely and extremely efficiently enhance victims' willingness to cooperate and thereby contribute to the successful completion of the criminal proceedings. Cooperation with victims when designing the set of tools and precisely assessing their needs enable at the same time to introduce cost efficient measures as well as to find the ways to enhance the efficiency of already existing tools.

Victims' subjective sense of safety and their ability to represent their needs may significantly be enhanced by introducing non-criminal-law tools of victim support in criminal proceedings. Case managers or government or civil organisations involved with the victims must be given the opportunity of participation in the criminal proceedings. Organisations working in victim support are able to more efficiently facilitate victims' presence, prepare victims for the expected consequences of the proceedings and, through their supportive presence, may provide assistance during the hearings, thereby successfully reducing the danger of secondary victimisation. Authorities' thus getting in contact with the organisations responsible for the integration and reintegration of victims may on the other hand help these organisations to take into consideration, in the course of their own activity, the expected demands of the authorities in charge of the criminal proceedings. This partnership relation may furthermore enable victim support organisations to initiate fast, efficient and professionally justified action by authorities even after the closure of the criminal proceedings for the prevention and avoidance of repeat victimisation.

Responsible bodies: MoI, Police, MPAJ

Partners: victim support organisations

Funding: no funding required for the assessment of conditions; setting up new tools and transforming and extending existing ones require the resources necessary for their operation

Tools: new set of tools; transforming and broadening the range of the existing tools

Deadline: continuous; can be launched without delay

Indicator: -

D. Enhancing coordination with the relevant Hungarian government, semi-governmental and civil organisations involved

In Hungary, it is the Deputy State Secretariat for EU and International Relations of the Ministry of Interior that coordinates action against trafficking in human beings, one of the major tasks of which is the eradication of human trafficking. It is this organ that ensures cooperation between the various government and non-governmental organisations and is responsible for the measures Hungary takes against human trafficking at the international, European and national levels.

The framework of government action against human trafficking was laid down for cooperating actors in Hungary by Government Decree 1018/2008 (III.26.) on the national strategy against human trafficking for 2008-2012. The mission of the informal round table established for the cooperation of the National Coordination Mechanism, serving the cooperation of the national coordinator against human trafficking and government organisations contributing to the fight against human trafficking, and non-governmental organisations, encompasses enhancing the efficiency of the combat against human trafficking, relations building and dialogue between the national coordinator and the non-governmental organisations involved, including information exchange on the activities of the parties, and the mapping of potential fields of cooperation between the participants.

The objectives of the National Coordination Mechanism and the informal round table include creating a framework for efficient cooperation between the coordinator and non-governmental organisations involved in the combat against human trafficking, ensuring regular contact and more efficient information flow between the members of the informal round table, coordinating non-governmental organisations participating in the combat against human trafficking, mapping opportunities for joint action, thematically examining professional issues and working out opinions and proposals.

Directive 2011/36/EU of the European Parliament and of the Council underlines the importance of coordination against human trafficking and calls upon Member States to set up systems of cooperation and further develop existing ones. One of the priorities of the EU strategy towards the eradication of human trafficking is to enhance coordination and cooperation between key actors and create coherence between policies. Accordingly, coordination and cooperation between key actors operating in the field of human trafficking must be improved, thereby helping the policy against human trafficking be incorporated into the related policies.

Objectives:

D.1 Under the supervision of the government coordinator, reinforcing a more practice-oriented operation of the government coordination mechanism; continuous awareness of the actual situation

D.2 Introducing a dedicated budget appropriation for the combat against human trafficking

D.3 Strengthening international cooperation

Action:

D.1.1 Developing relations between the National Coordination Mechanism and the NGO Round Table

The members of the National Coordination Mechanism and the representatives of the round table comprising civil organisations do not have sufficient information on the activities of one another or the efficiency thereof. Despite the communication channels available – a website against human trafficking and a mailing list – there are difficulties with the information reaching the members or the national coordinators against human trafficking and sometimes it does reach them at all. In the field of strengthening coordination, the reinforcement of a more practice-oriented operation of the government coordination mechanism under the supervision of the government coordinator will foster continuous awareness of the current state of play of human trafficking. It is necessary to work out efficient information exchange, risk analysis and problem solving alternatives within the framework of the government mechanism and the civil round table.

Responsible body: MoI

Partners: National Coordination Mechanism, civil organisations

Funding: implementable from the Internal Security Fund; appr. EUR 100,000; HUF 30,000,000

Tools: communication tools, setting up a reporting scheme

Deadline: continuous

Indicator: efficient information flow

D.1.2. Setting up local coordination mechanisms modelled on the example of the national mechanism

Action against human trafficking may be efficient if it is implemented incorporated into the local social policy, i.e. if the local and a wider community participate in it. The coordinated and coherent actions of authorities, local authorities, institutions, civil organisations, churches and civil communities of the region or micro region concerned have priority role in prevention. In the combat against human trafficking, reducing both the demand and the supply sides inevitably requires involving in the prevention the local actors who are able and willing to take action for the prevention of victimisation, the identification and referral of victims and for helping their access to the system of care. Higher efficiency can be attained in the action against perpetrators and in the appropriate treatment of, care for and reintegration of victims if these are implemented within the framework of national cooperation. The best forum for coordinating the activities of the civil and government organs participating in the cooperation, for mapping new directions in the cooperation and for creating dialogue is to set up an informal round table at the local level, i.e. create a local coordination mechanism. Cooperation is expected to reduce latency and increase the efficiency of the detection of perpetrators, the identification of victims and their referral to the care system.

It is reasonable that appointed representatives of law enforcement organs, courts and the prosecution service also participate in the activities of the local professional forums.

Responsible body: MoI

Partners: National Coordination Mechanism, civil organisations

Funding: implementable from the Internal Security Fund, alongside with action D.1.1

Tools: communication tools, setting up a reporting scheme

Deadline: continuous

Indicators: a fall in latency; higher efficiency in the detection of perpetrators and in the identification and referral to the system of care of victims

D.1.3. Under the guidance of the coordination mechanism, documenting good practices and successful cases in a system and, in case of need, requesting the National Coordination Mechanism to work out protocols, professional guidelines or recommendations

One of the objectives in relation to the development of the National Coordination Mechanism is the need for up to date information on the trends and processes of human trafficking to be at members' disposal. Once this objective has been realised in practice, this information and experience can be further used. One way for the latter is to draw consequences from enlightening cases that the National Coordination Mechanism has dealt with, to serve as the basis of guidelines, recommendations and protocols to be disseminated to all actors involved in the combat against human trafficking.

Responsible body: National Coordination Mechanism

Partners: civil organisations

Funding: no funding required

Tools: the existing surface of the National Coordination Mechanism (kormany.hu, microsite) primarily

Deadline: continuous

Indicator: systemized good practices, successful cases

D.2.1 Separating a dedicated budget appropriation for the combat against human trafficking

Within the framework of a pilot project, it can be tested from a single budget appropriation, through framework agreements focusing on task performance in the course of a pilot year, what the most efficient methods and opportunities for the performance of the tasks are. For the projects already running, support frameworks can be called down from EU funds later on.

Further financing will depend on the outcome indicators of the efficiency of the tools, measures and programmes to be applied at several levels and forums to be measured by continuous monitoring, so precise accounts speak for themselves and require setting up an adequate system of indicators.

Responsible body: MoI, MHR, MNE, MPAJ

Partners: civil organisations

Funding: budget sources, must be considered when planning the budget for the year concerned; in the form of chapter managed appropriations.

Tools: notification of needs during budget planning

Deadline: continuous

Indicator: -

D.3.1 Strengthening international cooperation with the relevant countries and international organisations and active participation in the EU Network of National Rapporteurs or Equivalent Mechanisms also contribute to enhancing coordination

An activity aimed at supporting human trade victims taken from Hungary abroad or arriving in Hungary from third countries, analysing triggering reasons and contributing to designing preventive programmes, which point beyond (and potentially complement) anti-crime cooperation is participation in joint projects and research with third countries and various international organisations.

While state involvement and the facilitation of finding the right partners are essential, civil society organisations have a key role in the above. The most useful way for demonstrating and learning about prevention, awareness raising and good practices is participation in such cross-border international cooperation.

Beyond facilitating the operation of civil organisations in Hungary and training their staff, international cooperation has a key role in assessing the needs of persons coming from Hungary to destination countries, in finding the efficient and adequate responses as well as in cooperation in joint projects with international organisations.

Responsible body: MoI, Police, MFA

Partners: National Coordination Mechanism, civil organisations

Funding: implementable from the Internal Security Fund; appr. EUR 100,000; HUF 30,000,000

Tools: working out joint programmes and protocols

Deadline: continuous

Indicator: an improved image of Hungary, strengthened international cooperation

E. Mapping opportunities for safe return and reintegration at the government level; designing supportive action

The operation of the Shelter (safe accommodation) that provides immediate housing and comprehensive care is governed by Government Decree 1018/2008 (III.26.) *on the National Strategy against Human Trafficking for 2008-2012*. Every year, the Office to Monitor and Combat Trafficking in Persons (TIP Office) of the United States of America releases a report, based on the legislation on the protection of human trafficking victims, on 150 countries in the world. Hungary's rating is largely determined by the continuous operation of the Shelter and the implementation of

the measures targeted at its development and enlargement. The recommendations of the United Nations CEDAW Committee for Hungary of the year 2012 include establishing more safe accommodations for the victims of human trafficking.

At the moment, there is one Shelter operated in Hungary from state subsidies that provides safe accommodation, full board in case of need as well as support through the means of legal, psychological and social work to the victims of human trafficking. The Shelter houses 6 people and so, in 2012, it was able provide for 19 people altogether (13 single women, 3 mothers with children and 3 children). The period of care is 90 days, which may be prolonged on one occasion, by maximally 90 days. The care provided at the Shelter essentially serves the prevention of life threat and the solution of the crisis situation; the period of care of 90 days is not sufficient for the victim's absolute reintegration into society.

There is no comprehensive reintegration programme for victims worked out and financed by the government, and the range of ad hoc instruments is not really wide, either.

Objectives:

E.1 Safe return

E.2 Prevention of repeat victimisation

E.3 Development of integration

Action:

E.1.1 Strengthening the government mechanism of safe return, through the cooperation of civil society partners, and providing a financing basis for it

Hungarian citizens who fall victim to human trafficking abroad are entitled to receive aid for returning home, through the help of the consular service. Recently the number of victims in need of this service has grown, which may significantly boost the budget needs of the Ministry of Foreign Affairs for this purpose in the short run already. It is reasonable to consider this in time, because of which this action has to be included in the current strategy. Victims who do not wish to make use of the help of the consular service usually get back to Hungary in an ad-hoc way, with the help of civil organisations. In order to change this situation it seems reasonable to treat the issue of safe return also within the framework of the order of victim identification and referral.

Responsible bodies: MFA, OKIT

Partner: MHR, National Coordination Mechanism, civil organisation

Funding: to be considered in the budget planning for the year concerned; appr. HUF 3,000,000/year

Tools: government mechanism

Deadline: continuous

Indicator: victims' safe return home

E.1.2 Establishing transitory apartments related to the Shelters, helping victims' social reintegration

For victims of violence between related parties, there are transitory apartments (Félutas Kiléptető Házak) in operation, related to the crisis centres established for these victims, where psychological and legal counselling and the help of social workers are guaranteed, but where former victims are supposed to provide for themselves as regards their physical needs (food, clothing). From crisis centres, former victims must apply to get into a Transitory Apartment; the condition for successful application is that they have regular income from registered, legal employment. Transitory Apartments provide accommodation for five years; tenants must pay part of the public utility costs from their income. The goal is to develop the former victim's ability of self-subsistence (as well as the ability to sustain a co-habiting relative, typically their own child) and to reinforce this ability. It is reasonable that Transitory Apartments be connected to Shelters, both of these operating along similar principles.

Responsible body: MHR

Partner: -

Funding: implementable from the HRDOP; HUF 15,000,000 HUF/house for the costs of establishing; HUF 4,000,000 /year/transitory apartment for maintenance

Tools: establishing 2 houses within the framework of a pilot project

Deadline: between 2014-2016

Indicator:

- number of places established
- number of victims cared for
- uniform care protocol worked out for the transitory apartments – 1

E.2.1 The avoidance of repeat victimisation requires setting up a follow-up system meant to serve following up on the life and protection of identified and supported victims after their release from safe accommodation

Beyond helping the integration of victims accepted into and released from the care system, it is extremely important to teach them how to avoid repeat victimisation. Nobody should be released from the system without knowing about toll-free helplines or without being aware of their rights and opportunities. Beyond follow-up and training within the system, case managers must perform follow-up after victims have been released from the system as well. Working out a follow-up protocol (covering regularity and the method as well) is essential for the efficient operation of the system.

Responsible body: MoI, MHR, OPAJ

Partners: National Coordination Mechanism, civil organisations

Funding: implementable from the Internal Security Fund

Tools: follow-up protocol

Deadline: 2016; after transitory apartments and case managers are in place

Indicator: increased victim awareness of victims; their awareness of their rights and opportunities; a fall in repeat victimisation

E.2.2. Setting up a GPS system; involving former victims released from the crisis care system as volunteers in victim care – pilot programme

Considering that former victims were personally exposed to the same experience, they can be of significant help by sharing their experience, injuries and opinions for the avoidance of victimisation. Through appropriate training, by becoming assistants and by being involved in the process, they can become authentic support for victims who have lost human trust. Special mention must be made of involving assistants of Roma origin in victim support mechanisms where victims of Roma origin are significantly overrepresented.

One of the major triggering reasons of human trafficking is social vulnerability, which can be led back to economic and social factors like extreme poverty, violence between close relatives or dysfunctional families. In many cases, it is not victims' social reintegration but their social integration that must be solved or facilitated. In these cases, there is a high risk of repeat victimisation.

In the crisis care of the victims of violence between related persons, peer support is an efficient means. By sharing their own story with victims in needs of support, former victims who experienced a similar situation, overcame the crisis and started a new phase in life are authentic examples to current victims who show them genuine opportunity for overcoming their current situation. Voluntary peer support can be launched as a pilot programme incorporated into the care process of victims of human trafficking.

The good practice established in France for the prevention of victimisation and for assisting already victimised persons in getting free from prostitution, can be considered in the implementation. The aim of the practice is to provide prostitutes with employment alternatives, legal opportunities for having an income, social services and awareness raising programmes. Persons who were former victims and thus are able to authentically demonstrate the phenomenon of human trafficking and especially sexual exploitation within that, also participate in these activities. Etnopsychiatrists, i.e. persons of the same ethnic origin as the endangered social groups, are able to build contact and trust with potential victims more easily. The practice resulted in higher efficiency in victim support, a fall in the chance for repeat victimisation, more efficient intervention in situations of crisis and higher efficiency in prevention as well.

Responsible bodies: OPAJ, patrons

Partners: civil organisations

Funding: pilot project implementable from the Justice Fund; HUF 10,000,000 /year

Tools: preparatory programme

Deadline: continuous

Indicator: number of persons involved as assistants; number of victims who participated in workshops held within the framework of peer support

E.2.3 Involving district commissioners in activities for the prevention of victimisation and repeat victimisation

The significance of the district commissioners' service lies in the fact that, as a police officer of the municipality concerned, the commissioner performs his service duties in the district concerned 24 hours a day. District commissioners play an important role in the communication of prevention recommendations to the target group, in preventive patrolling as well as in the relations with the government and the civil society actors involved in prevention. The regulations for the district commissioners of the police specifically underline the importance of personal relations building and nurturing within the municipality. Commissioners may have an important role in reducing both the demand and the supply side in the combat against human trafficking and in the appropriate victim identification and referral. Since human trafficking is not dealt with in the education of police officers either at the police secondary school or at specialised police trainings, it is essential that they receive training information on the phenomenon itself, on the new legislative environment and its practical manifestations, on the methods of recruitment, the opportunities of prevention and on the role that police commissioners are expected to have in prevention, victim identification and referral.

Responsible body: MoI, Police

Partners: National Council for Crime Prevention

Funding: implementable from the Internal Security Fund, alongside with action A.1.3

Tools: training material, training

Deadline: 2016

Indicator: the implementation of the training of district commissioners

E.3.1. Research on long-term integration programmes, on the follow-up on the lives of victims and on the most efficient possible performance of government actions related to these

Following up on the lives of victims in the care system and examining the impacts of the programmes designed for their reintegration into society, are high priority tasks beyond doubt.

After the identification of victims, the assessment of their needs and the formulation of responses to these and the designing and establishing of the necessary protection have been performed, the reintegration of persons released from the system is extremely important. While problems may arise several times during the entire process, it turns out only in the course of reintegration, when victims start a new life, if the care system was able to treat the case appropriately. Therefore, following up on the latter and doing related research are important for both the system and the victim. Research can be carried out through conducting personal interviews with the victims. This is complemented by surveys made with specialists dealing with the victims concerned (e.g. employees of shelters and

transitory apartments), for which the documentation recorded on the cases can serve as useful documentation. During continuous supervision, both the problems and the good practices may come to light, which can be useful when analysing the efficiency of the care.

Examining the process of victim support and victim's reintegration into society reveal the shortcomings of the system. Information on these serves enhancing the efficiency of the system.

Collecting the good practices and incorporating them into the training of specialists are tasks to be performed by the National Coordination Mechanism.

Collecting and analysing the integration programmes, designing a protocol for the appropriate (serving data protection guarantees) documentation of persons admitted into the system (even in cases when no criminal proceedings are launched) and for case description are also responsibilities of the members of the National Coordination Mechanism.

When following up on the lives of victims, data protection aspects must be considered and it must be examined how victims can be accessed and involved in the work even after their release from the system.

Responsible body: National Coordination Mechanism

Partners: civil organisations

Funding: implementable from the European Social Fund; project value EUR 200,000; HUF 60,000,000

Tools: setting up a follow-up system, researching experience, National Coordination Mechanism

Deadline: in two phases: first phase until 2016; on the basis of the experience gained until then (transitory apartments, GPS system, case managers), second phase, beyond the period covered by the strategy

Indicators: collection of good practices, research reports

E.3.2. Working out a comprehensive government programme targeting at the social integration and reintegration of human trafficking victims

Programmes serving victims' reintegration and integration and supported by current government and non-governmental organs and organisations should be collected and assessed, and recommendations for their coordination and development should be worked out within the framework of research.

A protocol must be worked out to enable the follow-up on victims after their release from the care system.

The measure will make it possible to avoid repeat victimisation and highlight upon the steps and process of successful social integration and reintegration, which will help the planning of supportive measures and programmes and the specification of the necessary points of intervention.

Responsible body: National Coordination Mechanism

Partner: civil organisations

Funding: European Social Fund; project value: EUR 200,000; HUF 60,000,000

Tools: research on long-term integration programmes, on the follow-up on victims and on the most efficient performance of related government responsibilities

Deadline: beyond the time period covered by the strategy

Indicators: research report, worked out protocol

IV. MONITORING

The implementation of the measures assigned to the objectives set in the strategy is to be performed by the organisations involved in the measures concerned. The monitoring of the policy strategy, comprising the evaluation of the progress made in the measures and objectives formulated, is to be performed on an annual basis, considering the Hungarian, European and international environment and expectations. During the monitoring it is also to be examined if the implementation of measures is adequately coordinated.

The verification of the implementation of the respective measures is to be performed by considering the basic principles specified in the strategy and depending on the practical realisation of the measures concerned.

It is the National Coordination Mechanism headed by the national coordinator and the institutions responsible for the respective measures that is to be responsible for performing the monitoring of the strategy. The national coordinator is to prepare annual reports on the results achieved with respect to the objectives set in the strategy as well as the measures still to be implemented. The preparation of this report is to be helped by members of the National Coordination Mechanism, who will inform the national coordinator on developments in their respective fields.

V. SUMMARY OF THE ACTIONS OF THE STRATEGY

	Action	Responsible body	Partners	Funding	Tools	Deadline	Indicator
	The operation of an appropriate and well-running victim identification, referral and protection system						
A.1.1	Ensuring the operation of the new victim identification and referral system: the creation of protocols and the monitoring of operation	MoI	National Coordination Mechanism	no funding required	setting up a database, drawing up protocols	continuous	annual review is performed
A.1.2	Preparing training materials and modules and making them accessible on a wide scale	NUPS	MPAJ; members of the institutions involved	implementable from the Internal Security Fund; EUR 10,000 EUR (HUF 3,000,000)	training materials, modules	31 December 2014	prepared training materials, 15 pages/field
A.1.3	Trainings for the acquisition of knowledge and skills required for efficient victim identification and appropriate victim referral	MoI (organisation of the trainings) MHR, MPAJ, Ministry of National Economy; MI, Police (delegation of participants to the training)	MFA, NUPS, civil organisations	implementable from the Internal Security Fund; HUF 8,000,000 / EUR 30,000 per training	training	2014-2016	number of trainings: at least 6, one per six months; the number of participants per training: at least 100 people
A.1.4	The further development and specialisation of existing knowledge towards the needs of human trafficking victims, for specialists working in victim support and protection	The Office of Public Administration and Justice (OPAJ), for compiling the examination material as well as for the preparation for the examination and holding the training course	members of the institutions involved	no funding required	National Coordination Mechanism, working out protocols; amendment of the legislation [Ministry of Justice Decree 22/2010. (XII. 28.)]; preparation for administration examination	31 December 2013 for the amendment of legislation; preparation for exam: continuous	the amended legislation

A.1.5	Establishing a professional network with specialised knowledge at the police	MoI	Police, NUPS	implementable from the International Security Fund; EUR 4000; HUF 1,200,000	e-learning teaching material; the continuous training of employees dealing with human trafficking cases with experts of partner government, semi-governmental and civil organisations involved	2016	an adequately trained and nationally coordinated professional network; a uniform separation and specific procedure protocol
A.1.6	Setting up a helpline you can call from abroad as well	MPAJ	Ministry of National Development, OKIT	implementable from the Justice Fund; special number: HUF 50,000; monthly fee: HUF 20,000; 300 calls per year/10 minutes per call/fee per minute HUF 250: approximately. HUF 1 million /year; EUR 2,500	project	2014	helpline you can call also from abroad, 24 hours a day
A.2.1	There must be appropriate services and forms of provision available for the support of victims	MPAJ, for implementing the directive, government offices, for recruiting the required number of employees OPAJ and civil organisations working with human trafficking victims, in preparing the methodology for employing case managers and in training the case managers	Civil organisations	from SROP	the employment of social workers as case managers at victim support services and their training (within the framework of priority projects)	2015-2016	20 social workers (1 per county) with case management training employed at victim support services
A.2.2	Developing access to mental and psychological support	government offices as regards ensuring the required number of employees		from the budget of government offices, financing the staff (positions) and the operational conditions	employment and training of psychologists	2015-2016	20 psychologists (1 per county) at victim support services

A.2.3	Capacity and service development at the Shelter (safe accommodation); establishing a new Shelter to be operated from state funding; working out a uniform care protocol to ensure the efficient operation of Shelters. Through the cooperation of the National Crisis Management and Information Telephone Service, establishing access coordination for the Shelters	MHR	National Crisis Management and Information Telephone Service, civil organisations	from the central budget; must be considered during annual budget planning; operational costs: HUF 8,000,000/accommodation/year; HUF 12,000,000 for establishing a new shelter	establishing a new shelter; working out operational protocols for shelters	one shelter to be operating in 2014; a new one to be set up in 2015, thus 2 shelters to be operating in 2016	number of protected places, number of victims cared for, established uniform care protocol, 1
A.3.1	Preparing information materials for victims based on European standards and working out a dissemination plan	National Coordination Mechanism	organs that get into contact with victims and those cooperating in the provision of services	implementable from the Internal Security Fund; appr. EUR 30,000; HUF 9,000,000	dissemination of information material	2014	prepared information material, its multiplication and dissemination
A.3.2	Obliging justice actors and the employees of organs participating in the identification to provide information to human trafficking victims	the organs participating in victim identification and support and the authorities participating in criminal proceedings	-	no funding required	making actors more sensitive to the issue	continuous	actors accepting and practicing the obligation of informing victims
A.4.1	Setting up an anonymous database able to examine the trends of human trafficking and making a map of intervention	MoI	National Coordination Mechanism, members of the institutions involved	implementable from the Internal Security Fund, EUR 100,000; HUF 30,000,000	setting up a statistical system and a uniform surface; creating a database	the deadline for working out the basis of the system is 31 December 2014; following pilot operation, data provision could start, according to plans, from January 2016 at the earliest	a uniform and up-to-date database

A.4.2	Setting up a uniform database facilitating the follow-up on and the filtering of victims, from their identification to their release from the victim protection system	MoI	OPAJ, Police, National Judiciary Office	implementable from the Internal Security Fund; HUF 12,000,000; EUR 4,000	the development of the existing integrated administration systems; cooperation agreement	2016	system operating on the basis of the implemented development
A.4.3	Setting up a data provision mechanism facilitating the monitoring of and follow-up on victims and their involvement in the victim protection system	MoI	OPAJ, Police, Office of the Prosecutor General, National Judiciary Office	implementable from the Internal Security Fund; HUF 12,000,000; EUR 4,000	cooperation agreements between the relevant actors; IT development; professional conferences; impact analyses with reference to general and IT specific data protection	2016	a common, interoperable IT work surface of the police, prosecutor's office and courts
A.4.4	Encouraging data provision by organs cooperating in the identification of victims	MoI, MPAJ	institutions involved	no funding required	attitude formation within the framework of the implemented trainings and professional programmes	2016	the number of victims referred through the system; the number of referral officials using the system
A.4.5	Working out a set of criteria for annual, statistics-based assessments	MoI	the organisations involved	implementable from the Internal Security Fund; HUF 9,000,000 HUF; EUR 3,000	implementation of reporting obligation	in 2016 at the earliest	the number of victims referred through the system; the number of referral officials using the system
A.5.1	Setting up a Transnational Referral Mechanisms	MoI	Police, MFA (Consular Department), Office of Immigration and Nationality, Office of the Prosecutor General, National Judiciary Office, civil organisations	through an EU tender (ISEC tender submitted); 2014: HUF 54,000,000; in 2016: HUF 36,000,000	Transnational Referral System, guidebook on the Transnational Referral System	2016	the number of victims referred through the system; the number of referral officials using the system
A.5.2	Setting up a Transnational Referral Mechanism with Switzerland	MoI	Police, MFA (Consular Department), Office of Immigration and	implementable from the Internal Security Fund; HUF 18,000,000; EUR 60,000	Transnational Referral System, guidebook on the Transnational Referral System	2016	the number of victims referred through the system; the number of referral officials using the system

			Nationality, Office of the Prosecutor General, National Judiciary Office, civil organisations				
A.5.3	Extending the Transnational Referral Mechanism for Victims to other countries affected	MoI	police, MFA (Consular Department), Office of Immigration and Nationality, Office of General Prosecutor, National Judiciary Office, civil organisations	in the time perspective of the strategy, no funding is required	Transnational Referral Mechanism (TRM) for victims, manual on the TRM	the time perspective is beyond that of the strategic planning	the number of victims referred through the system; the number of referral officials using the system
Efficient prevention, awareness building and awareness raising							
B.1.1- B.1.2	Working out a communication and training action plan aimed to increase social awareness	MoI, MHR, NMHH	National Coordination Mechanism, civil organisations	implementable from the Internal Security Fund, EUR 50,000; HUF 15,000,000	research, programme plan	2015	communication and training action plan
B.1.2- B.2.2	Involving the media in the activity of social awareness raising	MoI, MHR, NMHH	National Coordination Mechanism, civil organisations	media experts must be involved to find the ways of media coverage requiring no funding	coverage in public service news and programmes both in general and related to specific issues, coverage in popular commercial programmes	continuous	increased social awareness
B.1.3- B.2.3	It is necessary to involve the Civil Guard and local authority policing organs (e.g. public area policing) in the prevention work	MoI, Police	Civil Guard	implementable from the Internal Security Fund (together with measure A.1.3)	training	2014-2016	more efficient awareness raising, a fall in the number of victims, professional and efficient care services for victims

B.1.4- B.2.4	A common IT platform serving the combat against human trafficking, which also supports efforts targeted at the reduction of demand and supply	MoI	Prime Minister's Office, the editors of the website of the Hungarian government kormany.hu	implementable from the Internal Security Fund; EUR 10,000 EUR; HUF 3,000,000	website	2016	the operation of a well-known professional website with professional, awareness raising and public education supporting functions; active presence on the most popular community pages
B.1.5- B.2.5	Preparing dedicated information materials serving the reduction of demand and supply	MoI, Police	MHR	implementable from the Internal Security Fund; EUR 10,000/year, HUF 3,000,000/year	awareness raising campaigns, programmes, information materials	2016	number of information materials, campaigns
B.1.6- B.2.6	Collecting and evaluating the Hungarian government measures and the programmes of various civil and interest representation organs on the treatment of the phenomenon of prostitution and the revision of the regulatory system on the basis of the results	OKRI, Directorate of Education, Training and Science Research of the MoI; NUPS	civil organisations	Hungarian Scientific Research Fund (Hungarian abbreviation: OTKA), or R&D tenders of the Hungarian Academy of Sciences; HUF 10,000,000	mobilising the opportunities of scientific research, scientific tenders	continuous	research results
B.2.7	Using the opportunities provided by the Internet for the protection of children and, in the field of exploitation for sexual or labour purposes, for preventing victimisation	MoI	NUPS, NMHH	implementable from the Internal Security Fund; HUF 9,000,000/year	scientific research, assessment-analysis activity based on the data available at the national and international levels, the monitoring of international practices, the organisation of conferences in the field, the operation of an Internet Hotline	2015-2016	compliance with the position of the European Parliament 2012/2068/INI

					through NMHH		
B.2.8	Complementing the curriculum of the subject of sexual education within the framework of the National Curriculum with awareness raising of the dangers of human trafficking	National Coordination Mechanism, MHR		no funding required	working out a short part of the curriculum; awareness raising; information materials	2015	the number of students provided the education
The detection and prosecution of perpetrators; the protection of the rights and interests of plaintiffs and victims							
C.1.1	Exploring and applying the opportunities of administrative approach in the combat against human trafficking	National Coordination Mechanism	the organs involved in the application of the administrative tools explored	no funding required	survey and assessment of the criminal and legal situation; creation of a legal framework at the points of intervention identified; creation of legal practices	continuous	number of administrative tools revealed
C.1.2	Setting up multidisciplinary law enforcement units	MoI, Police	Office of the Prosecutor General	implementable from the Internal Security Fund; HUF 12,000,000; EUR 40,000	-	2016	setting up and appointing the unit; guaranteeing the conditions necessary for operation
C.1.3	Developing international cooperation capacities	MoI, Police	Office of the Prosecutor General	implementable from the Internal Security Fund; HUF 30,000,000/year; EUR 100,000/year	-	2016	-
C.3.1	Familiarising justice actors and all other stakeholders with the new legislative framework and working out a general scheduled training plan for them	MoI, MoI Directorate for Education, Training and Science Organization, NJO	civil organisations, OKRI, NUPS	implementable from the Internal Security Fund, considered with action A.1.3	the action is implementable through the tools available	2014 – 2016	number of worked out training materials; number of persons involved in the training

C.4.1	the victim centred application of the instruments of procedural law available and the application of new investigative techniques	MoI, Police	MPAJ, Office of the Prosecutor General, NJO	no funding required	the training of specialists in the field; working out and applying special investigation techniques; working out and applying victim-centred information dissemination practice and techniques	continuous	-
C.4.2	Working out a protocol for the avoidance of secondary victimisation during actions related to the criminal proceedings	MoI, Police	victim support services, Office of Prosecutor General	it is essentially the wider use of the technical facilities available (technical facilities as replacements for personal presence, communication technologies, separate entrances, separated waiting rooms) that needs funding; establishing the relevant procedural law practice does not require any funding	working out protocols; technical tools	continuous	avoidance of secondary victimization
C.4.3	Revision of Order No. 46/2007. (OT 30.) of the National Police Headquarters	Police		no funding required	no tools required	2014	.
C.4.4	Revision of the witness protection system considering, beyond measures for the humane treatment of victims, the special characteristics of human trafficking victims	MoI, Police, MPAJ	victim support organisations	no funding required for the assessment of conditions; setting up new tools and transforming and extending existing ones require the resources necessary for their operation	new set of tools; transforming and broadening the range of the existing tools	continuous, can be launched without delay	-
Enhancing coordination with the relevant government, semi-governmental and civil organisations involved							

D.1.1	Developing relations between the National Coordination Mechanism and the NGO Round Table	MoI	National Coordination Mechanism, civil organisations	implementable from the Internal Security Fund; EUR100,000, HUF 30,000,000	communication tools, setting up a reporting scheme	continuous	efficient information flow
D.1.2	Setting up local coordination mechanisms modelled on the example of the national mechanism	MoI	National Coordination Mechanism, civil organisations	implementable from the Internal Security Fund, alongside with action D.1.1.	communication tools, setting up a reporting scheme	continuous	a fall in latency; higher efficiency in the detection of perpetrators and in the identification and referral to the system of care of victims
D.1.3	Under the guidance of the coordination mechanism, documenting good practices and successful cases in a system and, in case of need, requesting the National Coordination Mechanism to work out protocols, professional guidelines or recommendations	National Coordination Mechanism	civil organisations	no funding required; the use of EU funds if necessary	ad hoc	continuous	systemized good practices, successful cases
D.2.1	Separating a dedicated budget appropriation for the combat against human trafficking	MoI, MHR, MNE, MPAJ	civil organisations	budget sources, must be considered when planning the budget for the year concerned; in the form of chapter managed appropriations	notification on needs during budget planning	continuous	-
D.3.1	Strengthening international cooperation with the relevant countries and international organisations and active participation in the EU Network of National Rapporteurs or Equivalent Mechanisms also contribute to enhancing coordination	MoI, Police, MFA	National Coordination Mechanism, civil organisations	implementable from the Internal Security Fund; appr. EUR 100,000; HUF 30,000,000 HUF	joint programmes and protocols	continuous	an improved image of Hungary, strengthened international cooperation
Mapping opportunities for safe return and reintegration at the government level; designing supportive action							

E.1.1	Strengthening the government mechanism of safe return, through the cooperation of civil society partners, and providing a financing basis for it	MFA, OKIT	MHR, National Coordination Mechanism, civil organisations	to be considered in the budget planning for the year concerned; appr. HUF 3,000,000/year	government mechanism	continuous	victims' safe return home
E.1.2	Establishing transitory apartments related to the Shelters, helping victims' social reintegration	MHR	-	implementable from the HRDOP; HUF 15,000,000 HUF/house for the costs of establishing; HUF 4,000,000 /year/transitory apartment for maintenance	establishing 2 houses within the framework of a pilot project	between 2014-2016	number of places established; number of victims cared for; Transitory Apartments
E.2.1	Setting up a follow-up system for the avoidance of repeat victimisation	MHR, MoI, OPAJ	National Coordination Mechanism, civil organisations	implementable from the Internal Security Fund	follow-up protocol	after transitory apartments and case managers are in place	increased victim awareness of victims; their awareness of their rights and opportunities; a fall in repeat victimisation
E.2.2	Setting up a GPS system; involving former victims released from the crisis care system as volunteers in victim care – pilot programme	OPAJ, patrons	Civil organisations	pilot project implementable from the Justice Fund; HUF 10,000,000 /year	preparatory programme	continuous	number of persons involved as assistants; number of victims who participated in workshops held within the framework of peer support
E.2.3	District commissioners are of major support in the activity of crime prevention services for the prevention of victimisation and repeat victimisation	MoI, Police	National Council for Crime Prevention	implementable from the Internal Security Fund, alongside with action A1.3	Project entitled: „Multi-level Community Police Network – cooperation based crime prevention	2016	the implementation of the training of district commissioners
E.3.1	Research on long-term integration programmes, on the follow-up on the lives of victims and on the most efficient possible performance of government actions related to these	National Coordination Mechanism	Civil organisations	implementable from the European Social Fund; project value EUR 200,000; HUF 60,000,000	follow-up system, researching experience, National Coordination Mechanism	in two phases: first phase until 2016; second phase, beyond the period covered by the strategy	collection of good practices, research reports

E.3.2	Working out a comprehensive government programme targeting at the social integration and reintegration of human trafficking victims	National Coordination Mechanism	Civil organisations	implementable from the European Social Fund; project value EUR 200,000; HUF 60,000,000	establishing a follow-up system, researching experience	beyond the period covered by the strategy	research report, worked out protocol
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ANNEX VI

Data on registered criminal actions, plaintiffs and perpetrators according to the Unified System of Criminal Statistics of the Investigative Authorities and Public Prosecution (ENYÜBS)

Registered criminal actions, plaintiffs, perpetrators					
2012					
Criminal actions	Registered criminal actions	Number of plaintiffs known	of whom:	Number of registered perpetrators	Number of injunctions to stay away imposed
			number of plaintiffs aged 0-17		
173/I. – Illegal use of human body	0	0	0	0	0
174. § Coercion	171	171	63	98	0
175/B. § Human trafficking	22	22	4	18	0
195. § Abuse against minor	1699	1699	1699	627	12
204. § - Abuse of banned pornographic recordings	661	58	57	50	1
205. § - Procuring for prostitution or sexual act	17	0	0	11	0
206., § - Living on the avails of prostitution	69	0	0	43	0
207. § - Recruiting to prostitution	97	97	24	35	0
214/B. § - Illegal employment of a third-country national	3	3	0	3	0
218. § - Human smuggling	188	482	113	214	0
330/A. § - The Crime of Usury	378	400	1	78	1

Registered criminal actions, plaintiffs, perpetrators					
2011					
Criminal actions	Registered criminal actions	Number of plaintiffs known	of whom:	Number of registered perpetrators	Number of injunctions to stay away imposed
			number of plaintiffs aged 0-17		
173/I. - Illegal use of human body	1	0	0	1	0
174. § Coercion	156	156	52	92	2
175/B. § Human trafficking	18	18	3	32	0
195. § Abuse against minor	2019	2019	2019	758	16
204. § - Abuse of banned pornographic recordings	168	73	65	52	0
205. § - Procuring for prostitution or sexual act	17	0	0	20	0
206., § - Living on the avails of prostitution	46	0	0	36	0
207. § - Recruiting to prostitution	54	53	13	26	0
214/B. § - Illegal employment of a third-country national	..	..	..	..	..
218. § - Human smuggling	155	128	8	261	0
330/A. § - The crime of usury	118	118	0	18	0

Registered criminal actions, plaintiffs, perpetrators					
2010					
Criminal actions	Registered criminal actions	Number of plaintiffs known	of whom:	Number of registered perpetrators	Number of injunctions to stay away imposed
			number of plaintiffs aged 0-17		
173/I. - Illegal use of human body	0	0	0	0	0
174. § Coercion	180	180	74	108	0
175/B. § Human trafficking	8	7	0	14	0
195. § Abuse against minor	1972	1970	1912	792	27
204. § - Abuse of banned pornographic recordings	519	56	45	50	0
205. § - Procuring for prostitution or sexual act	11	0	0	15	0
206., § - Living on the avails of prostitution	39	0	0	21	0
207. § - Recruiting to prostitution	77	77	12	20	0
214/B. § - Illegal employment of a third-country national	..	..	..	..	..
218. § - Human smuggling	152	70	1	212	0
330/A. § - The crime of usury	113	113	0	19	0