

## Summary

### Background and aim of the research

The shortage of adequate and suitable shelter facilities for victims of trafficking in human beings (THB) has been on the agenda now for several years in the Netherlands. Until recently, female victims of THB were usually accommodated in women's shelters; male victims mostly in shelters for the homeless, or public shelters. There have been signals that these types of shelters do not meet the specific needs of this particular group of victims (e.g. lack of specialised assistance and sufficient security measures) (Ministerie van VWS, 2010; NRM 2009, 2010). In June 2010, the Dutch government started a pilot project on categorical accommodation and assistance (CAA) for adult victims of THB (for national or non-national victims of exploitation in all sectors), which will continue until the end of 2014.

The aim of this research is to look at the experiences that other European countries have had with CAA for adult victims of THB, and present an overview of the organisation and implementation of CAA in these countries. This includes descriptions of the bottlenecks these countries have experienced, any possible solutions they have employed, and the perceived advantages and disadvantages of CAA. The study may provide input for the possible further implementation of CAA in the Netherlands. Four countries were selected: Belgium, the Czech Republic, Italy and Spain. These countries were chosen with an eye on the diversity of the organisation and implementation of CAA, and their similarity with the Netherlands (all countries are transit and destination countries for victims of THB) and with the Dutch pilot on CAA (a broad target group).

### Research questions and method

The three central research questions in this study are:

- 1 What are the objectives of CAA for victims of THB in the selected EU countries and what is the target group?
- 2 How is CAA for victims of THB organised and implemented in the selected countries? Are there any bottlenecks?
- 3 What are the perceived advantages and disadvantages of CAA for victims of THB?

To answer the above research questions the following methods were used:

- a literature survey,
- interviews with 22 representatives of ministries, specialised NGOs providing CAA, and other relevant institutions in the selected countries; additionally, another five representatives of these organisations provided exclusively written information. In Belgium and the Czech Republic, representatives of all the specialised NGOs providing CAA to victims of THB were interviewed (three NGOs and three shelters and two NGOs and three shelters respectively). In Italy representatives from two Italian NGOs (operating two and six shelters respectively), and in Spain from one NGO (operating three shelters) were interviewed. Considering the large number of NGOs in these two countries, the results of this study do not cover all variations in the implementation of CAA in Italy and Spain.

## Results

In all four countries it is government policy to protect and assist victims of THB and the governments of all four countries left the implementation of CAA to specialised NGOs. The main findings are summarised below on a country by country basis. Table S1 presents the main characteristics of the organisation and implementation of CAA in these countries.

### *Belgium*

#### **Background information**

Belgium is a transit and destination country for women and men who are subjected to THB mainly for purposes of sexual and labour exploitation. The national legal framework for the protection and assistance of victims of THB originates from the 1990s; the implementation of a multi-disciplinary collaboration approach on the protection and assistance of victims is regulated by the Circular Letter of 26 September 2008 (which is related to the Law of August 10, 2005). Three specialised NGOs provide CAA to victims of THB: Pag-Asa (Brussels), Payoke (Flanders), and Sürya (Wallonia). These NGOs have an autonomous position in several regards (e.g. requesting a reflection period for the victims or judging whether the victims have broken their ties with their traffickers).

#### **Reflection period and conditionality of assistance and temporary residence permit**

In Belgium victims of THB are offered a reflection period of 45 days to decide whether to file a complaint against their traffickers; an extension is not possible. Identification by the police is not a prerequisite for acquiring a reflection period; the specialised NGOs providing CAA can request a reflection period without contacting authorities. This is a unique feature of the Belgian system. During this period victims are entitled to social protection and can stay in the shelters of one of the three specialised NGOs. Victims who are willing to collaborate with the law enforcement authorities and agree to receiving assistance (but not necessarily shelter) from one of the three specialised NGOs, obtain the special status of 'victim of THB'. They are granted a temporary residence permit initially for three months, which can be extended for another three months (in this respect no distinction is made between EU and third country nationals). Their stay can be extended for another six months according to the progress of the investigation; this extension can be – repeatedly – renewed for six months at a time, until the criminal procedure has ended. The temporary residence permit can be withdrawn in certain cases (e.g. if victims stop cooperating with the law-enforcement authorities). Victims of THB can acquire a permanent residence permit under special conditions.

#### **Objectives and the target group of CAA**

By providing CAA for victims of THB the Belgian government aims to provide a 'safe haven' for the victims and encourage them to co-operate with law enforcement authorities. Yet, the formulation of any further goals is left to the NGOs; the three specialised NGOs have similar objectives: 'empowering the victims', 'supporting them to overcome their exploitative past', and 'assisting them in making a choice about their future' (e.g. regarding pressing charges against their traffickers or returning to the country of origin).

CAA is meant for adult victims of THB regardless of their nationality, gender, and type of exploitation. Victims with children and Belgian victims are usually referred to

non-categorical shelters for accommodation, but receive ambulatory assistance from the NGOs providing CAA.

### **Organisation and implementation of CAA**

#### —Categorical shelters

Pag-Asa and Sürya each run a categorical shelter (single buildings) where women and men are accommodated together, but in separate rooms; the respective shelters offer room for 16 victims. These two NGOs also have a few apartments in which victims, who have had to leave the shelter but who are not yet totally ready to live independently, can be accommodated. Until 2011, Payoke ran a categorical shelter for women only, with a capacity of ten places. Then the organisation started a new categorical shelter for both sexes, where women and men are accommodated in different wings. The NGOs consider a 'mixed' shelter 'healthy' as it resembles reality in society, and a good option for the accommodation of families. In addition, having separate shelters for both sexes is deemed impractical because of the unpredictable female-male ratio of the victims to be accommodated. The duration of stay in the shelters is generally between three to six months. All the shelters are located at secret addresses; they are 'open' shelters with a curfew during the night. A range of other measures are taken to ensure the security of the victims as well as the personnel (e.g. victims are not allowed to leave the shelter during the first few days of their stay).

#### —Types of assistance

All three NGOs provide individually tailored psycho-social, medical, administrative and legal support (including support during criminal proceedings and compensation claims) to victims of THB. In addition, assistance is provided to encourage the victims' integration, for example, by offering language/training courses, helping them to access work and independent housing. In Flanders victims of THB from third countries are obliged to follow a civic integration course. Depending on the criminal proceedings, ambulatory assistance continues after the victims leave the shelter. Victims who wish to return to the country of origin are generally referred to the International Organisation for Migration (IOM).

#### —Bottlenecks

According to the respondents, problems related to the cooperation with third parties, the autonomous position of the three NGOs, and the accommodation of victims from different nationalities and religions in the same shelter lead to bottlenecks in the implementation of CAA<sup>1</sup>. The latter problem is however also considered to be an advantage of CAA by some respondents (see below).

### **Perceived advantages and disadvantages of CAA**

Specialised assistance, a safe environment for the victims (though different views exist on this topic; see below), similarity of problems and feelings of solidarity among the victims (which can lead to increased motivation to press charges), familial ambiance in the shelters, and the fact that placement of victims from different nationalities and exploitative backgrounds resembles reality are seen as advantages of CAA for victims of THB by the Belgian respondents. Conversely, the tendency of victims to stay in the same circle, the possibility of tensions developing among the

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<sup>1</sup> These bottlenecks are not necessarily typical to CAA; this is also the case for the bottlenecks named by the respondents from other countries.

victims because of their different exploitative backgrounds, the necessity of employing interpreters relatively more often because of the specialised assistance provided and consequently the lack of trust that can exist between the victims and supervisors, and the potential security risks created by placing all the victims of THB together, are named as disadvantages of CAA.

### *The Czech Republic*

#### **Background information**

The Czech Republic is a source, transit and destination country for women and men who are subjected to THB mainly for purposes of sexual and labour exploitation. Since 2003, the Ministry of Interior has been running the Programme on Support and Protection of Victims of THB (the Programme) which is intended for national and non-national victims of THB who are identified as – presumed – victims by the police. The Programme provides shelter and assistance to victims of THB through three specialised NGOs; two of these (La Strada CR and Diaconia CNPS) provide CAA.

#### **Reflection period and conditionality of assistance and temporary residence permit**

Victims who initially agree to participate in the Programme are offered a reflection period of 60 days which can be extended under strict conditions. Czech citizens who are trafficked abroad and want to return to the Czech Republic and Czech citizens who are trafficked within the Czech Republic can also make use of the reflection period to decide whether they want to co-operate with the law enforcement authorities and join the Programme. During the reflection period, victims of THB can stay in the shelters of specialised NGOs, and are provided with basic crisis assistance (medical, psychological and social assistance). Participants of the Programme from third countries who agree to co-operate with law enforcement authorities receive a temporary residence permit (initially up to six months, with an extension dependent on the duration of the co-operation with authorities/criminal proceedings). All participants of the Programme must agree to receive at least ambulatory assistance from the specialised NGOs during and after the reflection period. The residence permit is terminated, among others, if the person decides to end the co-operation with law enforcement authorities. Victims may be granted permanent residence under strict conditions.

#### **Objectives and the target group of CAA**

The Programme (which provides both CAA and non CAA for victims of THB) aims to provide support and assistance to adult victims of THB, motivate them to co-operate with law enforcement authorities and mediate for a voluntary return to their home country. The general goals of the specialised NGOs are to emancipate and empower victims of THB and reintegrate them into society, amongst other things, through independent living, and work without exploitative conditions.

Victims of THB, regardless of their nationality, gender or the type of exploitation, belong to the target group. The two NGOs also provide CAA to victims who do not – want to – participate in the Programme and to potential victims (those who are under – serious – risk of trafficking). Adults with children are either accommodated in non-categorical shelters by the third specialised NGO or in other forms of accommodation

#### **Organisation and implementation of CAA**

— Categorical shelters

La Strada operates two 'single-sex' shelters for adult victims; with five beds for women and two for men. Diaconia operates a shelter for men only (with five beds), but provides ambulatory assistance to female victims too. All three shelters are privately rented apartments. The first stage of the stay in the shelters is focused on crisis help, initially for one week; at the second stage, accommodation is provided for six months. In both stages the duration of stay can be prolonged because of individual needs; the maximum duration of stay is one year. All shelters are at a secret location. They are 'open' without a curfew, but various security measures are implemented by the NGOs (e.g. individual security training).

#### — Types of assistance

Both NGOs provide financial and alimentary aid and individually tailored social and legal assistance to victims of THB. Amongst other things, they provide vocational training/language courses, and assist victims in finding jobs and follow-up accommodation. Legal assistance is miscellaneous, ranging from help to sorting out legal documents to claiming compensation. In addition assistance is provided if victims want to return to their country of origin. The assistance provided within the context of the Programme continues until the end of the criminal proceedings or until receiving permanent residence in the Czech Republic. Victims who participate in the Programme can make use of the Programme of Voluntary Returns. Both NGOs sometimes assist their clients also after the criminal proceedings. These organisations also provide ambulatory assistance to victims who have already left the shelter or who do not wish to use the shelter services at all. Where necessary, the two NGOs co-operate with each other and other organisations for assisting victims of THB.

#### — Bottlenecks

According to the Czech respondents, the following bottlenecks are faced in the organisation and implementation of CAA: lack of capacity to provide accommodation for large groups of victims, victims with children or minors, contradictory goals of the NGOs and the government regarding long-term residence of victims in the country, problems related to accommodation of victims with different nationalities or ethnicities in the same shelter (e.g. language barriers or cultural differences), problems in the co-operation with third parties, necessity of moving shelters to other locations at regular intervals, unfamiliarity of some victims with big cities, financial problems, and at times a low-resident to staff member ratio.

#### **Perceived advantages and disadvantages of CAA**

The Czech respondents consider specialised assistance, better security, similarity of problems and feelings of solidarity among the victims as advantages of CAA. In addition, it is stated that small-scale Czech categorical shelters offer more possibilities for changing the location when there are security risks in comparison to big-scale non-CAA shelters. On the other hand, it is reported that CAA is more expensive than non-CAA and it is difficult to find financing for CAA. In addition categorical shelters might sometimes be vacant as they serve a specific target group.

#### *Italy*

#### **Background information**

Italy is a destination and a transit country for women and men who are subjected to THB for the purposes of sexual and labour exploitation. Protection and assistance to victims of THB is provided within the context of the so-called Article 13 and Article 18 Programmes – respectively since 2003 and 1998 – through which integration

projects run by the NGOs for assisting victims of THB are funded. Both Programmes are planned and supervised by the Department of Equal Opportunities. The Article 13 Programme is intended for the short term protection of victims while the Article 18 Programme provides long term assistance. In the present study implementation of CAA provided by two Italian NGOs, namely Associazione On the Road (OTR) and Cooperativa Lotta, are described.

### **Reflection period and conditionality of assistance and temporary residence permit**

In Italy, there is no formal reflection period; in practice Article 13 projects are used for this purpose. These projects provide protection and assistance to victims of THB for three months (with no formal residence permit), with the possibility of an extension of another three months. Victims receive accommodation, social assistance, and health care services. When this programme has ended, victims who are formally identified by the police can receive help under the Article 18 Programme. Foreign victims are provided with a special temporary residence permit on humanitarian grounds (initially valid for six months with a possibility of extending it for a year, or a longer period for judicial purposes). Provision of such a permit is however, not directly conditional on pressing charges against the traffickers; the victims can choose between one of the two possible options: the 'judicial path' where victims have to press charges against the traffickers, or the 'social path' where victims are not obliged to press charges against the traffickers, but are expected to give extensive information to the police. According to different sources the social path is not applied consistently throughout the country because of different interpretations of the law. In addition, the respondents from both interviewed NGOs report that victims who follow the social path may also be obliged to testify during the criminal proceedings. Victims with an 'Article 18 permit' are obliged to participate in an integration project provided within the context of this Programme. They may be granted a permanent residence permit under the same rules that apply to all migrants.

### **Objectives and the target group of CAA**

The Article 13 Programme is meant to provide immediate and short term protection to victims of THB. The goal of the Article 18 Programme is the social inclusion of the victims, including labour market participation, and can be centred on Italy or the country of origin depending on their wishes. Within this context, projects run by the OTR and Coop Lotta aim to stimulate the autonomy of victims and help them overcome their trafficking past. These Programmes target minor and adult victims of THB, regardless of their nationality and sector of exploitation. The target group of OTR and Coop Lotta consists of adult male and female victims of THB. Although nationals belong to the target group, no Italian victims were assisted within the context of the Article 13 Programme until the time this research was conducted.

### **Organisation and implementation of CAA**

#### **— Categorical shelters**

In Italy different types of categorical shelters are provided depending on the phase of the assistance being offered, ranging from emergency shelters to shelters where victims can live autonomously. Coop Lotta runs six shelters specifically for victims of THB in the north of Italy (Lombardia); three flats for women and three for men; the organisation has in total eleven places for females and fourteen for males. These are so-called 'secondary care shelters' that are normally used for victims who are considered to be at an advanced stage of their integration project; however, when necessary, short-term emergency care may also be provided in these shelters. OTR

runs two shelters (one for women, and one for men) which are a combination of 'first care' (for victims at the initial stages of their integration projects) and 'secondary care' shelters. The women's shelter is a house which can accommodate nine women. The men's shelter is an apartment that accommodates five to six people. Victims with children are referred to non-categorical shelters. The duration of stay in the shelters is based on the individual needs of the victims; at the shelters of Coop Lotta it ranges from a couple of months to one year while at the OTR-shelters victims accommodation up to 18 months is possible. There are no strict security measures in the shelters.

— Types of assistance

Both NGOs provide individually tailored medical, psychological, social, administrative and legal assistance (including compensation claims). Victims of THB in Italy have access to a uniform level of medical care through the National Health Care System. As the Article 18 Programme is focused on integration projects for victims of THB, both organisations provide activities to achieve this goal such as language classes, vocational training which can be sometimes on the job, information about how Italian society works, support in building social networks and labour-force participation. Assistance in finding independent accommodation is provided through a variety of means (e.g. financing of the rent for the first few months). Even though there is no official follow-up procedure after the completion of an integration project, victims may continue to receive assistance from the NGOs, if necessary. Victims who wish to return to the country of origin are usually referred to the IOM that has been running a special programme in the country since 2001.

— Bottlenecks

During the interviews, the following bottlenecks were stated in the implementation of CAA: lack of adequate government funding to identify and support victims of THB, lack of resources by NGOs to run social projects especially for younger victims, difficulty in finding jobs for victims since the economic crisis, lack of capacity in the shelters.

**Perceived advantages and disadvantages of CAA**

According to the Italian respondents, in categorical shelters there is less possibility of the victims of THB being stigmatised in comparison with non-categorical shelters (views on this point differ however, see below, Spain). Possible tensions as a result of language and cultural differences when different nationalities are accommodated in the same shelter are considered to be a disadvantage, although this problem is not restricted to categorical shelters.

*Spain*

**Background information**

Spain is a destination and transit country for women and men who are subjected to THB mainly for the purposes of sexual and labour exploitation. A large majority of the identified victims are women. Since 2009, the protection and assistance of victims of THB has been regulated according to the Organic Law 2/2009 that brought important changes to the Organic Law 4/2000. The guidelines for the implementation were recently set out in the Royal Decree 557/2011 and in the Framework Protocol for Protection of Human Trafficking Victims (enacted on October 28, 2011). As a result of these recent changes, there seems to be uncertainty amongst the concerned parties, such as the police, ministries and NGOs, regarding the enforcement and implementation of the related measures. About 20 NGOs provide CAA in

the country, predominantly for female victims who have been subjected to sexual exploitation. Projecto Esperanza (PE) was included in this study as it is the only specialised project providing CAA to adult female victims of THB who have been subjected to sexual exploitation, but also to those who have been subjected to labour exploitation.

### **Reflection period and conditionality of assistance and temporary residence permit**

Victims of THB in Spain are offered a reflection period of a minimum of 30 days; however, before that they need to be formally identified as presumed victims by the police. The possibility of an extension is decided on a case-by-case basis. According to various respondents implementation of the reflection period is not optimal. Co-operation with law-enforcement is a pre-condition for receiving a temporary residence permit, but not for utilising CAA provided by the NGOs. According to Spanish law, victims can also be granted a temporary residence based on personal circumstances (e.g. safety concerns, health status or family situation), however, this is rarely applied in practice. The temporary residence permit is initially valid for one year and is renewable yearly until a long-term permit for five years is granted. Victims, who have resided (continuously) legally in Spain for five years, can apply for a permanent residence permit.

### **Objectives and the target group of CAA**

In Spain, the government finances the NGOs that provide CAA; the formulation of objectives regarding CAA is left to the NGOs. PE works on stimulating the autonomy of victims and their social inclusion in society. To do this it offers comprehensive support services and aims to support the integration or voluntary return processes of those who respectively wish to remain in the country or go back to their country of origin. CAA is provided mostly for female victims exploited in the sex industry; however, recently a pilot project started for men. PE provides CAA for female victims of THB in all sectors of exploitation, regardless of their nationality; however national victims are rarely assisted as they are only identified and referred to PE occasionally.

### **Organisation and implementation of CAA**

#### **— Categorical shelters**

PE provides accommodation to victims of THB in three shelters depending on the phase of the assistance being provided: an emergency shelter, a long-term shelter and the so-called transit apartments (intended for women who are either working or studying). In total, PE has 19 places; in both the emergency shelter and the long-term shelter there is room for seven women. The two transit apartments have two and three available beds for victims respectively. The shelters are in principle for single women. Those with children are generally accommodated for a maximum of two weeks in the emergency shelter; later on they are referred to an organisation that offers specialised support for mothers and their children. The duration of stay in the shelters varies according to the type of the shelter (between 15 days and two months in the emergency shelter, between six months and a year in the long-term shelter, and between nine and twelve months in the transit apartments). The shelters are at secret locations. There are relatively strict security measures in the emergency shelter (e.g. locked doors, no keys for the victims, security cameras, 24-hours assistance) while in the other shelters women have gradually more independence.

— Types of assistance

PE provides individually tailored administrative and legal support (including compensation claims), psychological and medical care, and assistance related to integration (e.g. language courses, training, support to access to education and labour market, including assistance on job-searching skills). Under the Spanish law, regardless of their residence status, victims of THB have the right to free legal aid and an interpreter; however, in practice the provision of legal assistance is not considered to be optimal. Assistance is provided to those who want to return to the country of origin (e.g. by acquiring the necessary documentation or mediating between the victims and the IOM).

— Bottlenecks

Bottlenecks that were named in the implementation of CAA were: lack of capacity in the shelters in cases when large numbers of victims are identified at the same time and possible barriers on the integration of victims (e.g. finding a job) because of the current economic crisis.

**Perceived advantages and disadvantages of CAA**

Specialised assistance tailored to the needs of the victims is considered to be the advantage of CAA by the Spanish respondents. Possible postponement of the recovery process of the 'old-tenants' who might re-live their past traumas when new victims come into the shelter, and the possibility of care-providers falling into stereotypes and concentrating on the aspect of being a 'victim' instead of victim's capabilities and strengths are identified as disadvantages of CAA.

**Concluding remarks**

The present study provides 'ingredients' for the organisation and implementation of CAA for victims of THB based on the experiences of four EU countries. Because of the lack of independent evaluation studies, it is not possible to conclude which has the most successful 'recipe'. There is a need for future research to explore the form – CAA or non-CAA – in which the assistance to victims of THB should be organised and implemented in order to reach its goals, and whether this form is context dependent.

**Table S1 Organisation and implementation of Categorical Accommodation and Assistance (CAA) for victims of THB in Belgium, the Czech Republic, Italy and Spain**

	Governmental Policy Instruments for the Protection & Assistance of Victims of THB	CAA Provided by	Reflection Period	Conditionality of Temporary Residence Permit & Assistance for Victims of THB	General Objectives of CAA	Target Group of CAA	Number, Type & Capacity of the Categorical Shelters	Duration of CAA	Types of Assistance	Security Aspects
Belgium	Law of August 10, 2005; Circular Letter 2008  CAA as standard	3 specialised NGOs: Payoke, Pag-Asa & Sürya	45 days  No extension	<i>Residence Permit</i> Co-operation with the law enforcement authorities & Accepting at least ambulatory assistance from one of the 3 specialised NGOs  <i>Assistance by the government &amp; the NGOs</i> Conditionality of assistance is the same as that of temporary residence permit	<i>The government</i> To provide a 'safe haven' for victims of THB  To encourage co-operation of victims with law-enforcement authorities  <i>The NGOs</i> To stimulate the empowerment of victims  Assistance to overcome the exploitative past & to make choices regarding pressing charges and residence status	<i>The government</i> Adult women and men  All nationalities  All sectors of exploitation  <i>The NGOs</i> The same target group as the government; Belgian victims & victims with children are generally placed in non-categorical shelters but receive ambulatory care from the NGOs.	3 'mixed' shelters: 2 shelters with 16 places, one shelter with 10 places  Mainly single buildings; a few apartments	Duration of stay in the shelters differs per NGO (between three to six months); extension is possible in individual cases  Ambulatory assistance until the end of criminal proceedings	Individually tailored assistance  Psycho-social and medical care  Legal-administrative support  Assistance related to integration  Assistance related to voluntary return	Open shelters with curfew

	Governmental Policy Instruments for the Protection & Assistance of Victims of THB	CAA Provided by	Reflection Period	Conditionality of Temporary Residence Permit & Assistance for Victims of THB	General Objectives of CAA	Target Group of CAA	Number, Type & Capacity of the Categorical Shelters	Duration of CAA	Types of Assistance	Security Aspects
The Czech Republic	The Programme on Support and Protection of Victims of THB  CAA and non-CAA	2 specialised NGOs: La Strada CR & Diaconia CNPS	Max. 60 days  May be extended by a max. of 30 days under strict conditions  Only for victims who initially accept to participate in the Programme	<i>Residence permit</i> To participate in the Programme (those who are identified by the police as a – presumed – victim & accept co-operation with the law-enforcement authorities after the reflection period & receive at least ambulatory assistance from the specialised NGOs)  <i>Assistance by the government</i> (also for non-CAA) To participate in the Programme  <i>Assistance by the NGOs</i> Identification by the police as a presumed victim and co-operation with the law-enforcement authorities are not necessary	<i>The government</i> (also for non-CAA) To support and assist victims of the criminal act of THB  To encourage the co-operation of victims with law-enforcement authorities  Mediate for voluntary return  <i>The NGOs</i> To stimulate the empowerment and social inclusion of victims	<i>The government</i> (the Programme; also for non-CAA): Adult women & men  All nationalities  All sectors of exploitation  <i>The NGOs</i> Participants and non-participants (those who are under risk of trafficking & those who do not wish to co-operate with law enforcement authorities) of the Programme  Adult women & men  All nationalities All sectors of exploitation Victims with children are referred to non-CAA	3 'single-sex' shelters: 2 men's shelters, with two and five places; 1 women's shelter with 5 places  Apartments	Shelter facilities initially for 6 months; extension is possible; maximum duration of stay is one year  Assistance by the Programme continues until the end of criminal proceedings or until receiving permanent residence. Assistance by the NGOs can continue after criminal proceedings.	Individually tailored assistance Social, medical & psychological assistance Legal assistance Assistance related to integration Assistance related to voluntary return	Open shelters no curfew

	Governmental Policy Instruments for the Protection & Assistance of Victims of THB	CAA Provided by	Reflection Period	Conditionality of Temporary Residence Permit & Assistance for Victims of THB	General Objectives of CAA	Target Group of CAA	Number, Type & Capacity of the Categorical Shelters	Duration of CAA	Types of Assistance	Security Aspects
Italy	Article 13 and Article 18 Programmes  CAA as standard	Numerous specialised NGOs; in this study: Associazione on The Road (OTR) & Cooperativa Lotta Contro l'Emarginazione (Coop Lotta)	No official reflection period  Article 13 Programme (3 months) functions in practice as reflection period	<i>Residence permit</i> Identification by the police as a victim of THB & participation in Article 18 Programme (victims do not have to press charges against their traffickers)  <i>Assistance by the government &amp; NGOs</i> Conditionality of assistance is the same as that of temporary residence permit	<i>The government</i> (Article 18 Programme) Social inclusion of victims  <i>OTR &amp; Coop Lotta</i> Autonomy and social inclusion of victims	<i>The government</i> Participants of Article 13 and 18 Programmes  Adults and minors Women and men All nationalities All sectors of exploitation  <i>OTR &amp; Coop Lotta</i> Same as the target group of the government, but only adults and victims without children	<i>OTR &amp; Coop Lotta</i> 8 'single-sex' shelters: 4 shelters for women and 4 for men (in total 20 places for females and 19 to 20 places for males)  Apartments & houses	<i>OTR &amp; Coop Lotta</i> Duration of stay in the shelters differs per NGO (between 2 to 18 months)  Ambulatory assistance for the duration of the individual 'integration project' within the context of the Article 18 Programme	<i>OTR &amp; Coop Lotta</i> Individually tailored assistance  Social, medical, and psychological assistance  Administrative & legal support  Assistance related to integration  Assistance related to voluntary return	<i>OTR &amp; Coop Lotta</i> Open shelters, no curfew

	Governmental Policy Instruments for the Protection & Assistance of Victims of THB	CAA Provided by	Reflection Period	Conditionality of Temporary Residence Permit & Assistance for Victims of THB	General Objectives of CAA	Target Group of CAA	Number, Type & Capacity of the Categorical Shelters	Duration of CAA	Types of Assistance	Security Aspects
Spain	Organic Law 2/2009 which involved various amendments to the Organic Law 4/2000; the Royal Decree 557/2011; the Framework Protocol for Protection of Human Trafficking Victims  CAA and non-CAA	Numerous specialised NGOs/centres/projects; in this study: Projecto Esperanza (PE)	Minimum 30 days  Possible extension is decided on case-by-case  Only for victims who are officially identified as – presumed – victims	<i>Residence permit</i> Co-operation with law-enforcement authorities or personal circumstances  <i>Assistance by the government</i> No specific conditions  <i>Assistance by NGOs</i> Co-operation with law enforcement is not necessary	<i>The government</i> Formulation of the goals is left to the NGOs  <i>PE</i> Autonomy of victims  Integration in Spain or assistance in voluntary return	<i>The government &amp; NGOs</i> Especially adult women; recently a pilot project for adult men  All nationalities  In principle all sectors of exploitation, but mostly victims of sexual exploitation  <i>PE</i> Adult women  All nationalities  All sectors of exploitation  Victims with children are referred to non-CAA	<i>PE</i> An emergency shelter, a long term shelter (each with 7 beds), and 2 apartments for independent living respectively with 2 and 3 beds	<i>PE</i> Emergency shelter: 15 days to 2 months; long term shelter: 6 to 12 months; apartments: 9 to 12 months  Ambulatory assistance may continue until the victims gain 'sufficient independence'	<i>PE</i> Psychological and medical care  Legal aid  Assistance related to integration  Assistance related to voluntary return	<i>PE</i> Emergency shelters during the first days with curfew, long term shelters and private apartments no curfew