

# **Reporting on Implementation of Development Plan for Combating Trafficking in Human Beings**

**Reporting period 01.01.2008 - 31.12.2008**

## **I Introduction<sup>1</sup>**

The National Development Plan for Combating Trafficking in Human Beings 2006-2009 was approved by the Government of the Republic on 26<sup>th</sup> January 2006. On 3<sup>rd</sup> April 2008, the National Development Plan for Combating Trafficking in Human Beings was supplemented by the Government of the Republic Order No. 166.

The 2008 expenditure for the implementation of development plan was EEK 2 507 919 (see Part III of this report “Overview of funds used for implementation of activities”) instead of EEK 1 375 000 planned in the implementation plan. EEK 1 075 000 was additionally spent on the starting-up of the expanded helpline for children and EEK 137 904 from the operating cost of the Ministry of Social Affairs for the participation in the Council of the Baltic Sea States Working Group for Cooperation on Children at Risk.

## **II Overview of the situation**

Pursuant to the data of the register of criminal matters, 189 criminal offences related to trafficking in human beings were registered in 2008 that is more by 54 offences (39%) than in 2007 (135 registered criminal offences). The growth of criminal offences related to trafficking in human beings is mainly connected to the increased manufacture of works involving child pornography and making child pornography available (from 22 to 52, growth 136%). In 2008, the most widespread offences related to trafficking in human beings were unlawful deprivation of liberty (58), manufacture of works involving child pornography or making child pornography available (52) and aiding prostitution (37).

From all criminal offences related to trafficking in human beings registered in 2008, 36% (67) were committed in the Northern Circuit from which 84% (56) were committed in Tallinn, 35% (65) in the Southern District and only 2% (4) in the Viru District. Whereas all cases of aiding prostitution involving minors (6) and nearly all (8 cases from 9) cases of disposing minors to engage in prostitution were registered in the Western Circuit (in Pärnu). The highest number of cases of aiding prostitution (22, 59%) was also registered in Pärnu; in Tallinn this number was 15 (41%).

In 2008, 89 persons were sent from the Prosecutor’s Office to court in criminal offences related to human trafficking, 31 (35%) of these were related to the criminal offence of aiding prostitution.

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<sup>1</sup> Reporting on the implementation of development plan and proposals on the supplementation of development plan were discussed at the round table of the national network for combating human trafficking that took place at the Ministry of Justice on 29<sup>th</sup> January 2009 and was attended by the representatives of the Ministry of Foreign Affairs, the Ministry of Justice, the Ministry of Internal Affairs, the Ministry of Social Affairs, the Social Insurance Board, NPA Living for Tomorrow, the National Examinations and Qualifications Centre, the Estonian Migration Foundation, the Citizenship and Migration Board, NPA East Viru County Women’s Support Centre-Shelter, the Estonian Border Guard, NPA Eluliin, NPA Asalea, Estonian Women’s Shelters Union, the Estonian Women’s Studies and Resource Centre, the National Institute for Health Development, the Tartu Child Support Centre and the Institute of Law of the University of Tartu.

In 2008, 97 persons were suspected of the perpetration of criminal offences related to human trafficking:

- Nearly three-quarters (72%) of suspects were male;
- 1/3 (10) of all suspects in criminal offences related to aiding prostitution (32) were women;
- More than three-quarters (77%) of suspects in criminal offences related to human trafficking were older than 29 years, 23% were up to 29-years old;
- 71% of suspects in criminal offences related to human trafficking had the citizenship of the Republic of Estonia, 9% the Russian citizenship, 10% were people without citizenship and 7% with unspecified citizenship<sup>2</sup>.

If in general, in case of slightly more than half of the cases not more than one person was suspected of the perpetration of criminal offences, then in case of aiding prostitution there was more than one suspect in 11 cases out of 15 (73%). Taking into consideration the number of these cases, then all in all in 18% of criminal offences related to human trafficking there was more than one suspect. At least 31 persons (32%) were associated with cases of aiding prostitution and 35 (36%) with cases of unlawful deprivation of liberty; in case of other types of criminal offences there were fewer suspects.

In 2008, 55 women were assisted in shelters for sexually exploited women that were established in 2007, 17 from them needed the shelter service, the rest other assistance services; 3 women were Estonians who had returned to Estonia from abroad (2 from Norway, 1 from Great Britain), 52 women were victims of domestic mediation but also in their case the cross-border mediation may have occurred in their previous lives. 4 cases of human trafficking became evident through foreign missions of Estonia (2 in Norway, 2 in United Kingdom). The victims were offered accommodation, psychological and legal counselling, social counselling and help in the carriage of affairs in administrative agencies, medical help and in cooperation with employment services they were assisted in finding necessary training for getting jobs.

### **III Assessment of implementation of activities planned for 2008 in the development plan**

The tasks of the development plan, which were planned for the third year of the development plan, i.e. for 2008, have been mostly completed. The development plan may be considered successful as these activities that were added to the development plan in the beginning of 2008 based on the report on the 2007 development plan have also been carried out; for example, instructions for the detection and identification of human trafficking victims have been prepared in cooperation with several ministries and network members, the ascertainment of additional measures has been commenced for making the border crossing control of minors more efficient, employees of foreign missions of Estonia have been trained on how to assist people who have fallen victims of human trafficking while abroad.

The following activities were carried out in order to complete six objectives of the development plan in 2008:

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<sup>2</sup>There are no data regarding the persons with unspecified citizenship on their citizenship status.

1. In order to map better the problems related to human trafficking and to get an overview of the extent of the problems, the E-file procedural system was applied on 3<sup>rd</sup> January 2009 that will enable in the future to get a better overview of criminal offences related human trafficking; a statistical compilation "Crime in Estonia 2007" was prepared; a survey on the spread and nature of human trafficking in Estonia, Sweden and Finland was completed; data on criminal proceedings related to human trafficking initiated abroad and of cases human trafficking that have become evident abroad were collected.
2. In order to prevent human trafficking by informing the public and decreasing the demand:
  - A new Advertising Act entered into force that prohibits advertising of services offered for satisfaction of sexual desire, including advertising of prostitution or advertising referring to such services, advertising of works which contain pornography or promote violence or cruelty and advertising contributing to mediation of prostitution is prohibited;
  - Helpline for the prevention of human trafficking and counselling continued to work through which 416 people were helped in 2008 (growth by 166 persons compared to 2007), including the victims of human trafficking (3 victims of sexual exploitation and 19 victims of labour trafficking);
  - In 2008, several studies were completed in the framework of prevention activities, the organization of lectures and workshops for victim support officials, child protection officials, youth workers, teachers of social education and history, schoolchildren, students, (youth) police officers, prosecutors, officials, workers of non-profit associations (all in all for 800 persons) was continued, the development and distribution of educational materials (incl. through consular services and employment mediation) was continued, the crime prevention website was updated. The proposals for the training of judges made to the Estonian Law Centre in 2008 are reflected in the training programme of judges in 2009.
  - The development of a national study programme and subject syllabuses for basic schools was commenced that is aimed at the development of individuals who can cope in the society. Additional lesson allocated for human study will create a possibility for dealing with the topic of crime prevention in the 8<sup>th</sup> class.
3. In order to develop the skills and cooperation of specialists (see also article 2):
  - 2 round tables were organized for the development plan network; the national network for combating human trafficking also grew. All in all, 74 people from 35 organizations belong to the network. For example, the number of employees of the Citizen and Migration Board belonging to the network has increased. The wide circle of institutions belonging to the network has contributed to a comprehensive and thorough treatment of the problems related to human trafficking.
  - In the end of 2008, the draft for signing the Council of Europe Convention on Action against Trafficking in Human Beings was sent for coordination. The main purposes of the convention are to prevent and combat trafficking in human beings; to protect the human rights of the victims of human trafficking, to design a comprehensive framework for the protection and assistance of victims and witnesses, while guaranteeing gender equality, as well as to ensure effective investigation and prosecution; to promote international cooperation;
  - In 2008, 2 international projects ended: the ESF EQUAL project "Integration of Women Involved in Prostitution Including Victims of Human Trafficking into Legal

Labour Market” and the Nordic-Baltic Pilot Project “Support, Protection and Rehabilitation of Women Victims of Trafficking in Human Beings for Sexual Exploitation”. The participation in other international networks like the Council Baltic Sea States Working Group for Cooperation on Children at Risk and the Council of Baltic Sea States Task Force Against Human Trafficking and in the implementation of the action plan of the European Union for combating trafficking in human beings and in other projects<sup>3</sup> was also continued. An important development in connection with the Nordic-Baltic Pilot Project, which was mostly financed by the Nordic countries, and the ESF EQUAL project is the fact that as a result of preliminary work done in 2008 the shelters established in the project framework and the rehabilitation centre Atoll will receive activity support from the social protection allocations of the Ministry of Social Affairs (total amount 1,2 million).

4. In order to make the border control and the control over employment mediation more effective:
  - A separate section for the identification of minors was developed in the instructions for the identification of victims of human trafficking (with the participation of the Ministry of Internal Affairs, Central Criminal Police, Citizenship and Migration Board, Border Guard Administration), and in case of suspicion an additional interview will be carried out with the minor at the border;
5. In order to contribute to effective reaction to cases of human trafficking:
  - Regular exchange of surveillance information with cooperation partners (mostly the Nordic countries) was continued;
  - In 2008, the issue of residence permit was not applied for any victims of human trafficking based on the amendment to the Aliens Act that entered into force in 2007.
  - In summer 2008, the priorities of the Laulasmaa Declaration entered into by the Minister of Internal Affairs and the Minister of Justice were specified – in 2009, the priority is trafficking in human beings, especially trafficking in human beings committed in cyber environment. The corresponding instructions were also forwarded to the Prosecutor’s Office and the Police.
6. In order to provide assistance to victims:
  - Led by the Ministry of Social Affairs the instructions for the identification of victims and the control questionnaire were prepared. The instructions are meant as an aid for use for example by the police, the border guard, non-profit associations, as well as the medical staff, etc. The need for the development of instructions was also stressed by the Trafficking in Persons Report 2007 in Estonia<sup>4</sup> prepared for the US Congress (hereinafter referred to as the TIP Report), since the Estonian authorities lacked any rules of procedure for the identification of victims as of the end of 2007.
  - A draft act to amend the Victim Support Act has also been initiated pursuant to which the funding of shelters for victims of human trafficking will go under the victim support service. This is possible partly thanks to the shelters that started to work in 2007 and 2008 together with trained staff working in these shelters.
  - In 2008, the shelters established in 2007 for the provision of assistance to victims of human trafficking have been able to provide assistance to 55 women, 17 of whom

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<sup>3</sup> Project led by the Ministry of Internal Affairs of Austria and IOM Vienna: “Development of instructions for the collection of data on trafficking in human beings, including comparable indicators”.

<sup>4</sup> Electronically available at [http://www.usemb.ee/tip08\\_est.php](http://www.usemb.ee/tip08_est.php) (30.01.2009).

have also needed the shelter service. While in 2007, 1 victim who had fallen the victim of human trafficking abroad became evident, in 2008, there were 4 such cases and they were all provided at least primary assistance.

- In 2008, the elaboration of nationwide helpline for children was started that became operational on 1<sup>st</sup> January 2009. The launch of nationwide helpline for children 116 111 was started for the purpose of increasing the children's sense of security and possibilities to get help and support.

On 20-24 October 2008, invited by the Government of Estonia, the UN Special Rapporteur on the sale of children, child prostitution and child pornography visited Estonia, who recognized that the phenomena related to trafficking in children, child prostitution and child pornography are not very extensive to which also the small number<sup>5</sup> of cases revealed in course of meetings with both state agencies and non-profit associations refers, one has to be extremely careful and pay a lot of attention to the prevention: "Given the development of tourism, easy accessibility of children to information technology, the growth of demand (sex industry) and the increasing sophistication of networks of human traffickers, children remain at risk of sexual exploitation for business purposes"<sup>6</sup>.

In summary: the round table meeting<sup>7</sup> held on 29<sup>th</sup> January 2009, at which the progress of implementation of development plan was discussed, stated that the third year of implementation of the plan had proceeded as planned and had been successful. The ideas presented by the round table network will be used in the preparation of development intention of a new development plan for combating trafficking in human beings. Whereas, the recommendations of the Council of Europe Convention on Action against Trafficking in Human Beings, the bases of a new strategy developed in the framework of the ESF EQUAL project "Proposal to Develop National Strategy for Reducing the Involvement in Prostitution", as well as the analysis results of measures of foreign countries will also be taken into consideration. In 2008, measures aimed at the reduction of demand were engaged in more actively when compared to the earlier period. In the future, more attention should be paid to the employees of law enforcement authorities, including the organization of more specific trainings for judges in addition to general educational lectures and workshops. In 2008, a proposal was added to the work plan of the Ministry of Justice to prepare a new development plan for combating trafficking in human beings in 2009. The development intention of a new development plan for combating trafficking in human beings will be submitted to the Government for approval during the first half-year of 2009. In addition, an analysis is being conducted at the Ministry of Justice if and how to supplement legislation with a definition of trafficking in humans and the corresponding new necessary elements of the criminal offence.

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<sup>5</sup> Report of the visit will be completed in 2009.

<sup>6</sup> Electronically available at <http://www.un.org/apps/news/story.asp?NewsID=28706&Cr=child&Cr1=exploitation> (16.01.2009).

<sup>7</sup> Round table was attended by the representatives of the Ministry of Foreign Affairs, the Ministry of Justice, the Ministry of Social Affairs, the Social Insurance Board, NPA Living for Tomorrow, the National Examinations and Qualifications Centre, the Estonian Migration Foundation, the Citizenship and Migration Board, NPA East Viru County Women's Support Centre - Shelter, the Estonian Border Guard, NPA Elulliin, NPA Asalea, the Estonian Women's Studies and Resource Centre, the Estonian Women's Shelters Union, the National Institute for Health Development, the Tartu Child Support Centre and the Institute of Law of the University of Tartu.

#### IV Plan for the implementation of the development plan together with performance notes of 2008

Measure	Activities	Expenditure	Deadline	Responsible authority	Performance notes (2008)
<b>Strategic objective 1: continuous mapping of the problems related to human trafficking in order to get a comprehensive and trustworthy overview of the actual extent and forms of human trafficking</b>					
1. Organization of statistical data related to cases of human trafficking.	1.1. Development of the register of criminal matters (ROCM), and further on, development of E-file with the aim to obtain an accurate overview of processed criminal offences related to human trafficking	Operating costs of the Ministry of Justice (IT development costs)	Currently	Ministry of Justice	<b>Performed</b> The organization of statistical data concerning human trafficking was continued in 2008. E-file is functioning from 3 January 2009. The chain in which a criminal offence related to human trafficking would be traceable from beginning to end, i.e. from the registration of criminal offence until conviction is functioning from 3 January 2009.

	<p>1.2. Preparation of annual overview of criminal offences based on the data of the register of criminal matters which shall, among other things, reflect the prevalence of criminal offences pursuant to relevant sections of the Penal Code</p>	<p>Operating costs of the Ministry of Justice</p>	<p>Currently</p>	<p>Ministry of Justice</p>	<p><b>Performed</b>  The chapter on human trafficking was published in the publication (Crime in Estonia 2007” which is available at: <a href="http://www.just.ee/39060">http://www.just.ee/39060</a>. The 2008 overview of criminal offences related to human trafficking will be disclosed in the publication of criminal statistics in May 2009. The overview is mainly based on the data obtained from the register of criminal matters and the Court Information System.  In 2008, a representative of the Ministry of Justice participated in the process of completing the survey “Mapping Organised Crime; A Market Perspective on Trafficking in Persons for the Purpose of Sexual Exploitation” in cooperation with Estonia, Finland and Sweden. Anna Markina (UT Institute of Law), member of the network for combating human trafficking was the project manager from Estonia. The results of the survey were introduced at the round table of the network held on 23<sup>rd</sup> October 2008. The survey is available at: <a href="http://www.bra.se">www.bra.se</a>.</p>
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	1.3. Collection of data on criminal proceedings related to human trafficking initiated abroad and where the victim or offender is a citizen or permanent resident of Estonia	Operating costs of the Ministry of Internal Affairs (Central Criminal Police)	Currently	Ministry of Internal Affairs Central Criminal Police	<b>Performed</b> The information related to criminal proceedings is received by the Central Criminal Police (Public Prosecutor's Office), the Ministry of Justice, in the form of requests for legal aid. International exchange of police information takes place through the Central Criminal Police. Main channels of information flow are Interpol, Europol, Eurojust (forwarding and enforcement of requests for legal aid), and liaison officers. In 2008, Finland submitted a request based on which 1 Estonian citizen was surrendered from Estonia to Finland who was accused of human trafficking and mediation of prostitution (the victim was also an Estonian citizen).
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>
	1.4. Collection of data on cases of human trafficking which have become evident through foreign missions of Estonia	Ministry of Foreign Affairs (operating costs of foreign missions)	Currently	Ministry of Foreign Affairs	<b>Performed</b> In 2008, two cases in Great Britain (1 person in both cases) and 1 case in Norway (2 persons) became evident through foreign missions of Estonia.
<b>Strategic objective 2: prevention of human trafficking by informing the public and decreasing the demand</b>					

<p>3. Informing the public of the problems related to human trafficking and of human rights</p>	<p>3.1. Organizing lectures throughout Estonia. Each year, 10 lectures shall be held, totalling in 40 lectures during the period of the development plan.</p>	<p>2008: 20 000.-</p>	<p>2009</p>	<p>Ministry of Social Affairs involving non-profit associations</p>	<p><b>Performed</b> In 2008, 31 lectures were held: 9 lectures for 229 adults (victim support workers, child protection officials, social workers, clergymen, teachers of social education and history, youth workers). 5 of these lectures were organized by NPA Elulii. The majority of lectures were held in Tallinn. Ministry of Education and Research funded the NPA Living for Tomorrow lecture series for the prevention of human trafficking; a total of 22 lectures were held for schoolchildren and students (12 in Estonian, 10 in Russian with the participation of 39 educational institutions). There were 424 participants - 144 boys and 280 girls. Lectures were held in Tallinn, Tartu, Narva, Loksas and Paldiski.</p>
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	3.2. Information activities in order to decrease the demand for human trafficking	300 000.-	2008	Ministry of Social Affairs involving non-profit associations	<p><b>Performed</b></p> <p>On 18<sup>th</sup> March, the presentation of survey on demand “Hidden party to prostitution: the buyers of sex are talking” that was carried out in Estonia and a workshop with foreign lecturers from Denmark, Norway and Finland was held. The event was attended by 63 people, incl. officials, non-profit associations, sociologists, members of the Riigikogu, members of the ECC<sup>8</sup> round table of life values, etc.</p> <p>In October and November, NPA LFT in cooperation with the Ministry of Social Affairs carried out a 6-day training for youth workers that among other things dealt with the topics of safe sexual behaviour, labour trafficking, prostitution and demand. The training course was attended by 23 people. On 14 November 2008, a special section was published in newspaper Postimees on human trafficking carried out for the purpose of sexual exploitation and the demand in prostitution. The newspaper is electronically available at: <a href="http://www.sm.ee/index.php?id=350">http://www.sm.ee/index.php?id=350</a></p>
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>

<sup>8</sup> Estonian Council of Churches.

	3.3. Continuing the operation of the hotline for the prevention of human trafficking	2008: 180 000.-	2007-2009	Ministry of Social Affairs involving non-profit associations	<p><b>Performed</b> In 2008, the counselling helpline service was provided by NPA Living for Tomorrow. During the year, 416 people were provided assistance, incl. the victims of human trafficking (3 victims of sexual exploitation and 19 victims related to labour trafficking).</p>
	3.5. Preparation and publication of educational information materials	2008: 75 000.-	2006-2008	Ministry of Social Affairs involving non-profit associations	<p><b>Performed</b> In 2008, the leaflets “Ten Myths about Prostitution” and “Sex Slavery in Our Time” were published in Estonian. Articles by Danish sociologist Claus Lautrup and Finnish sociologist Marjut Jyrkis were translated into Estonian. A publication about psychotherapy for buyers of sex and people involved in prostitution “What’s love gotta do with it? Reflections on psychotherapeutic work with the buyers and sellers of sex” was translated into Estonian. Publications and articles are meant for distribution in trainings and at lectures.</p>

	3.6. Including the topic of human trafficking in the national curricula of general education (e.g. social education lessons, etc.)	Costs of the Ministry of Education and Research on general education	Currently	Ministry of Education and Research	<b>Partially performed</b> In 2008, the development of a national curriculum for basic schools was started and the project version of the general part was completed. The provisions of the general part take into consideration the principles for preventing risk behaviour (incl. issues related to crime and human trafficking). At the same time, the development of subject syllabuses was also started, and the whole subject contents of human studies and social education are aimed at the development of a person who can cope in the society. The topic of human trafficking has been written in the subject content of social education; corresponding study results for the 9 <sup>th</sup> and 12 <sup>th</sup> classes have also been prescribed. The topic of human trafficking is being preventively dealt with from the aspect of abuse in the subject syllabus of human studies. The exact wording of subject syllabuses will be completed in 2009. Materials related to the development of curriculum are available at: <a href="http://www.oppekava.ee">www.oppekava.ee</a>
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>
	3.7. Distribution of information on human trafficking via the crime prevention web site	Operating costs of the Ministry of Justice	Currently	Ministry of Justice	<b>Performed</b> In autumn 2008, the crime prevention web site was updated – new information and new contacts were added on

					institutions related to human trafficking, as well as instructions on whom to approach after having fallen a victim of human trafficking, or in order to prevent it. The crime prevention web site of the Ministry of Justice includes references to the development plan and other web sites related to the topic. In addition, Estonia has sent an introduction of the national crime prevention policy (incl. an overview of the nature of human trafficking, the development plan for combating trafficking in human beings) to the European Crime Prevention Network homepage. In addition, continuous exchange of information takes place via the network mailing list.
4. Informing the public of matters of labour law and consular services	4.1. Distribution of information material on consular services	Operating costs of Ministry of Foreign Affairs	Currently	Ministry of Foreign Affairs	<b>Performed</b> Distribution of information materials on consular services, participation in the tourism fair, appearances in media channels – (writing press, TV, radio – ETV, Kanal 2, TV3, PBK, Postimees, Vikerraadio, KUKU, Raadio4) - for the purpose of distributing information on consular services. Appearances were made by Lauri Bambus, General Director of Consular Department; the topic was mainly consular services.

	4.2. For ensuring better consular protection, the persons travelling abroad shall be given a possibility to leave their contact details with the Ministry of Foreign Affairs	Operating costs of Ministry of Foreign Affairs	Currently	Ministry of Foreign Affairs	<b>Performed</b> In 2008, a total of 6247 people registered their data, from them 2086 at the Ministry of Foreign Affairs and 4161 in foreign missions. Compared to 2007, this was more by 638 people. In general, the Ministry of Foreign Affairs registers citizens going abroad for a short period, foreign missions, however, register citizens permanently residing in countries of habitual residence.
	4.3. Distribution of information on labour law to job seekers through regional departments of the Labour Market Board.	Operating costs of Ministry of Social Affairs (Labour Market Board)	Currently	Ministry of Social Affairs	<b>Performed</b> Distribution of information on labour law to job seekers through regional departments of the Labour Market Board has taken place currently as a part of the work process of the Labour Market Board according to the needs of a specific customer. The material introducing the topic of employment mediation that was developed in the framework of media campaign through Internet and print media in 2007 is available at the Ministry of Social Affairs homepage. On 2 <sup>nd</sup> December 2008, a newsletter on going to work abroad prepared by EURES <sup>9</sup> was published in the Postimees.
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>
4 <sup>1</sup> .1. Decreasing the	4 <sup>1</sup> .1. The analysis of	Operating	2008-2009	Ministry of	<b>Performed</b>

<sup>9</sup> European Employment Services is an employment mediation network established by the European Commission that was founded in 1993. In Estonia, the Estonian Labour Market Board is the authority co-ordinating the activities of EURES.

demand	experience of foreign countries in order to find efficient means for decreasing the demand	costs of relevant ministries		Justice, Ministry of Social Affairs, Ministry of Foreign Affairs	The analysis has been completed and sent to the network members for review. The analysis shall serve as a basis in the process of preparing the development intention of a new development plan for combating trafficking in human beings.
<b>Strategic objective 3: development of the skills of specialist engaging in the problem of human trafficking, and promoting cooperation between them</b>					
5. Training of specialists	5.1. Organization of anti-trafficking training for specialists engaging in the prevention and fight against human trafficking and assisting trafficking victims. Each year, the Ministry of Social Affairs shall organize 2 training events, totalling in 8 events.	2008: 80 000.-	2006-2009	Ministry of Social Affairs involving the Ministry of Justice (Prosecutor's Office), Ministry of Internal Affairs (Citizenship and Migration Board, Border Guard Administration, Police Board, Central Criminal Police), Ministry of Foreign Affairs	<b>Performed</b> In 2008, the Ministry of Social Affairs organized 3 training events: on 5-16 April for the Lääne-Viru County youth workers (in Tapa), on 29 May for youth police officers (in Rakvere) and on 4-5 October for support persons of people involved in prostitution and victims of human trafficking of Tallinn and East-Viru County (in Rakvere). Cooperation partners were NPAs Eluliin and Living for Tomorrow and the Estonian Police. The training events organized by NPA for Tomorrow were attended by 54 people. On 29 May 2008, a training event "Prevention of Human Trafficking and provision of help to the victims" was attended by 21 police officers of the East Police prefecture. In addition, a workshop and presentation of the survey was organized for teachers and youth workers. On 14-15 May, the Estonian Open Society Institute organized a training event "About Prostitution in Estonia through the Point of View of a Lawyer" in which the

					<p>representatives of the Police Board and the Northern Police Prefecture also participated. On 25-26 July 2008, the Prevention Division of the Southern Police Prefecture organized a meeting in Lääte, Tartu County, for 200 young people of Tartu, Jõgeva and Valga Counties where one of the topics covered was human trafficking. The officials of the Citizenship and Migration Board have not participated in similar training events. The need for independent training is small. The training planned by the Ministry of Social Affairs was postponed to which the officials of the Citizenship and Migration Board were planned to call. No trainings have been organized for the officials of the Border Guard Administration; however, during the training events held in 2007, the officials of the Border Guard Administration were handed out the developed instructions.</p>
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>

	<p>5.2. Continuous improvement of professional development of specialists working with children: organization of in-service training of employees of child welfare institutions and training of child protection officials</p>	<p>Operating costs of Ministry of Social Affairs</p>	<p>2006-2009</p>	<p>Ministry of Social Affairs</p>	<p><b>Performed</b> National Institute for Health Development organized a training for the employees working in the field of children’s education in which 35 assistant educators, 22 pedagogues and 71 social workers participated; a PRIDE training for foster families: in 2008, the studies were held in 11 groups with a total of 121 participants. In addition to this, a PRIDE Programme follow-up training course was held by means of allocation intended for a specific purpose (project implementer – NPA PRIDE-EST, the Training and Knowledge Centre of National Institute for Health Development as a co-operation partner). 10 study groups with 95 participants all over Estonia were trained. At present, the National Institute for Health Development is offering training “Making the Work with Primary Level Children and Families More Effective” and in 2008 this training was held for the network of Tapa Rural Municipality (people working in the field of education, health care, social protection and maintenance of law and order of the region). In 2008, instructions for the assessment of coping of children and families was completed and in 2009 it is being planned together with the non-profit sector to start the training of child protection officials for making the assessment of coping of families with children more effective.</p>
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	5.5. Training of the employees of Estonian foreign missions on how to provide assistance to people who have fallen victims of human trafficking in foreign countries	Operating costs of the Ministry of Foreign Affairs	2008-2009	Ministry of Foreign Affairs, Border Guard Administration, Ministry of Social Affairs	<b>Performed</b> Training of consular officials at the workshop for consular officials held once a year. The representative of the Estonian Embassy participated in the training course organized on 24 <sup>th</sup> November in Copenhagen by the Council of Baltic Sea States Task Force Against Human Trafficking. The training of diplomats is continued also in 2009.
6. Promotion of cooperation among specialists	6.2. Organizing round tables for the cooperation network	Operating costs of the Ministry of Justice	Currently	Ministry of Justice involving other national institutions, local governments and non-profit associations	<b>Performed</b> Round tables were held on 31 January 2008, 23 October 2008 and 29 January 2009. The round table held on 31 January 2008 was attended by 31 people and mostly the topics related to the 2007 reporting were discussed. The round table held on 23 October 2008 was attended by 24 people from 21 organizations and the following topics were discussed: statistical overview of the first 9 months of 2008, preparation of integral instructions for the collection of EU statistics, instructions for the identification of victims of human trafficking, the NIKK survey <sup>10</sup> and the survey of human trafficking related to organized crime was introduced. The round table held on 29 January 2009 was attended by 21 people and the following topics were discussed: reporting on implementation of the 2008 development plan and supplementation of the

<sup>10</sup> Nordisk Institut for Kunnskap om Kjønn (in English - Nordic Institute for Gender Studies).

					development plan, presentation of instructions for the identification of victims of human trafficking, development of a system for collecting statistics related to victims, overview of the 2008 statistics, discussion of the 2009 activities, introduction of a non-profit association representing the victims of human trafficking, etc. In addition, a meeting with 20 network members was held on 20 November 2008 at which the issues related to the preparation of instructions for the identification of victims of human trafficking were discussed.
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>

7. International co-operation	7.1. Participation in the implementation of the European Union action plan for combating trafficking in human beings	Operating costs of the Ministry of Justice, Ministry of Internal Affairs (Citizenship and Migration Board, Border Guard Administration, Police Board)	Currently	Ministry of Justice, Ministry of Internal Affairs (Citizenship and Migration Board, Border Guard Administration, Police Board)	<b>Performed</b> Questionnaires related to human trafficking are filled in on a regular basis and expert opinions are given. Materials on the topic in question are also mediated to other law enforcement authorities. On 18-19 September, a representative of the Ministry of Justice participated in the presentation of integral instructions for the collection of human trafficking statistics in EU and in the discussion held in Brussels, and participated in the process of preparing the instructions. The recommendations of assessment report of the EU action plan for combating trafficking in human beings “Assessment of Implementation and Monitoring of the EU Action Plan on Best Practices, Standards and Procedures for Combating and Preventing Trafficking in Human Beings” have been taken note of and sent to the network.
	7.3. Preparation of the signing of Council of Europe Convention on Action against Trafficking in Human Beings and possible ratification of the convention	Operating costs of the Ministry of Justice	2008	Ministry of Foreign Affairs, Ministry of Justice	<b>Partially performed</b> The draft for signing the convention was sent for coordination on 24 November 2008 and will be submitted to the Government for approval during the first half-year of 2009.
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>

	<p>7.4. Participation in the EQUAL project “Integration of Women Involved in Prostitution Including Victims of Human Trafficking into Legal Labour Market”</p>	<p>Ministry of Finance, European Social Fund, funds prescribed for the EQUAL project</p>	<p>Project duration 2005-2008</p>	<p>Ministry of Social Affairs, Labour market Board, National Institute for Health Development, non-profit associations</p>	<p><b>Performed</b>  In 2008, the EQUAL project “Integration of Women Involved in Prostitution Including Victims of Human Trafficking into Legal Labour Market” supported by the European Social Fund ended, in the framework of which international examples of best practices have been collected for helping the victims of human trafficking, training events, workshops, round tables and surveys have been carried out, online database has been completed for promoting information exchange between the organization providing services to the victims of human trafficking and an integral model for monitoring human trafficking has been developed. A television documentary “From Body Market to a Legal Labour Market” and a book “Voices of the Silent 2” about sexual abuse of women were completed.  Rehabilitation centre Atoll for women involved in prostitution and victims of human trafficking continued operation.</p>
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	<p>7.5. Participation in the activities of the Nordic-Baltic Pilot Project for providing assistance to victims of human trafficking “Support, Protection, Safe Return and Rehabilitation of Women Victims of Trafficking in Human Beings for Sexual Exploitation”</p>	<p>Financing takes place through the European Women’s Lobby. The project is financed by the Nordic countries.</p>	<p>Project duration 2005-2008</p>	<p>Ministry of Justice, Ministry of Social Affairs, non-profit associations</p>	<p><b>Performed</b>  The project was participated in, successfully implemented and ended. Victims were provided accommodation, in case of need, psychological and social counselling and help in the carriage of affairs in administrative agencies (support persons), in case of need, medical care was arranged and necessary trainings for finding a job or employment were found in cooperation with national employment system. In 2008, assistance was provided to 55 trafficked persons. On 15-16 May, the project meeting with the members of the Nordic and Baltic states networks was held in Estonia. On 21 November 2008, a regional final workshop of the project was held where mainly the development of instructions for the identification of victims was discussed. Financed by the Nordic Countries and the Estonian Council of Gambling Tax.</p>
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	7.6. Participation in the work of the Council of the Baltic Sea States Task Force Against Human Trafficking (supervision and exchange of information on the implementation of 7.5 project)				<b>Performed</b> An official of the Ministry of Foreign Affairs participated on 28-29 May, on 15-16 September and on 25 November 2008 in the meeting of the Council of the Baltic Sea States Task Force Against Human Trafficking in Jurmala and Copenhagen. On 24 November 2008, the official of the Ministry of Foreign Affairs and the consul of the Estonian Embassy in Copenhagen participated in the human trafficking training course for diplomats held in Copenhagen.
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>
	7.7. Cooperation in the implementation of the development plan objectives of the Council of the Baltic Sea States Working Group for Cooperation on Children at Risk (contact point of trafficking in children, training of specialists and information exchange)	Operating costs of the Ministry of Social Affairs	Currently (Estonia is the member of the Council of the Baltic Sea States Working Group for Cooperation on Children at Risk since 2002)	Ministry of Social Affairs	<b>Performed</b> The participation in the network of contact points for unaccompanied and trafficked children has continued, information has been exchanged and the contact point has participated in the preparation of a new development plan against trafficking in children 2008-2010. In January 2008, a network training was held for specialists working with children who have fallen victims of trafficking during which the activities undertaken in each country in the field of trafficked children were introduced and further cooperation was planned (as a follow-up to training that took place in

					<p>2006-2007). In 2008, the final report and the publication “The Frail Chain”<sup>11</sup> (the situation of trafficked child victims in the Baltic Sea States and network activities) were completed. In November 2008, the 3<sup>rd</sup> World Congress against Sexual Exploitation of Children and Adolescents was held in Rio de Janeiro; A. Tikerpuu gave an overview of the activities of the Council of the Baltic Sea States Working Group for Cooperation on Children at Risk in the working group on child trafficking. The Frail Chain was funded by the EC Daphne II programme. Tartu Child Support Centre as the competent centre for the children at risk of the Baltic Sea States maintained a homepage <a href="http://www.childcentre.info">www.childcentre.info</a> (information on Estonia, incl. surveys), distributed information and participated in the Baltic Sea States network for children at risk.</p>
<b>Strategic objective 4: curbing human trafficking by means of more effective border control and control over employment mediation</b>					
8. Strengthening of border control with regard to minors	8.1. Paying particular attention to minors who cross the EU external borders (including, if necessary, by questioning the minor or the person accompanying the minor, contacting the	Ministry of Internal Affairs (operating costs of the Border Guard Administration)	Currently	Ministry of Internal Affairs (operating costs of the Border Guard Administration)	<p><b>Performed</b></p> <p>In case of suspicion, an additional questioning with the minor shall be held. The first questioning shall be conducted by an official performing the border control, if additional questions need to be asked, by a border point officer. There are no data on the number of cases when additional documents have been requested; this activity is performed at border points as</p>

<sup>11</sup> [www.childcentre.info/projects/traffickin/dbaFile15589.pdf](http://www.childcentre.info/projects/traffickin/dbaFile15589.pdf) (02.03.2009).

	parents of the child, demanding additional documents, etc.)				necessary and in course of a routine control, separate count is not being kept. As far as is known, no incidents have been established on the border in case of which it has been established that these were case of human trafficking.
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>
	8.2. Ascertainment of possibilities for strengthening border control with regard to minors	Operating costs of the Ministry of Internal Affairs (Border Guard Administration), Ministry of Social Affairs	2008-2009	Ministry of Internal Affairs (Border Guard Administration), Ministry of Social Affairs	<b>Partially performed</b> Participation under the leadership of the Ministry of Social Affairs in the development of instructions for the identification of human trafficking (Ministry of Internal Affairs, Police Board, Central Criminal Police, Border Guard Administration, Citizenship and Migration Board). The Border Guard Administration has considered the development of instructions inside the organization as one possibility for acting if a minor crosses the border alone or with an unauthorized person. The Border Guard Administration has established a contact with the contact point for unaccompanied children.
9. Making the employment mediation system transparent	9.2. Analysis of employment mediation system and supplementation in case of need	Operating costs of the Ministry of Social Affairs	Currently	Ministry of Social Affairs	<b>Partially performed</b> In order to review the regulation of providers of labour market services (incl. employment mediation), an initial task of policy changes will be prepared during 2009. Effective regulation of labour market services (in the Labour Market Services and Benefits Act) deals with both the state employment mediation and mediation

					provided by legal persons governed by private law. In 2009, the state will assume an additional obligation to register also legal persons governed by private law who mediate rented workforce. By the end of the year, the initial task of policy changes will describe the shortages of regulation and potential specifications required by the peculiarity of rent labour.
<b>Strategic objective 5: effective reaction to criminal offences related to human trafficking</b>					
10. Exchange of surveillance information	10.1. Regular exchange of information with other countries and international investigative agencies (Europol) concerning possible cases of human trafficking	Operating costs of Ministry of Internal Affairs (Central Criminal Police)	Currently	Ministry of Internal Affairs (Central Criminal Police)	<p><b>Performed</b></p> <p>Surveillance information is exchanged with co-operation partners on a regular basis. Information concerning potential cases of human trafficking is also exchanged by the medium of Europol liaison officers. In 2008, 16 initial inquiries were submitted (1 inquiry more than in 2007), some of them were followed by subsequent exchange of information.</p> <p>Main co-operation partners were Great Britain, Finland, Sweden, Norway and Poland. Information is mainly exchanged with the Nordic countries. Inquiries may differ as to their contents – control of persons and their backgrounds, verification and exchange of information, etc.</p>
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>

11. Effective conduct of proceedings in criminal matters	11.2. Effective use of international legal aid in criminal proceedings in matters relates to human trafficking	Operating costs of Ministry of Internal Affairs (Central Criminal Police), Ministry of Justice	Currently	Ministry of Internal Affairs (Central Criminal Police), Ministry of Justice (Prosecutor's Office)	<b>Performed</b> Procedural acts in the framework of received requests for legal aid have been performed, assistance has also been provided in case of requests for legal aid concerning human trafficking outside Estonia. Main co-operation partners: Great Britain, Finland, Sweden, Norway and Poland. Information is mainly exchanged with the Nordic countries. Proposal made by the Ministry of Internal Affairs: in the future, to start to collect separate data on the received requests for legal aid.
	11.4. Issue of temporary residence permits to trafficking victims who are residents of foreign states for the time of conduct of criminal proceeding	Operating costs of Ministry of Internal Affairs, Ministry of Justice	Currently	Ministry of Internal Affairs, Ministry of Justice (Prosecutor's Office), Ministry of Social Affairs	<b>Performed</b> No residence permits have been applied for any victims of human trafficking, hence no residence permits have been issued either
	11.5. Where necessary, the application of measures prescribed by the Witness Protection Act and ensuring the anonymity of witnesses	Operating costs of Ministry of Internal Affairs, Ministry of Justice	Currently	Ministry of Internal Affairs (Central Criminal Police), Ministry of Justice (Prosecutor's Office)	<b>Performed</b> It is not possible to provide statistics on the application of witness protection. Since 2008, a possibility for local anonymous witnessing in Estonian courts exists at the Liivalaia, Tartu, Kohtla-Järve, Narva and Rakvere courthouses.
<b>Strategic objective 6: provision of assistance to trafficking victims</b>					
12. Assisting persons who fall victim to human trafficking in	12.2. Where necessary, provision of support to victims of human trafficking upon	2008: 20 000.-	Currently	Ministry of Foreign Affairs (foreign missions)	<b>Performed</b> In 2008, the Ministry of Foreign Affairs provided unrequited financial assistance in the amount of 2761 kroons to a victim

foreign countries	returning to native country (transport, accommodation, etc.)				identified in Great Britain
13. Helping victims of human trafficking	13.3. Training on how to use the instructions, including victim support and health care workers	60 000.-	2008	Ministry of Social Affairs involving the Ministry of Internal Affairs (Citizenship and Migration Board). Local governments and non-profit associations	<b>Not performed</b> The first training will be held in February 2009 in cooperation with IOM. Training was postponed due to the time of completing the instructions.
	13.5. Development of a system for buying necessary services for victims and organizing accommodation	Operating costs of the Ministry of Social Affairs	2008	Ministry of Social Affairs, Ministry of Internal Affairs, involving non-profit associations	<b>Performed</b> Development of a system for buying necessary services for victims and organizing accommodation: in 2009, the shelters for human trafficking victims will receive 1,2 million kroons from the allocations of the Ministry of Social Affairs. This money is used for maintaining 2 shelters and 1 rehabilitation centre in Tallinn. At present, a draft act to amend the Victim Support Act is being elaborated at the Ministry of Social Affairs (pursuant to which the funding of shelters for human trafficking victims will be placed under the victim support service) the initial document of which will be completed by 15 February 2009.
<b>Measure</b>	<b>Activities</b>	<b>Expenditure</b>	<b>Deadline</b>	<b>Responsible authority</b>	<b>Performance notes (2008)</b>

	13.6. Preparation of a control questionnaire for identification of human trafficking victims and creation of identification system	Operating costs of the Ministry of Social Affairs	2008	Ministry of Social Affairs, Ministry of Foreign Affairs, Border Guard Administration	<b>Performed</b> The initial version of identification instructions was completed in 2008 in cooperation with the Ministry of Social Affairs, the Ministry of Justice, the Ministry of Internal Affairs, the Border Guard Administration, the Central Criminal Police, the Citizenship and Migration Board and non-profit associations Eluliin and the Estonian Women's Shelters Union. On 21 <sup>st</sup> November, a meeting with all concerned parties was held in order to exchange opinions; during the network round table that was held on 29 <sup>th</sup> January 2009 the instructions for identification of human trafficking victims was approved.
14. Early detection of children's need for assistance	14.1. Operating and expanding the children's helpline	2008: 700 000.-	2006- 2009	Ministry of Social Affairs	<b>Performed</b> In 2008, the development of a national children's helpline was started and preparations for the start-up of the service were made in 2009. Arstlik Perenõuandla OÜ won the procurement and started preparatory works during the second half of 2008. On 1 <sup>st</sup> January 2009, the national children's helpline 116 111 started operation the objective of which is to enable the notification of children in distress and operational provision of assistance to children in distress. The start-up of a national children's helpline has been initiated in order to increase children's sense of security and possibilities to get help and support. Calls

					are expected from children in distress and everybody who has information on children who need help. In addition to the possibility to notify of children in distress, the children's helpline is needed in order to provide children information on matters concerning their everyday life and, in case of need, primary counselling. The service is aimed at all citizens and directly at children.
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## V Overview of funds used for the implementation of activities (01.01.2008–31.12.2008)

All costs that are necessary for the implementation of development plan are prescribed and planned in the budget of each relevant ministry. The activities that are necessary for the implementation of the development plan can be divided in two groups according to their financing.

First, the activities that are financed within the framework of operating costs of ministries and the agencies within the area of their government. Overview of activities financed from the 2008 operating costs has been given in the implementation plan (see Chapter II).

Second, the activities that are financed for the specific purpose of dealing with human trafficking.

The following table sets forth the costs of these measures/activities that were specifically financed in 2008 for the purpose of dealing with human trafficking.

Measures/Activities	Expenditure source/ Responsible authority	2008
<b>Measure 3. Informing the public</b>		
Giving 10 lectures per year throughout Estonia	Ministry of Social Affairs involving non-profit associations	17 277.-
Information activities in order to decrease the demand for human trafficking	Ministry of Social Affairs involving non-profit associations	229 261.-
Continuing the operation of the hotline for the prevention of human trafficking	Ministry of Social Affairs, non-profit associations	180 000.-
Preparation and publication of educational information materials	Ministry of Social Affairs, non-profit associations	70 755.-
<b>Measure 5. Training of specialists</b>		
Organization of anti-trafficking training for specialists engaging in the prevention and fight against human trafficking and assisting trafficking victims	Ministry of Social Affairs involving Ministry of Justice, Ministry of Internal Affairs, Ministry of Foreign Affairs	94 961.-
Cooperation in the implementation of the development plan objectives of the Council of the Baltic Sea States Working Group for Cooperation on Children at Risk	Operating expenses of the Ministry of Social Affairs	137 904.- (EUR 8840)

(contact point of trafficking in children, training of specialists and information exchange)		
<b>Measure 12. Assisting persons who fall victim to human trafficking in foreign countries</b>		
Provision of support to victims of human trafficking upon returning to native country	Ministry of Foreign Affairs, Ministry of Social Affairs	2761.-
<b>Measure 14. Early detection of children's need for assistance and intervention</b>		
Operating and expanding the children's helpline	Ministry of Social Affairs	1 775 000
<b>TOTAL EXPENDITURE</b>		<b>2 507 919</b>