



**SITUATION REPORT  
OF THE SYSTEM OF ASSISTANCE  
FOR VICTIMS OF HUMAN  
TRAFFICKING  
1 January – 31 December 2014**



31 December 2014

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# SITUATION REPORT OF THE SYSTEM OF ASSISTANCE FOR VICTIMS OF HUMAN TRAFFICKING

## 1 January to 31 December 2014

### INTRODUCTION

The Joutseno Reception Centre publishes its seventh situation report on the System of Assistance for Victims of Human Trafficking (Hereinafter the Assistance System). The report is public and it will be sent electronically to cooperation authorities and on request also to other actors. In the report the activities of the Assistance System are analysed briefly in the light of latest statistical data.

In part 1, client statistics of the Assistance System are analysed as a whole as they were on 31 December 2014. Part 2 focuses on new clients of 2014 and gives a more topical picture of trends in 2014. Part 3 discusses the requests for inclusion of a person into the system of assistance for victims of human trafficking made in 2014. Part 4 summarises other issues related to the assistance system.

The Assistance System collects and maintains statistics on persons who have sought help from the Assistance System and who have been admitted into the system. When interpreting the statistics, it must be kept in mind that the statistics only concern persons and cases known to the Assistance System. Thus the statistics maintained by the Assistance System do not tell the whole truth about the extent of the trafficking phenomenon in Finland, and yearly victim numbers are somewhat higher than what the statistics indicate.

The first situation report was published on 18 October 2011, and since 2013 reports have been published twice a year.



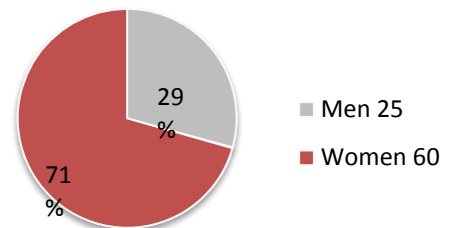
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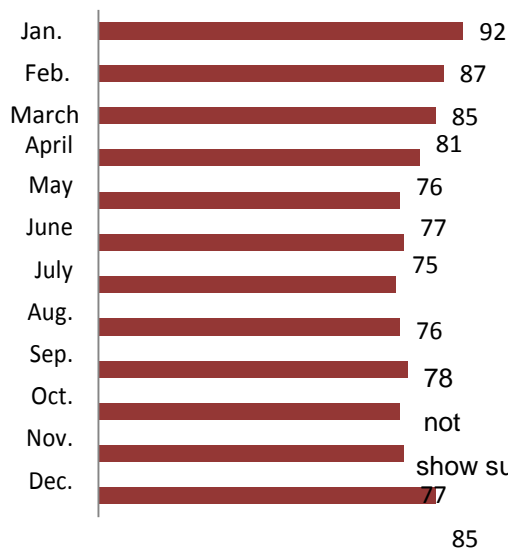
## 1. CLIENTS OF THE SYSTEM OF ASSISTANCE FOR VICTIMS OF HUMAN TRAFFICKING

At the end of 2014, there were 85 persons in the Assistance System. The Assistance System has accepted approximately 40–60 new clients yearly. Simultaneously, old clients have left and clients have been redirected, when possible, to seek other types of help. The most long-term clients of the Assistance System were admitted already in 2010. The most recent clients entered the Assistance System on 30 December 2014.

Gender distribution of clients of the assistance system (85 clients)



Development of client numbers in 2014



85

In December 2014, there were clients from 29 different states in the assistance system. The largest nationality group (36% of clients) come from Nigeria, followed by Vietnam, Finland and the Philippines. Each

group comprises less than ten persons.

There are five minor clients in the Assistance System. In order to protect the privacy of the minors, no detailed information will be published on them. The client numbers do

show such minors whose parent(s)

are clients of the system.

The number of such children amounts to approximately 60.



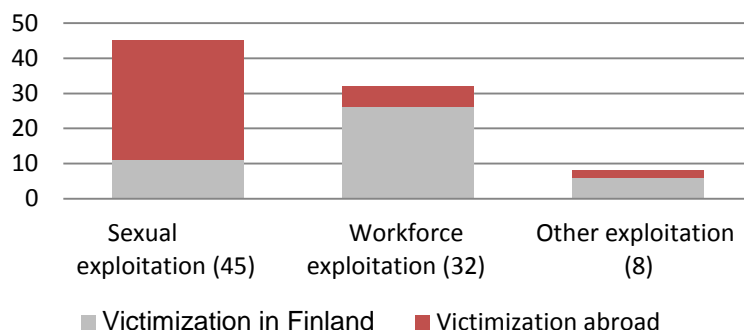
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### 1.1 All clients according to type of victimization

In the statistics maintained by the Assistance System, clients are divided into victimization categories: trafficking for workforce exploitation, trafficking for sexual exploitation, and other types of human trafficking. The category "other" may refer e.g. to coercion into crime or e.g. forced marriages. This classification does not have real significance from a criminal law perspective. It is created by the Assistance System, and is based on client testimonies and circumstances. Criminal proceedings are ongoing only for part of the clients of the assistance system. The Assistance System accepts clients with a low threshold, and clients may enter already before a possible crime is known to other authorities.

#### Clients of the assistance system (85): victimization type and country



Out of the 85 clients of the Assistance System, 45 persons are deemed to have fallen victim to human trafficking related to sexual exploitation. 76% of them have been victimized abroad, most often in Mediterranean countries. 32 clients have fallen victims of workforce exploitation related human trafficking. A majority of them, 81 per cent, was victimized in Finland. There are 8 persons in the Assistance System victimized otherwise. Out of the 85 clients of the Assistance System, 43 persons are deemed to have fallen victim of human trafficking or related crimes in Finland.



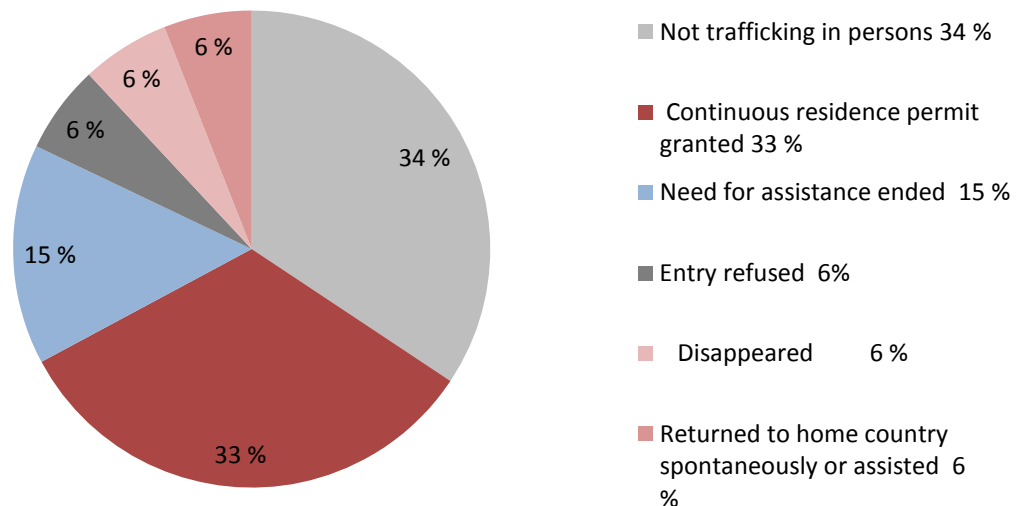
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### 1.2 Number of clients who left in 2014

During 2014, 68 persons exited the assistance system. Most often the reason was that the case was found not to involve human trafficking. In these cases, the persons removed from the Assistance System have been directed to other services. On these grounds, a majority of the removed persons have been entitled to normal Finnish public services.

Grounds for persons to exit the assistance system in 2014



Almost as often, clients have exited when the Finnish Immigration Service has granted a continuous residence permit. At that moment, also a municipality of residence is given, and the client is directed, with assistance, to use its services. The contact with the Assistance System is not automatically severed upon moving to the municipality of residence, but each client's situation is always assessed individually. If e.g. criminal proceedings in a client's case continue, there are grounds for continued involvement of the Assistance System.



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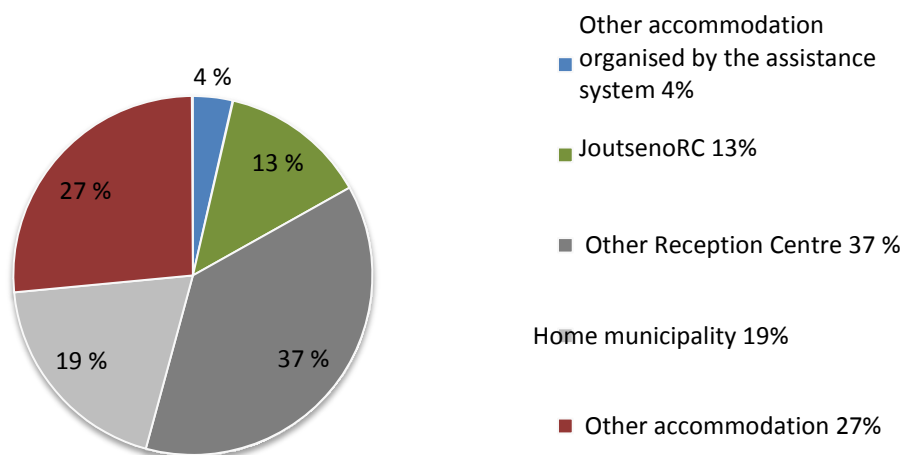
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### 1.3 Housing for clients

Housing for clients in the Assistance System is considered on a case by case basis. Clients residing in Finland as asylum seekers are usually staying in reception centres, unless another form of accommodation is considered more suitable for the client for security or other reasons. Also persons who are not asylum seekers may temporarily be accommodated in reception centres.

Almost half (approximately 49%) of the clients of the assistance system stay in reception centres. The reception centre in Joutseno has reserved separate facilities with enhanced guarding, when needed.

#### Living arrangements of clients of the Assistance System



About 20% of clients have received accommodation designated by their home municipality pursuant to the Municipality of Residence Act. "Other" usually indicates that the client has found accommodation independently.

Clients of the Assistance System have also been offered supported housing and shelter accommodation, as needed. The supply of shelters tailored for victims of human trafficking has been very limited. Unfortunately, heavily guarded shelter accommodation was no longer available in 2014. Shelter accommodation has been used in previous years especially in situations where the client has been the target of threats or pressure from the part of organized crime.

<sup>1</sup> Municipality of Residence Act (1994/201)

<sup>2</sup> Accommodation situation as of January 2015.



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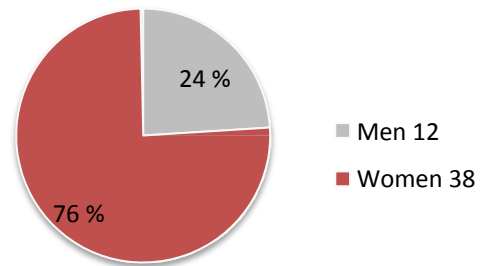
## 2. New clients

In 2014, 50 new clients were admitted to the assistance system for victims of human trafficking. The group of new clients also comprises minors (< 5 persons).

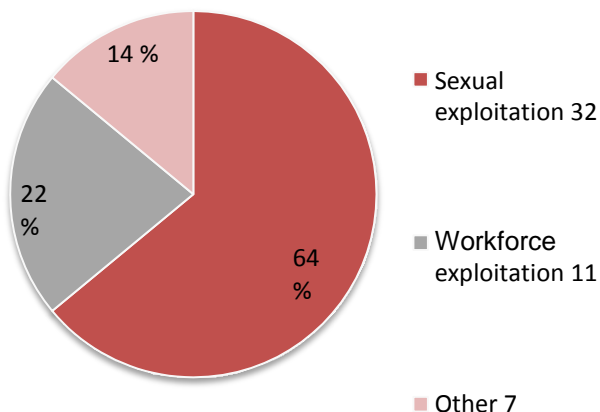
Out of the new clients, a total of 18 may have

fallen victim of human trafficking or related crimes in Finland. In earlier years, clients were admitted to the Assistance System as follows: 56 (2013), 48 (2012), 51 (2011) and 44 (2010).

Gender distribution of new clients of the assistance system (50 clients)



Type of victimization of new clients of the Assistance System (50 clients)



A majority of the new clients have been admitted to the Assistance System because it has been assessed that they have fallen victim for sexual exploitation related human trafficking. Out of these Clients, 20% were exploited in Finland.

In 2014, a typical victim of workforce exploitation related human trafficking was in Finland a person who worked in the cleaning or in the restaurant branch.<sup>3</sup>

<sup>3</sup> The number of persons victimized in Finland in this category is not presented, due to the low number.

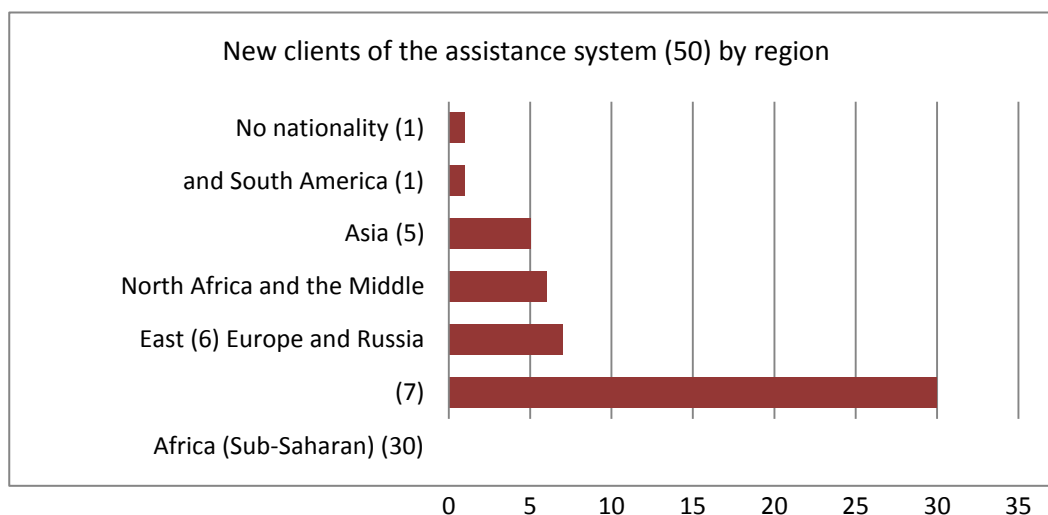


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In 2013, several persons were admitted to the Assistance System who were estimated to be in transit in Finland. In these cases Finland is not a target country for the trafficking, but the persons have been transported through Finland to the true target country. In 2014, such cases were not known by the Assistance System. Also persons victimized in Finland by sexual exploitation related human trafficking have very seldom been directed to the Assistance System, although the numbers are increasing.

### 2.1 New clients by region



A large part of the clients accepted to the Assistance System in 2014 (21 persons) are Nigerian citizens. The next largest nationality groups comprise at most three persons. In order to protect the privacy of its clients, the Assistance System does not publish information on nationality groups comprising less than five persons. In the table above, new clients of the Assistance System are divided regionally into six groups.

According to statistics by the Assistance System, persons from Sub-Saharan Africa and Europe have most often fallen victim for sexual exploitation related human trafficking. Persons from Asia, North Africa and the Middle East have most often fallen victim for workforce exploitation related human trafficking.





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### 3. REQUESTS FOR ADMISSION INTO THE ASSISTANCE SYSTEM

The system of assistance for victims of human trafficking has no outreach activities. Therefore, it is important that also other authorities and organisations are active in directing victims of trafficking to the services and assistance he/she is entitled to by the law.

Requests for the admission of a person into the Assistance System may be made by authorities, the victim him/herself or private or public service producers. Requests are generally made in writing. In urgent cases, and when a possible victim files the request him/herself, also an oral request may be deemed sufficient. The director of the Joutseno Reception Centre decides on the admission of persons into the Assistance System and its services.

The helpline of the Assistance System provides assistance and guidance both to possible victims themselves and to such authorities and other persons who encounter possible victims of human trafficking in their work or during their leisure time. Guidance, e.g. on how to file a request, may be given over the telephone. The helpline has been in use since November 2013, and information on it has been given in several different languages on the internet, by means of a poster campaign and in training events. It is possible to call the helpline anonymously.

A majority of the calls have come from other authorities, presumed victims or private persons helping the victim. The Assistance System also wishes that NGOs would start to use the helpline more extensively. The Assistance System wishes to encourage the use of the helpline as a low-threshold service.

#### 3.1. Requests received

In 2014, the Assistance System received a total of 74 requests for persons to be admitted into the Assistance System. The number of persons is slightly lower than the number of requests, because some there have been more than one request for some persons. This is the case especially if the first decision was negative. For the first time, there were a total of 63 requests for admission into the Assistance System.

<sup>4</sup> Sections 35, 36 and 37 of the Act on the Reception of Persons Seeking International Protection

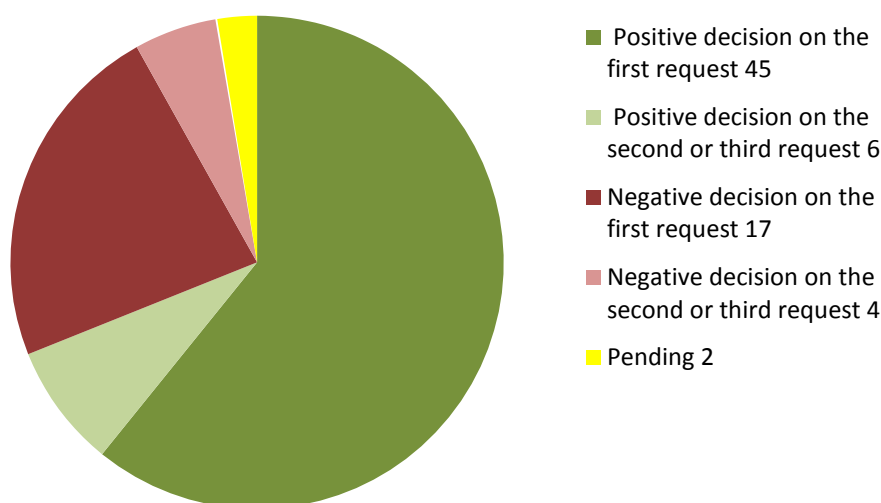


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Persons have been requested twice or three times in 11 cases. A positive decision on the admission into the Assistance System was made in the case of 51 requests. A negative decision was made in the case of 21 requests. Two cases were pending in early 2015.

Decisions on requests received in 2014 (total of 74)



### 3.2. Requesting parties

The Reception Centres have been the most active in identifying possible victims and requesting admission into the Assistance System. Also the activity of the Police in directing victims of human trafficking into the Assistance System has been commendable: 12 requests were received from local Police Departments and two requests from the National Bureau of Investigation. An alarming trend is the low number of requests from the Border Guard and NGOs. In 24 cases, the request for admission into the Assistance System was made by the victim him/herself or a lawyer representing him/her from the Refugee Advice Centre.

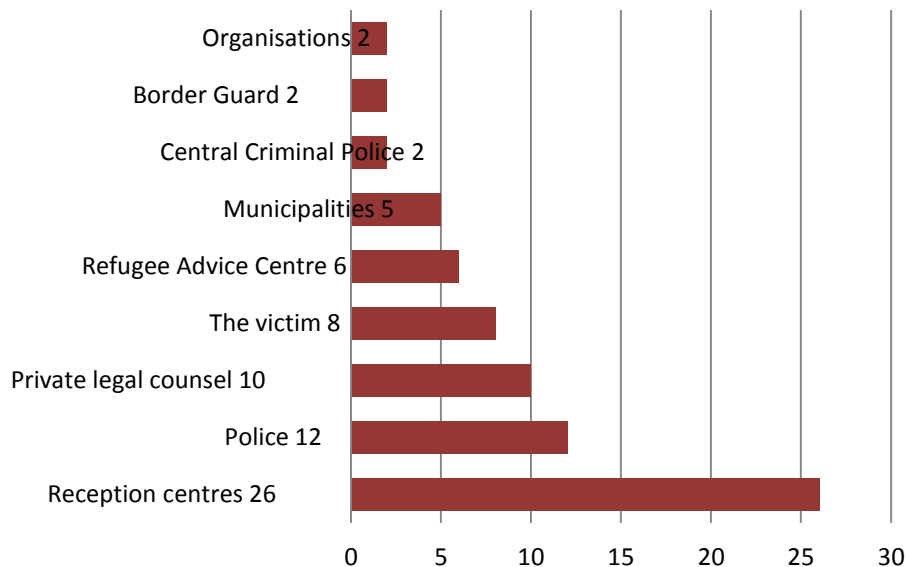
<sup>5</sup> There have been 51 positive decisions, although there are 50 new clients. This is due to the fact that in the case of one client, an extension was granted after the client had already been removed from the Assistance System. The Assistance System thus does not count this person as a new client.



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## In 2014, requests were made by



## 4. ON THE SYSTEM OF ASSISTANCE IN GENERAL

The Assistance System has continued its active participation in the work to combat human trafficking. In 2014, the Assistance System organised and participated in training, was active on national and international fora, and cooperated with authorities and organizations both in Finland and internationally.

The visibility of the Assistance System has been increased by, *inter alia*, a poster campaign. The effects of the campaign can be seen e.g. as an increased number of phone calls to the helpline of the Assistance System. Also the website <http://www.humantrafficking.fi>, which is maintained by the Joutseno Reception Centre, receives a growing number of messages. The website <http://www.humantrafficking.fi> has proven to be especially useful for possible victims of human trafficking who by means of the website have contacted the Assistance System independently.



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#### 4.1 The HAPKE project

The project to develop the service system for asylum seekers in a vulnerable situation HAPKE 2 won a competition organized by the National Council for Crime Prevention and represented Finland at the European Crime Prevention Awards held in Rome in December 2014. The project to develop the service system for asylum seekers in a vulnerable situation HAPKE 2 was a joint project between the reception centres in Joutseno and Oulu, focusing on work to combat human trafficking, and especially human trafficking related to exploitation of workforce. The European Refugee Fund participated in the funding of the project and the Finnish Immigration Service gave a work contribution. The term of the project is 1 July 2013 to 30 June 2014.

During the project, the activities of the Assistance System were developed and an electronic handbook was finalized according to the framework of the European quality model EFQM. The handbook also takes into account the recommendations of Valvira on internal oversight and the social welfare task structure. The project produced materials to combat human trafficking for reception centres and the general public and developed the website [http://www.humantrafficking.fi/in\\_english](http://www.humantrafficking.fi/in_english). The texts of the website were formulated in simple Finnish, and materials were added in many languages and as audio recordings.

The project organized workshops in almost all reception centres in Finland, and developed work methods to combat human trafficking and an increased awareness of human trafficking as well as of identification and assistance of victims. Information materials "Working in Finland" were produced for asylum seekers to prevent workforce exploitation. The materials also form part of the work and study activities for asylum seekers of the Immigration Service. The importance of the materials is underscored, *inter alia*, by a recent pre-study prepared by the Finnish Institute of Occupational Health on the working conditions and work ability of employees having arrived in Finland as asylum seekers.

The project also participated in the development of the human trafficking parts of the website of the Finnish Immigration Service. More than 500 persons participated in different functions of the project and it also cooperated with different authorities as well as education institutions and organisations. Cooperation to combat human trafficking was carried out with actors within occupational health and safety and with trade unions.



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#### 4.2. Changes in the Personnel Structure of the Assistance System

In the first half of 2014, the personnel of the Assistance System comprised a senior inspector, an inspector, a HAPKE project worker (inspector), a social worker and a social instructor. In spring, there was one intern, and in summer 2014 there was an assistant inspector working in the Assistance System. In 2014, two of the inspector posts were made regular, and in the autumn of 2014 the Assistance System employed a social instructor for a six month fixed-term employment contract. In September 2014, the social worker who worked in the Assistance System became the leading social worker at the Joutseno Reception Centre and its Detention Unit. A social worker still works in the Assistance System, but only 20% of the work time.

#### 4.3. Costs of the Assistance System

In accordance with section 33 of the Act on the Reception of Persons Seeking International Protection (Reception Act) the Assistance System produces service and support for its clients, which may include legal and other guidance, crisis support, social and health care services, interpreter and translation services and other support services, accommodation or housing, reception allowance or income support and other necessary care, as well as support for a safe return. In cases where the client is registered as a resident of a municipality in Finland, the responsibility for the production of services lies on that municipality. In those cases the Assistance System has an advisory role and coordinates the support measures.

The costs of the Assistance System were in 2014 on the level of 2013. Housing, health care services and other services procured for the clients, e.g. shelter accommodation, were the costliest individual client cost items. The largest expenditures in running costs are rents and expenditures for security and guards. Running costs have somewhat increased upon employment of extra personnel. However, both client costs and running costs have stayed within the planned limits during the reporting period.



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## 5. CONCLUSIONS

Based on statistics of the Assistance System, a probable victim of human trafficking in Finland is a person who has fallen victim of workforce exploitation related human trafficking. Most often a person victimized in Finland has worked in the cleaning or restaurant sectors. In Finland, victims of sexual exploitation related human trafficking are very seldom identified and directed to the Assistance System. In 2014, however, a few persons have been directed to the Assistance System who have been deemed to have fallen victim of sexual exploitation related human trafficking expressly in Finland.

The Assistance System and the acclaimed HAPKE project to develop the service system for asylum seekers in a vulnerable situation have participated in various information and training activities. This work also seems to have produced results, especially as increased human trafficking related know-how of reception centres. The preconditions for multi-sectoral cooperation seem to have increased, especially regarding victims of workforce exploitation related human trafficking and their involvement into the Assistance System.

The Assistance System continues to actively participate in the work to combat human trafficking by assisting victims and also through training and information, legislative work and cooperation with interest groups.

### ADDITIONAL INFORMATION:

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