



DESIRE
Demand
for Sexual
Exploitation
In Europe

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Acronyms

A-Z	Acronym	Meaning
D	DESIrE DoA	DEmand for Sexual Exploitation In Europe Description of Action
E	ERG	Expert Reflection Group
F	FLIGHT	FLIGHT, NGO
T	THB TiU	Trafficking in human beings Tilburg University
U	UU UW	University of Uppsala University of Warsaw
V	VUB	Vrije Universiteit Brussels
W	WP	Work Package

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Executive summary

After an introductory section outlining the general objectives of the project and of this briefing paper, the paper begins by mapping the alternatives to legislation for the prevention of human trafficking, as identified by project partners (section 2).

The third section of the paper presents an adult human trafficking screening toolkit developed by the US national Human Trafficking training and technical assistance center. The toolkit enables healthcare professionals to identify potential signs of trafficking in a way that is minimally invasive thanks to a limited set of closed ended questions. This kit is developed for healthcare professionals but could potentially be adapted to other professions potentially in contact with victims of trafficking, and, as such, stands as a best practice in the capacity building of professionals in spotting the signs of trafficking.

The fourth section outlines sensitization workshops for the law enforcement on the rights of sex workers and human trafficking awareness, which have been identified as a very pressing need in the fieldwork of some countries of the DESIRE project. In this regard, workshops to sensitize the law enforcement to the rights of persons selling sex have been developed, as the first step for the persons selling sex to report crime and to collaborate with the law enforcement authorities is that they trust them, which is not always the case. This section provides a few examples of countries where these workshops have been developed and implemented, while outlining their shortcomings identified by IOM.

The fifth section of the paper mirrors the fourth one by focusing on prevention measures for sex workers. Based on the findings of the fieldwork of the DESIRE project, it emphasizes the importance for persons selling sex to know their rights.¹ The empirical findings in the Dutch context particularly showed the vulnerability of foreigners in terms of access to their rights because of the language barrier. This lack of access to proper information makes them particularly exposed to trafficking, which is why this kind of information campaign targeting sex workers is of particular importance. In this regard, this section provides examples of booklets that have been circulated in the Netherlands and in the United Kingdom in order to increase awareness among sex workers.

The deliverable concludes by stressing the need to carefully select the tools according to the goal to be achieved, bearing the legislative framework in mind, while simultaneously taking the recipients of the tool and their different needs into account for an optimal result. Similarly, the multiplication of tools can also be potentially considered to enhance the sought impact. However, these instruments can only be accompanying measures, and cannot, alone, provide a solution to a very complex problem that require a holistic approach.

¹ In some sex workers' interviews, it was made clear that they had no knowledge of the language and of the environment, so that they had neither access nor idea of their rights. See Deliverable 3.2 forthcoming. Find more information on: www.project-desire.eu.

1. Introduction

Purpose. In Work Package 2, the DESIRE project mapped the legislative and policy measures that have been adopted on the provision of sex services in four European Member States and determined the extent to which the purpose of such provisions seeks to prevent and combat trafficking in human beings by discouraging demand.² This has been predominantly based upon the obligation of European Member States to establish as a criminal offence the use of services which are the objects of exploitation in order to prevent and combat trafficking in human beings more effectively by discouraging demand that fosters all forms of exploitation related to trafficking in human beings.³

Obligations on EU Member States are not only restricted to law and policy measures but should also take other appropriate measures, such as education and training, to discourage and reduce the demand that fosters all forms of exploitation related to trafficking in human beings.⁴ To this end, this briefing paper outlines a number of preventive measures that have been identified as alternatives to legislation that can be adopted regardless of the legal position towards the regulation of sex work in a domestic context.

Focus on prevention of human trafficking. The principle focus of the measures identified are those that seek to prevent and/or combat human trafficking for the purpose of sexual exploitation as the desktop research demonstrated that there are very few non-legislative measures which directly focus on demand reduction. In addition, in deliverables 1.1 and 1.4, the notion of demand for sexual services that can fuel sexual exploitation, as defined in this project, comes out as a highly complex notion,⁵ involving a multiplicity of actors (facilitators, sex workers, buyers)⁶ with various types of ‘demands’ (for cheap labor - facilitators, for good working conditions- sex workers, for sexual services - clients, etc.)⁷ and who may use various means to satisfy them (including, in some cases, physical and/or psychological coercion)⁸. On top of this, these demands potentially take place against the backdrop of concurrent dynamics (paradigm of choice, coercion, etc.)^{9,10}, which, in turn, also influence its understanding. Similarly, the notion of sexual exploitation as included in our understanding of demand is – tentatively, subject to general findings of the project – defined in deliverable 1.2 as a complex phenomenon that can be very difficult to identify.¹¹ Consequently, given the complexity of these definitions and the ensuing difficulty of pinpointing alternatives to legislation that specifically target a type of demand for sex service that fuels trafficking for sexual exploitation, the choice has been made to focus on fighting trafficking in human beings. As a result, the measures identified can be considered as best practices for the prevention of human trafficking and could facilitate cross-border cooperation and collaboration where difficulties may arise from different legislative approaches to regulating sex work and as a result approaches to human trafficking for sexual exploitation.¹²

² DESIRE Deliverable, “Report on demand for sexual services that can fuel sexual exploitation in the context of human trafficking”, 07/2017, available at: <http://project-desire.eu/wp-content/uploads/2018/02/DESIRE-Deliverable-1.4-Final.pdf>

³ Article 18(4) EU Directive.

⁴ Article 18(1) EU Directive.

⁵ DESIRE Deliverable. “Report on demand for sexual services that can fuel sexual exploitation in the context of human trafficking”, 07/2017, pp. 9-17, *Op. Cit.*

⁶ DESIRE Deliverable. “Working Paper: a holistic approach to conceptualising demand for sexual services”, 04/2017, pp.8-9, available at http://project-desire.eu/wp-content/uploads/2018/08/DESIRE-Deliverable-1.1-Final_EN-4.pdf

⁷ *Ibid.*, pp.6-7.

⁸ *Ibid.*, p.10.

⁹ *Ibid.*, pp.6-10.

¹⁰ DESIRE Deliverable. “Report on demand for sexual services that can fuel sexual exploitation in the context of human trafficking”, 07/2017, pp.17-27, *Op. Cit.*

¹¹ DESIRE Deliverable. “Working Paper: towards a comprehensive definition of sexual exploitation in the context of human trafficking”, 05/2018, available at http://project-desire.eu/wp-content/uploads/2018/08/EN_DESIRE-Deliverable-1.2-FINAL-3-1.pdf

¹² DESIRE Deliverable, “Deliverable No.2.3: Legal and regulatory approaches towards sex work in four EU-countries”, 10/2017, pp.44-45, available at http://project-desire.eu/wp-content/uploads/2018/08/DESIRE-Deliverable-2.3_final-public-2.pdf

Methodology. Contributing partners undertook desk top research to create a taxonomy of the different methods and means that could be used to discourage and reduce the demand for sexual services that fosters human trafficking for sexual exploitation. Following an initial collaborative exercise to map the possible alternatives, each partner then selected a maximum of three measures to further research. Each measure was analysed using a structured reporting template to ensure consistency with the submission of data: i) Description of the tool; ii) Implementation of the tool; iii) Assessment [if available] of the tool; iv) Other remarks.

Structure of the paper. The briefing paper begins by mapping the alternatives to legislation for the prevention of human trafficking, as identified by project partners (section 2). The remainder of the briefing paper highlights a number of prevention measures that have been selected as being able to discourage and reduce the demand that fosters all forms of exploitation related to trafficking in human beings. These include an adult trafficking screening toolkit (section 3); sensitization workshops for the law enforcement on the rights of sex workers and human trafficking awareness (section 4); and information booklets for sex workers on rights and safety (Section 5).

2. Mapping alternatives to legislation for the prevention of human trafficking

An initial scoping exercise sought to map alternatives to legislation that exist, including:

- Corporate Social Responsibility
- Quality labels¹³
- Exit policies (ex. financial or psychological support, contact NGOs, job placement)¹⁴
- Social assistance¹⁵
- Information campaigns in source countries¹⁶
- Awareness raising campaigns about the rights (sex workers/immigrants/etc.)¹⁷
- Self-assessment on knowledge and awareness for THB
- Anonymous reporting system¹⁸
- Advertisement in media¹⁹
- Drop-in centers²⁰
- Units on the road²¹
- Public awareness raising in secondary and higher education²²
- World Day against trafficking in Persons²³
- Improved social contracting with service providers
- European structural funds²⁴
- Better national strategic documents such as National strategies and Workplans²⁵
- Outreach/social assistance to ensure presence in environments where the buying and selling of sex takes place²⁶
- Activities promoting and enhancing international cooperation²⁷

¹³ These labels are already found in other industries such as food and garment: <https://www.fairtrade.net>.

¹⁴ Those include actions such as the ones conducted by the Coalition Against Trafficking in Women, <http://www.catwinternational.org/ProjectsCampaigns/Aiding>.

¹⁵ These include platforms such as Services 4 sex workers, which is a website that presents a directory of health and social services as well as legal advice available for sex workers in 25 European countries. More information on <http://www.services4sexworkers.eu/s4swi/>.

¹⁶ For examples of such campaigns, visit <https://medium.com/@UNmigration/word-day-against-trafficking-in-persons-7cc51500d245>.

¹⁷ See section 4 on sensitization workshops for the law enforcement agencies on the rights of sex workers and human trafficking awareness.

¹⁸ DESIrE Deliverable, “Briefing paper on the use of technology to combat trafficking in human beings”, 09/2018, pp.20-26.

¹⁹ *Ibid.*, pp.8-10.

²⁰ Social assistance, drop-in centers and units on the roads are usually provided by the same organisations. For example, the German Network and Coordination Office Against Trafficking In Human Beings provides various types of assistance that include counselling centers, helpline, financial support health care and assistance in returning home: <https://www.kok-gegen-menschenhandel.de/en/assistance/>.

²¹ In this regard, a social entrepreneur in Denmark developed a “Sexelance”, an ambulance vehicle converted into a safe place for sex workers to perform services : <https://vimeo.com/216492358>.

²² A case in point is the memorandum of understanding signed between the Italian Ministry of Education and CNN to use the material from the CNN Freedom Project into the Italian education system to raise awareness about trafficking in human beings. <http://cnnpressroom.blogs.cnn.com/2016/10/04/unique-collaboration-between-cnn-and-ministry-of-education-university-and-research-puts-slavery-issues-at-the-heart-of-italian-curriculum/>

²³ Examples of this include the UN World Day Against Trafficking in persons: <http://www.un.org/en/events/humantrafficking/index.shtml>.

²⁴ EU funds dedicated to this can be found on the following link: https://ec.europa.eu/anti-trafficking/eu-projects/_en?page=1&solrsort=ds_field_publication_date%20desc

²⁵ The national frameworks and actions plans of EU member states on trafficking are available at: https://ec.europa.eu/anti-trafficking/member-states_en

²⁶ The DESIrE partner FLIGHT provides this kind of services among other activities: <http://www.udruga-let.hr>.

²⁷ Organisations such as La Strada International actively work on this. For more information, visit : <http://lastradainternational.org/ngo-platform>

3. Adult Human Trafficking Screening Toolkit²⁸

Sex workers may come into contact with a variety of professionals providing health, social, and psychological services. It is during this contact that professionals should be able to identify any possible indicators of potential exploitation such as sexual abuse or intimate partner violence and if they are at risk of human trafficking. In order to facilitate this process, screening kits offer public health professionals a short, minimally invasive and closed ended set of questions that can be used to obtain the basic information needed to identify persons who are at risk of human trafficking. With the use of a screening toolkit or guide, trained professionals are equipped to identify any indicators of trafficking, determine whether an individual has experienced human trafficking and/or is at risk of trafficking and provide a suitable response by identifying appropriate services for the provision of further support and assistance.

The Adult Human Trafficking Screening Toolkit and Guide (AHTST) is a survivor-centered, trauma-informed, and culturally appropriate intervention tool.²⁹ The toolkit was developed by the US National Human Trafficking training and technical assistance center and launched in January 2018.

The toolkit was developed using a number of different approaches:

- Interviews were held with service providers across the public health, behavioral health, health care, and social work sectors who deliver services to individuals who have been trafficked or are at risk of being trafficked and survivors of human trafficking
- A National Human Trafficking Training and Technical Assistance Center (NHTTAC) advisory group, composed of subject matter experts, survivor leaders, and other anti-trafficking professionals participated in a virtual discussion of key considerations and recommendations and answered an extensive array of questions about best practices for methods that ensure survivor-centered, culturally competent, and trauma-informed screening of individuals who have been trafficked or are vulnerable to trafficking.
- Literature review of 19 evidence based screening tools used by public health, health care, behavioral health, and social service professionals to screen for victims of intimate partner violence, child abuse, sexual assault, HIV/AIDS, and human trafficking.³⁰

The AHTST toolkit consists of eight short questions that include three core elements of trafficking for adults who may have experienced labor and/or sex trafficking— force, fraud, and coercion—as well as the most common tactics experienced by individuals who have been trafficked.³¹ The toolkit also considers the need to ensure inclusivity when screening individuals from diverse backgrounds, including foreign nationals, racial/ethnic minorities, gender and sexual minorities, and other underserved populations.³² In addition to this, professionals are made aware of the need to ensure that the safety and well-being of the individual is at the forefront of the screening process, with consideration of their needs core to any subsequent referrals. According to the toolkit, a successful safety plan for victims of human trafficking or those at risk will:

- Assess the current risk and identify current and potential safety concerns
- Create strategies for avoiding or reducing the threat of harm

²⁸ Desktop research on this measure was conducted by FLIGHT.

²⁹ NHTTAC, "Adult Human Trafficking Screening Tool and Guide A guide for training public health, behavioral health, health care, and social work professionals who wish to use trauma-informed and survivor-informed practices to assess adult clients and patients for human trafficking victimization or risk of potential trafficking victimization", *National Human Trafficking Training and Technical Assistance Center*, 2018, available at : https://www.acf.hhs.gov/sites/default/files/otip/adult_human_trafficking_screening_tool_and_guide.pdf

³⁰ *Ibid.*, p. 5-6.

³¹ *Ibid.*, p.5.

³² *Ibidem.*

- Outline concrete options for responding when safety is threatened or compromised³³

While this tool is not yet validated, it has been developed based on the latest research and best practices in screening. Screening tools for human trafficking should be brief and identify individuals who may have been trafficked or are vulnerable to trafficking by determining the presence of certain indicators, or risk factors.³⁴

The design and structure of screening tools must also consider the need to minimise the impact on the individual concerned such as:

- **Striking a conversational tone.** The AHTST is designed to be used in conversation, where answers to the questions may naturally flow and incorporates key elements found across trauma-informed screening tools for domestic violence and sexual assault.
- **Non-time consuming.** The AHTST is designed to be user friendly, can be completed relatively quickly, requires less expertise to administer, and may potentially be at least as effective as a face-to-face interview when completed in the form of a self-administered questionnaire.
- **Limited possibility of triggering re-traumatisation.** Typically, screening tools contain a limited number of closed-ended questions that require simple “yes” or “no” answers and make lengthy dialog and detailed disclosure of the trauma unnecessary.
- **Establishing trust and giving voice to individuals.** The AHTST considers ethical factors critical to developing trust before using this screening tool, including autonomy, language access, cultural responsiveness, and confidentiality.

³³ *Ibid.*, p. 12.

³⁴ *Ibid.*, p.26.

4. Sensitization workshops for law enforcement agencies on the rights of sex workers and human trafficking awareness³⁵

The provision of training for law enforcement agencies is one of the most important elements in fighting trafficking in human beings and sexual exploitation.³⁶ This has also been widely corroborated by the empirical findings of the DESIRE project conducted in Croatia and Poland. A respectful attitude of the persons selling sex and their good treatment by law enforcement authorities can only facilitate the trust to the police and consequently make it easier for them to report exploitation, violence and abuse.³⁷ The World Health Organisation (WHO) has emphasized the importance of sensitization and trafficking identification workshops for law enforcement agencies when addressing violence faced by persons selling sex.³⁸ Such professional training will be crucial in domestic settings where selling sex is criminalized e.g. Croatia and Poland. As a result, when it comes to protecting the rights of persons selling sex and detecting potential victims of human trafficking for sexual exploitation, it is essential that the police treat them in a humane and respectful manner.³⁹

The workshops should be prepared in collaboration with NGOs, governmental counter-trafficking departments, and with persons selling sex and include a range of activities, such as human rights awareness, exploitation signs' detection, legislation awareness.⁴⁰ Examples of such training have focused upon anti-discriminatory attitudes of the police towards sex workers and counter-trafficking.

- In **Peru**, a local sex work rights' protection organization run by sex workers themselves prepared trainings for law enforcement, health care workers, local authorities to fight discriminatory and degrading attitudes to sex workers.⁴¹
- In **Kyrgyzstan**, the training of law enforcement was focused on creating "friendly police" liaisons especially with regard with HIV prevention. The training predominantly focused on harm reduction strategies rather than exploitation detection, but at the same time, an increase in the trust of the police made it more likely for sex workers to report violence, abuse or exploitation.⁴²
- In **India**, where the sex industry is illegal and persons selling sex are subjects to arrest, law enforcement advocacy trainings encouraged police to follow the rule of law when approaching persons selling sex.⁴³
- In **Ireland**, the IOM facilitates a three-day training course for law enforcement departments. The training seeks to provide policemen with tools about human trafficking signals identification.⁴⁴

³⁵ Desktop research on this measure was conducted by TIU.

³⁶ Dandurand, Y. (2017). "Human trafficking and police governance", *Police Practice and Research*, 18(3), 322-336, DOI: 10.1080/15614263.2017.1291599

³⁷ *Ibidem*.

³⁸ WHO, "Addressing the Violence against sex workers", *World Health Organisation*, p.29, available at: http://www.who.int/hiv/pub/sti/sex_worker_implementation/swit_chpt2.pdf

³⁹ Dandurand, Y. *Op. Cit.*

⁴⁰ WHO, "Implementing Comprehensive HIV/STI Programmes with Sex Workers". *World Health Organisation*, 2013, available at: http://apps.who.int/iris/bitstream/handle/10665/90000/9789241506182_eng.pdf;jsessionid=4E99F22233E6C32AC6899A85DE0F6796?sequence=1

⁴¹ *Ibidem*.

⁴² Beletsky, L., Thomas, R., Smelyanskaya, M., Artamonova, I., Shumskaya, N., Dooronbekova, A., ... & Tolson, R. (2012). Policy reform to shift the health and human rights environment for vulnerable groups: the case of Kyrgyzstan's instruction 417. *Health Hum Rights*, 14(2), 34-48

⁴³ WHO, "Implementing Comprehensive HIV/STI Programmes with Sex Workers", *Op. Cit.*

⁴⁴ IOM Ireland, "Counter-trafficking", available at: <http://iomireland.ie/what-do-we-do/counter-trafficking/>

The World Health Organisation reports that there have been several attempts to independently evaluate law enforcement training.⁴⁵ The following efforts were observed:

- Law enforcement training and working with the police may provoke a backlash against persons selling sex by some officers. Hence, this needs to be monitored.
- It may be important to gain support at senior levels in the police hierarchy in order to get and sustain support from police lower down and hold them accountable for their actions.
- Building relationships with law enforcement agencies and educating them about the rights of persons selling sex has to be a continual process due to turnover in staff.⁴⁶

The educational method described above may face implementation challenges especially in some contexts where sex work is criminalized. Nevertheless, it still continues to be an important instrument in the protection of the rights of persons selling sex and detection of violence, abuse, exploitation and consequently human trafficking.

Sensitization activities which seek to build healthy and respectful attitudes by law enforcement to persons selling sex must involve persons selling sex or former sex workers in their organization. Whilst they appear to be effective in terms of awareness raising, identification techniques, and dissemination of knowledge, they also must ensure that the quality of the training is not limited⁴⁷ by regularly updating and revising their content so as to avoid the repetitiveness of programmes. Furthermore, these trainings can only be the first step to a long-term endeavour if one wishes to ensure long-lasting effects in the fight against trafficking in human beings. Properly fighting trafficking in human beings will entail changing the mindsets. This is a very long-term endeavour that would need to include consistent and continuous trainings and homework.

5. Information booklets for sex workers: rights and safety⁴⁸

Research participants (sex workers and policy makers) who contributed to the DESIRE empirical findings suggested that sex workers, especially migrant sex workers, are often not aware of their rights and possibilities of assistance in case they are facing difficulties or are in an exploitative situation⁴⁹. The stigma related to the industry, language constraints and the fear of the police (or other authorities especially if working illegally) makes it only more difficult for sex workers to reach out for help.⁵⁰ An awareness raising tool aimed at sex workers could therefore be information booklets/leaflets containing information about their rights, safety precautions and necessary contact information about organisations that offer assistance. Since it is quite challenging to detect sexual exploitation and many potential victims of human trafficking may not identify as such,⁵¹ information booklets can assist sex workers to inform themselves and possibly to self-identify the exploitative situations they are in. Moreover, it can give practical information about services available for them from both governmental and non-governmental organisations.

⁴⁵ For example, in Kyrgyzstan (by organisation Tais Plus) and Kenya (by KASH).

⁴⁶ WHO, "Addressing the Violence against sex workers", *World Health Organisation*, p.30, available at: http://www.who.int/hiv/pub/sti/sex_worker_implementation/swit_chpt2.pdf

⁴⁷ Renzetti, C. M., Bush, A., Castellanos, M., & Hunt, G. (2015). Does training make a difference? An evaluation of a specialized human trafficking training module for law enforcement officers. *Journal of crime and justice*, 38(3), 334-350.

⁴⁸ Desktop research on this measure was conducted by TIU.

⁴⁹ In some sex workers' interviews, it was made clear that they had no knowledge of the language and of the environment, so that they had neither access nor idea of their rights. See Deliverable 3.2 forthcoming. Find more information on: www.project-desire.eu.

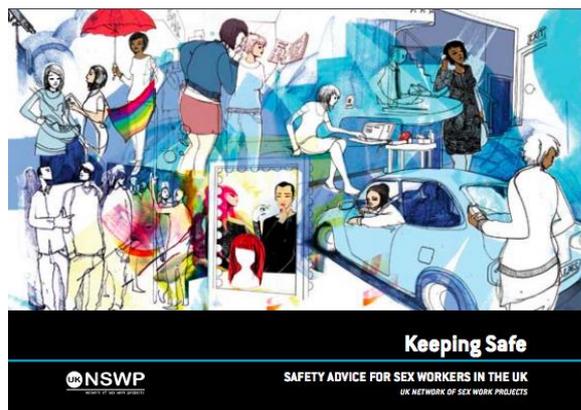
⁵⁰ *Ibidem*.

⁵¹ Bradley, M., "Human trafficking: Why do so many victims refuse help?", *BBC News*, 17/10/2013, available at: <https://www.bbc.com/news/uk-england-24548143>

Such booklets are already used in some of the EU states, such as the Netherlands (Municipality of Amsterdam) and the UK as well as in other regions.⁵² However, as previously mentioned, careful consideration of the different national approaches to the regulation of sex work will be necessary when it comes to determining the methods for the distribution of such booklets.



The City of Amsterdam prepared a booklet entitled *Booklet on working as a sex worker in Amsterdam* that is available in several languages (e.g., English, Dutch, Spanish).⁵³ The booklet provides the following information: (1) how to work legally in the sex industry; (2) all useful contacts including health care help, social services, trusting people (targeting both legal and illegal sex work; (3) regulation of the Municipality. Generally, it is more an informative booklet and it does not emphasize exploitation signs that would definitely be useful for sex workers. However, the contact information of organisations might assist sex workers in case they are facing difficulties.



The UK Network of Sex Work Projects (UK NSWP)⁵⁴ produced a booklet entitled *Keeping Safe: Safety advice for sex workers in the UK*.⁵⁵ The booklet contains very easily accessible practical information about how to work in the industry as safely as possible. It also contains all necessary contacts needed in case sex workers are facing violent incidents. If the booklet distributed in Amsterdam is quite limited to addresses and regulations, this one targets all sectors of the sex industry represented in the country, including escort, street work, lap dancing, pornography industry. It also provides tips and recommendations for transgender sex workers. Finally, it contains practical information about how to escape dangerous situations and where to ask for assistance.

The two booklets are quite different in approach but represent very useful examples of how sex workers can be informed on their rights and possibilities. However, it is acknowledged that if sex workers are being controlled by the third party, the information might not reach them personally. Therefore, it may be possible to employ techniques that are operationalised to counter intimate partner violence. For example, the booklets can take a form of a women magazine that could be delivered to brothels or clubs. In Manchester, for example, sex workers are given what looks like a tourist guide. In this way, it is possible to spread the information about rights and possibilities even among potential trafficking victims who are being controlled.

⁵² Work Wise: Sex worker handbook on human rights, health and violence. Cape Town, South Africa: Sex Worker Empowerment, Advocacy and Training (SWEAT), 2004.

⁵³ City of Amsterdam, "Booklet on working as a sex worker in Amsterdam", available at: https://www.amsterdam.nl/publish/pages/869741/information_booklet_sex_worker.pdf

⁵⁴ a not for profit, voluntary association of agencies and individuals working with sex workers

⁵⁵ NSWP, "Keeping Safe: Safety advice for sex workers in the UK", *Network of sex work projects*, 2008, available at: <https://uknswp.org/um/uploads/RSW2.pdf>

As for distribution channels, such information is predominantly provided by civil society organisations or outreach workers who deliver harm reduction services on the streets (e.g. people who distribute condoms), health care professionals (used in Amsterdam, e.g., cooperation with the Prostitution and Health Center), Further suggestions for distribution could include the online publication of the booklet for inclusion on websites advertising sexual services. Finally, snowball distribution amongst sex workers themselves using existing networks and association.

6. Concluding remarks

The different tools presented in this briefing paper give a brief overview of the alternatives that exist to legislation in the fight against trafficking in human beings for the purpose of sexual exploitation. This paper does not provide a full coverage of the tools that exist, it however draws attention on the fact that different types of tools that seek to achieve different goals exist. In this regard, a few points need to be underlined on the use of these tools.

First, when using any of the available instruments, it is important to clearly identify what goal the endeavour aims to achieve (e.g. Prevention? Awareness-raising? Other goal?). Only with specific objectives in mind will one be able to use the most appropriate tool for that purpose. The identification of specific goals goes hand in hand with the identification of both the audience that the initiative seeks to reach, and of the ultimate recipients of the outcome (victims of trafficking, health care professionals, law enforcement authorities, etc.).

It is equally crucial to multiply the different tools to combat trafficking to increase the chances of success. Most tools presented here can be used regardless of the legal approach to sex work and can thus supplement all of them. They can also be used in conjunction with one another, as well as with the instruments presented in the briefing paper on the use of technology to reduce trafficking. The multiplication of instruments to fight trafficking can only be beneficial in curbing this phenomenon, thereby covering its different facets, provided that these tools are carefully selected bearing the legal framework, goals to be achieved, target audiences and recipients in mind.