



*A Formative Evaluation of an Interagency Initiative  
Working to Deliver Quality Services for Victims of Sex-Trafficking in Ireland.*

# DIGNITY

*working to deliver quality services  
for **victims of sex trafficking***

*An initiative of Dublin Employment Pact and the  
Immigrant Council of Ireland*

*CARRIED OUT IN ASSOCIATION WITH:*

Baggot St. Women's Health Project & Anti-Trafficking Unit (HSE), Sonas Housing, the Garda National Immigration Bureau, the National Anti-Trafficking Unit of the Department of Justice and Law Reform, Legal Aid Board, Ruhama and FÁS.

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**28 February 2011**

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*Baggot St. Women's Health Project & Anti-Trafficking Unit (HSE), Sonas Housing, the Garda National Immigration Bureau, the National Anti-Trafficking Unit of the Department of Justice and Law Reform, Legal Aid Board, Ruhama and FÁS*

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**Abbreviations**

<b>CoE</b>	Council of Europe
<b>CWO</b>	Community Welfare Officer
<b>DSP</b>	Department of Social Protection
<b>DETI</b>	Department of Enterprise, Trade and Innovation
<b>EEA</b>	European Economic Area
<b>FAS</b>	Foras Áiseanna Saothair (Training & Employment Authority)
<b>GNIB</b>	Garda National Immigration Bureau
<b>HSE</b>	Health Service Executive
<b>INIS</b>	Irish Naturalisation and Immigration Service
<b>IOM</b>	International Organisation for Migration
<b>JLR</b>	Justice & Law Reform
<b>LAB</b>	Legal Aid Board
<b>NCASU</b>	New Communities and Asylum Seekers Unit
<b>NERA</b>	National Employments Rights Authority
<b>NGO</b>	Non Governmental Organisation
<b>ORAC</b>	Office of Refugee Appeals Committee
<b>RAT</b>	Refugee Appeals Tribunal
<b>RIA</b>	Reception & Integration Agency
<b>RLS</b>	Refugee Legal Services
<b>THB</b>	Trafficking in Human Beings
<b>VEC</b>	Vocational Education Committee
<b>VoT</b>	Victim(s) of Trafficking

## Executive summary

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### 1. Trafficking in Ireland and the origins of the Dignity project

The Dignity Project (2009-2010) was funded under the EU Daphne programme to develop a model of interagency working to deliver best practice approaches to addressing trafficking of women for sexual exploitation in Ireland. It was established by Dublin Employment Pact and the Immigrant Council of Ireland in response to the increasing incidence of trafficking for sexual exploitation in Ireland and an identified need to improve the coordination and integration of services for victims of trafficking<sup>1</sup>.

### 2. Aims and objectives of the Dignity project

Aims of the Dignity project

- To contribute to efforts to combat trafficking for sexual exploitation;
- To raise awareness and understanding of the problem among EU member states and to improve services to victims of trafficking for sexual exploitation.

Objectives of the Dignity project

- To examine models of effective inter-agency practice in service provision to victims of trafficking for sexual exploitation;
- Identify and disseminate good practice between partners, in order to mainstream models of inter-agency work with both statutory agencies and NGOs;
- To support improved delivery of good practice services for victims and vulnerable groups (women in prostitution), thereby contributing to improved efforts in combating trafficking in women and children for sexual exploitation across the EU.

### 3. Overview of the formative evaluation

Two evaluators were appointed to carry out the formative evaluation of the Dignity project. This was carried out through an evaluation of partner roles, project activities and transnational visits and overall project outcomes. The objective was to highlight best practice approaches and to identify how the learning from the project could be mainstreamed.

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<sup>1</sup> See Ward E and G Wylie. (2007) *The Nature and Extent of Trafficking of Women into Ireland for the Purpose of Sexual Exploitation: 2000-2006: A Report from Findings*. SSRC Research Papers and Reports, No 39. SSRC NUI Galway; and Kelleher Associates, O'Connor M and Pillinger J (2009) *Globalisation, Sex Trafficking and Prostitution: The Experiences of Migrant Women in Ireland*, Immigrant Council of Ireland: Dublin.

An interim report was produced at the end of Year 1, which provided a framework for the development of the Dignity project in the second year<sup>2</sup>.

#### **4. The Irish policy framework and response to trafficking for exploitation**

The adoption of the *UN Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children*, and the *Council of Europe (CoE) Convention on Action Against Trafficking in Human Beings*, has led to a comprehensive State response to trafficking in Ireland.

In 2008 an Anti-Human Trafficking Unit was established in the Department of Justice and Law Reform. The *National Action Plan to Prevent and Combat Trafficking of Human Beings in Ireland 2009-2012* sets out the measures that the government is putting in place for victims who are trafficked for both sexual and labour exploitation. The Plan covers prevention, protection of victims, prosecution of traffickers and child trafficking, and by the end of 2010 two-thirds of the 144 actions has been implemented or significantly progressed. The Plan has led to the creation of a specialist Counter Human Trafficking Unit of An Garda Síochána, under the Garda National Immigration Bureau (GNIB), a dedicated Anti-Trafficking Team in the Health Services Executive (HSE) and a dedicated part-time member of in the Legal Aid Board. A High Level Group and six Working Groups, one of which is on trafficking for sexual exploitation, have also been established under the National Action Plan. The National Action Plan has led to a process for referral and service provision for Victims of Trafficking (VoT). Referrals to these services take place after a VoT is referred to the GNIB. There is no application of these provisions to allow for a response to and service provision for women in prostitution, many of whom are migrant women or who are VoT. While the Garda Síochána has established a separate Organised Crime Unit with a specific remit on organised prostitution, the legislative and policy remit of trafficking rests within the policy framework on immigration, within the GNIB.

One of the issues raised in the Dignity project was the growing national and international evidence of the link between trafficking and organised criminal prostitution networks. Another core issue is that the focus on trafficking as an immigration policy issue results in gaps in provision for women who are internally trafficked for prostitution or in providing services for women who are EU citizens.

Currently services for VoT, including legal assistance, health, counselling and accommodation services are conditional on a VoT reporting a case to the GNIB, and only on referral from GNIB. It is only then that they can avail of the services and supports.

The first report issued by the AHTU *Summary Report of Trafficking in Human Beings in Ireland for 2009*, reported that 66 potential and suspected VoT came to the

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<sup>2</sup> The Interim Dignity evaluation report can be found on <http://www.dublinpact.ie/dignity/PDF/DIGNITY%20INTERIM%20EVALREPORT%20March%202010.doc>

attention of the GNIB, 49 of whom were adults and 17 were minors<sup>3</sup>. Of these cases just over 80% were under investigation. In 10 of the 66 cases a 60-day Recovery and Reflection (R&R) permit had been granted, and of these 6 were for VoT for sexual exploitation. Forty of the 66 potential or suspected VoT were in the asylum process during this time.

Between November 2009 and December 2010, 39 cases of potential or suspected VoT were referred by the GNIB to the Legal Aid Board for legal assistance<sup>4</sup>. In 2010, 36 referrals were made, of whom 24 were VoT for sexual exploitation.

Up to December 2010, 56 referrals were made to the HSE's dedicated Anti-Trafficking Team for support and assistance, including care plans<sup>5</sup>.

## **5. The Dignity partners**

All partners brought different and valuable organisational roles, capacities and expertise to the inter-agency partnership established in Dublin. The following statutory agencies and NGOs made up the Dignity Dublin Interagency Partnership:

- Dublin Employment Pact
- Immigrant Council of Ireland
- Garda National Immigration Bureau (Counter Human Trafficking Unit - CHTU) (in an observer capacity)
- Anti-Human Trafficking Unit (Department of Justice and Law Reform) (in an observer capacity)
- Women's Health Project (HSE) (Year 1 and 2), Anti-Human Trafficking Team (HSE) (Year 2)
- Sonas Housing Association
- Ruhama (joined at the end of Year 1)
- Legal Aid Board (joined at the end of Year 1)

In addition, the project had three transnational partners which included:

- Glasgow Community & Safety Services (Glasgow City Council, linked to the TARA project, Scotland)
- Klaipeda Social and Psychological Services Centre (NGO, linked to a municipal inter-agency partnership, based in Klaipeda, Lithuania)
- AE Madrid City Council and APRAMP (City Council and NGO, Madrid, Spain)

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<sup>3</sup> A suspected victim of trafficking is a person who has been assessed by the GNIB as having reasonable grounds to believe that he/she is a victim of trafficking in human beings. A potential victim of trafficking is a person for whom there are apparent indications of trafficking but for whom reasonable grounds have not yet been determined by the GNIB.

<sup>4</sup> Written Answer to Parliamentary Question issued by Lucinda Creighton, No 585, Minister for Justice and Law Reform, 12 January 2011

<sup>5</sup> Ibid

Transnational study visits and seminars took place with each of the partner projects in Year 1, including a Dublin transnational seminar. In Year 2 an additional study visit was organised to Sweden to examine the outcomes of the legislation on demand for prostitution for its applicability in an Irish and other partner context.

More detailed information about the Dignity project and the profiles of the partners can be found on the project's web site:

<http://www.dublinpact.ie/dignity/index.html>

## **6. Overview of the organisation and management of the Dignity project**

A Project Coordinator was appointed to oversee and manage the project, and act as an independent Chair of the Dignity project groups, and was assisted through administrative support provided by the Dublin Employment Pact. The project was managed through the following groups:

- A Dignity Steering Group (Immigrant Council of Ireland, Dublin Employment Pact and the Project Coordinator).
- A transnational Steering Group (three transnational partners, the Dignity Coordinator, the Immigrant Council of Ireland and Dublin Employment Pact).
- In 2010, following a successful application for funding to FAS, a pre-training pilot project was established with an Advisory Group (Dublin Employment Pact, Ruhama, FAS, Department of Social Protection and the Dignity Coordinator) and a Steering Group took responsibility for delivery of the project (Ruhama, Dublin Employment Pact and the Dignity Coordinator).

## **7. Summary of project activities**

The Dignity project ran for two years 2009 and 2010.

Year 1 focussed on two specific objectives:

- The development of an inter-agency partnership;
- The establishment of a Dignity model of practice for service provision, informed by learning and good practice from transnational study visits, research and models established elsewhere.

Year 2 focussed on four main areas:

- Consolidating and extending the Dignity partnership and through this the learning between transnational partners;
- Acquiring funding for the development and piloting of a pre-training project for victims of trafficking for sexual exploitation, funded by the national training agency FAS;
- Developing greater understanding of the role and impact that legislation on demand could have in an EU context;

- To disseminate the learning from Dignity to a wider network of agencies and service providers, political representatives at EU level and social policy specialists and politicians in Ireland.

All of the actions identified in the original Dignity plan were implemented in full. The main actions can be summarised as follows:

#### *Dublin Dignity Inter-agency Partnership*

- The Dublin Dignity Inter-agency Partnership brought together statutory organisations (AHTU, GNIB, Legal Aid Board and the HSE) and NGOs (Immigrant Council of Ireland, Dublin Employment Pact, Sonas Housing Association and Ruhama). Thirteen inter-agency meetings were held in Dublin during the project (seven in 2009 and six in 2010).

#### *Steering Committee meetings*

- Regular Project Steering Committee meetings were held in Dublin and five transnational Steering Group meetings were held with the transnational partners.

#### *Transnational study visits, seminars and bi-lateral staff exchanges*

- In 2009, four transnational study visits, each of which included a two-day seminar and visits to service providers, took place to examine models of service provision visits included those to Scotland, Lithuania, Ireland and Spain. A Dublin transnational seminar provided an opportunity to share models of practice and disseminate the findings to a wider group of statutory agencies and NGOs.
- In 2010, following identification of the need to seek legislative solutions to combat trafficking, a study visit to Sweden examined the outcomes of the Swedish legislation to criminalise the buying of sex and its impact on trafficking in Sweden. All of the Dignity partners participated in the transnational study visits and seminars.
- In 2010, four Dublin-based Dignity partner organisations were involved in bi-lateral staff exchanges with their counterparts in other countries.

#### *Conferences and seminars*

- The two-day transnational seminars that were held in Scotland, Lithuania, Spain, Dublin and Sweden provided an exchange of information from a wide network of national statutory agencies and NGOs engaged in providing services to VoT. This provided models of good practice, legislative approaches and examples of inter-agency cooperation.
- In Dublin the dissemination of information and good practice models took place through four conferences: a conference to launch the project held in Dublin on 16 June 2009, the 'Dignity and Demand' conference held in Dublin on 5<sup>th</sup> November 2009, a conference hosted by the Lord Mayor of Dublin on 25 May 2010, and the final Dignity conference held in Dublin on 7 February 2010. Good media coverage was given to these events, which contributed to the visibility and awareness of the project nationally.

- Regular information dissemination of the Dignity project took place through presentations to and meetings with national and international agencies, papers presented to international conferences, and a final briefing for European organisations, NGOs and MEPs in Brussels in February 2010.

#### *Communications and information activities*

- A Dignity project website, information leaflets translated into the languages of the project's transnational partners and regular briefing documents enabled there to be a regular flow of information of the Dignity project's activities. This information was also disseminated to a wider network of agencies in Ireland and through the transnational partner countries.

### **8. Key outcomes of the Dignity project**

The five main outcomes of the Dignity project were:

- An inter-agency partnership involving statutory representatives and NGOs, that took a wide remit to examining the context, policy framework and service delivery responses to trafficking for sexual exploitation;
- Sharing of learning and best practice models of legislative and service delivery models and in the light of international obligations, to inform the development of services in Ireland, and the wider EU partners;
- An open forum for discussing the wider context of and models of service responses to both prostitution and trafficking for sexual exploitation through research, transnational study visits and seminars, thereby contributing to the fight against trafficking EU-wide;
- An opportunity for partners to learn about their roles and remits, and thereby facilitate and inform referral mechanisms and service responses and thus contributing to the fight against trafficking.
- Generation of media debate and discussion. Considerable media debate was generated through various Dignity project events in Ireland, creating awareness of the issues. More notable media reactions were obtained on the occasion of the formal launch of the initiative in Dublin, the transnational conference Dignity & Demand at the end of Year 1, and more recently at the Graduation ceremony of trainees of the additional Dignity-FAS-Ruhama pilot training, Significant media debate was created as a result of the Dignity partner trip to Sweden, that prompted parliamentary questions and broader media debate on possible reform of the relevant legislation that affects demand for services of trafficked people, and the final conference with international speakers attracted significant attention from media.

### ***a) Dublin Dignity inter-agency partnership***

The inter-agency partnership formed an integral part of the project and a new form of intervention based on inter-agency working. This was a significant achievement. The process of partnership working led to the sharing of experiences, learning of partner organisational roles and functions, and through this the development of a Dignity inter-agency model of practice. This outcome led to significant relationship building and shared understanding between the agencies represented on the partnership and an appreciation of the constraints experienced by some partners, as well as the opportunities for providing a more integrated range of support services to victims of trafficking. The inter-agency meetings were also an opportunity to review and evaluate the learning from the transnational visits, to discuss in an open way issues related to referral, victim identification, support services and learning from best practices.

One of the key objectives of the Dignity partnership was to develop a draft Memorandum of Understanding and a model of service provision that can enhance the quality and the access to integrated services that are appropriate to the needs of victims of trafficking. This was a significant element of the work of the Dignity project and led to concrete outcomes and a formalisation of the roles of partners under the AHTU.

In Year 1 the Dublin partners discussed and drafted a Memorandum of Understanding, which informed the first National Statement of Roles and Responsibilities adopted under the coordination of the AHTU in Year 2. Also during the first year, an inter-agency model of service provision was proposed by the Dignity partners. In Year 2 this was further developed under the map of provision established by the AHTU, to which all Dublin partners provided recommendations. The Dignity inter-agency group realised that it was important for the AHTU to take the lead in developing the map, rather than finding themselves in a situation where there were two separate maps; one from the Dignity group and one from the AHTU. However this evaluation makes significant comment on identified gaps or weaknesses in the service provision map and the National Referral Mechanism.

### ***b) Transnational study visits, seminars and bilateral exchanges***

The five transnational study visits organised in Scotland, Lithuania, Spain, Ireland and Sweden were attended by all Dublin partners and transnational partners. Separate reports and an evaluation of each transnational study visit were carried out.

#### *Scottish transnational study visit, 11-12 May 2009*

The visit focussed on the legislative context in UK, the Glasgow Community & Social Services Project, established by the Local Authority and Police services in Glasgow (in partnership with the Domestic Abuse Advocacy Service and TARA project). Key learning was gained about their Inter-agency model of working, the cooperation and relationship between the police, the relationship between the police, local authority and NGOs, the provision of support services (including legal services and

accommodation) and the development of protocols for victim identification and risk assessment.

*Lithuania study visit, 24-25 August 2009*

The study visit examined the legislative context in Lithuania, the Lithuanian model of service provision; the inter-agency partnership of statutory and non-statutory organisations established by the Klaipeda municipality; the legal, criminal and prosecution services; and the Klaipeda Social and Psychological Support Project. Key learning included the breath and coordination roles of the municipality led inter-agency group, the model of social and psychological support services, and the approach in a country with a different profile of trafficking.

*Spanish study visit, 8-9 October 2009*

The study visit examined the legislative context in Spain, the specific programme of 'routes out of trafficking' established in Madrid by AE Madrid City Council and APRAMP. As well as learning about the legal, criminal and service framework for VoT, the key learning included the role of APRAMP in providing outreach and support services for VoT, the work in partnership with the municipal employment agency to develop training and employment opportunities for women in prostitution and VoT, and the role played in coordinating support services and inter-agency work.

*Irish transnational study visit, 3-4 November 2009*

The Irish transnational seminar provided an opportunity for national and transnational partners to learn about Irish legislation and service provision on trafficking, and to engage in bi-lateral discussions on victim identification and policing, legal services and the role of housing, outreach and support services. A public conference held the day after the transnational seminar, entitled 'Dignity and Demand', provided a forum for an open discussion about trafficking in Ireland, the role of the Dignity project, and the role played by legislation tackling demand for sexual services, with particular reference to Sweden. The conference also provided an opportunity to disseminate the work of the Dignity partnership in Ireland to a wider network of statutory and non-statutory agencies across and also to begin a discussion about the role of legislation in controlling the demand for prostitution, as exemplified by the Swedish model.

*Swedish transnational study visit, August 2010*

The final transnational study visit took place in Sweden in response to an interest from partner organisations to find out more about implementation and impact of the Swedish legislation to criminalise the purchasing of sex and control demand for prostitution. The backdrop to this was the Swedish government's high-level Inquiry in 2009<sup>6</sup>, which concluded that the legislation had contributed to the reduction in demand for prostitution and sex trafficking, and a high level of public support for the approach taken.

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<sup>6</sup> Government of Sweden (2010) The Ban against the Purchase of Sexual Services. An Evaluation 1999-2008. (English Translation)

### *Bi-lateral staff exchanges*

In 2010 staff from the Immigrant Council of Ireland, the Anti-Trafficking Unit of the Legal Aid Board, the Anti-Trafficking Team in the HSE and Sonas Housing Association participated in staff exchanges to their counterparts in Glasgow and London. The staff exchanges enabled the Dublin partners to engage in more detailed discussions about service provision and to learn from the models developed. This was found to be particularly valuable learning for service provision in Ireland. The NGOs and statutory agency staff found the learning from close cooperation with statutory agencies in processes of identification, legal assistance and specialist accommodation for VoT, to be very valuable.

### ***c) Dignity/Ruhama pre-training pilot project***

Following contacts between ICI and FAS, the Dignity project secured funding from the FAS Social Inclusion Unit in 2009 to provide a pre-training support programme to victims of trafficking and women exploited in prostitution. The delivery of training to this vulnerable group supports the Irish State obligations under the CoE Convention on Action against Trafficking in Human Beings and the UN Palermo Protocol on Trafficking in Persons, which both contain provisions on the delivery of support and training to victims of trafficking. The Irish National Action Plan also includes measures to assist the reintegration of suspected victims into the labour market.

The Dignity project contracted Ruhama, which has over twenty years experience responding to the needs of women in prostitution and trafficked women, to develop and deliver the programme. In recognition of the trauma experienced by VoT a specialised model was developed to provide wrap around support pre-training and introductory training experiences in 'soft' skill development and some FETAC accredited basic skills training, in order to prepare participants to be ready to access mainstream and community services in training, education and employment.

Twenty-eight women participated over the year long programme receiving an average number of 241 hours made up of individual tuition, class hours and individual support. The women were overwhelmingly positive about their engagement in the programme. They consistently spoke about having a sense of trust again and that for the first time they can imagine a hopeful future. They felt the programme had been highly successful in identifying their needs and delivering appropriate training and support. The key issues they highlighted in interviews and focus groups were the importance of one to one support that Ruhama provided in building trusting relationships which they recognised as critical for surviving the trauma and breakdown of trust they had experienced and participation in group work with women who had similar experience of exploitation, beginning to make friends and breaking isolation. Assertiveness, including Personal Development programme such as the Steps programme were seen to be vital to building confidence, self esteem and communication skills, while practical classes such as English and computers increased capacity for further training and education. Finally, the career path planning has already enabled many women to access further education and employment.

#### **d) Policy outcomes**

One of the objectives of the Dignity project has been to influence policy, particularly in the development of appropriate services and protection for victims of trafficking in line with international best practice. In particular, the Project opened up a space to discuss issues of demand as part of an overall strategy to eliminate trafficking for sexual exploitation in Ireland. This was important in the development of the State's framework on trafficking as set out in the *Anti-Human Trafficking Action Plan National Action Plan to Prevent and Combat Trafficking in Human Beings in Ireland, 2009-2012* (Department of Justice and Law Reform, 2009).

The Dignity project was instrumental in informing a Private Member's Motion from the Fine Gael Party that was before the Dáil in November 2009, which called for a debate on trafficking for sexual exploitation and the sex industry in Ireland, and the provision of appropriate accommodation and support services for victims. In 2010 a Seanad Debate was initiated by independent Senator Ronan Mullen to examine prostitution in Ireland. In Year 2, following the transnational visit to Sweden to examine the Swedish legislation on demand, a report on the visit was submitted by the AHTU to the Minister of Justice, and Law Reform Mr. Dermot Ahern T.D. In a response to a Parliamentary Question in the Dáil, Mr Ahern confirmed that "I have asked the Attorney General to examine the report and requested his views on the legal and constitutional implications of introducing such a ban here". The Minister indicated that he was supportive of what he had heard of this model. Since then commitments have been secured to support the introduction of such legislation from the Labour Party, Fine Gael and the Green Party.

During this time the Immigrant Council of Ireland had been instrumental in establishing and leading a national campaign on demand, to which the Dignity Project was associated, supporting legislative action based on the Swedish model<sup>7</sup>. The Turn Off The Red Light campaign has successfully attracted attention to new legislative approaches to combat trafficking and prostitution to which high profile men, a coalition of women's and children's organisations, trade unions, and political parties have all supported. The campaign provided valuable learning for the Dignity Project partners, which also examined similar campaigns to address demand in Scotland and England.

#### **9. Conclusions**

- The Dignity project has met all aims and objectives set and the methods of working and structures that have worked well. This is particularly evident for the NGOs participating in the project, while statutory partners found the learning of best practice models and of partner roles to be particularly valuable. The inter-agency group was seen by all partners to have provided a good opportunity to

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<sup>7</sup> 'Turn off the Red Light' see <http://www.immigrantcouncil.ie/campaigns/combating-trafficking-and-exploitation-in-the-sex-industry/tackling-demand-for-paid-sex>

share information, learning and approaches, as well as contribute to the emerging model of service provision.

- All partners were of the view that the Dignity project had either strengthened or reinforced their own organisational roles and activities on anti-trafficking. Relationship building, information sharing and better coordination between partners was crucial to the building of a model of service provision. For the NGOs the formalisation of these relationships through the Memorandum of Understanding (MOU) among the Irish partners has been an important step forward to building a lasting inter-agency partnership.
- The cooperation that has been achieved has enabled statutory services to be coordinated more effectively. The formal and informal relationship building has been crucial to ensuring that there are systems of referral and contact between the partners. Overall, all partners saw this as a real added-value to their work. However, the ICI did comment that there had been little improvement in services for VoT since all referrals for services are conditional on cooperation with GNIB, and that the system worked against women in the asylum process.
- The Dignity/Ruhama pre-training pilot project was an important achievement for the project, particularly as there is now a model in place that can be mainstreamed.

### ***Good practice models and transferability of learning***

The following are examples of good practices have been identified from the Dignity project's transnational study visits, seminars and activities have provided important learning for the services for Irish and transnational partners:

- Common systems for reporting, for example, in carrying out risk assessments and psychological reports, for example, as introduced in Scotland.
- The application of the assessment procedure and National Referral Mechanism developed in Glasgow could have valuable lessons for Ireland and other countries, and particular in promoting NGO and police cooperation.
- Models of inter-agency cooperation and systems for victim identification and referral, found in Scotland, Lithuania, Spain and Sweden, that enable coordination between agencies in providing integrated services to both women and prostitution and VoT. For example, the model of social and psychological support services provided by the Klaipeda Social and Psychological Services Centre, showed how an NGO can take a lead role in integrating services for women and prostitution and VoT. The TARA project in Glasgow showed a good practice model for integrating services for women in prostitution and VoT in the NGO sector, with good cooperation between police and statutory authorities in victim identification and support.

- The learning from the Spanish 'routes out of prostitution' training project showed how outreach, risk assessments and safety planning, and coordination between training and other support services can be provided. This was particularly useful in informing the development of the Dignity/Ruhama pre-training pilot project.
- In Madrid and Glasgow the provision of emergency accommodation / shelters specifically for victims of trafficking was seen to work very well, particularly as these models placed VoT in housing with social supports. Linking into specialist accommodation in the domestic violence sector was welcomed by NGOs in Ireland as a possible model that could be replicated.
- The Swedish approach demonstrated the effectiveness of legislation criminalising the purchasing of sex in tackling prostitution and trafficking, which has been important to reducing the demand for trafficking overall. There is learning from this approach and from success of the awareness raising campaign carried out in Sweden.

## **10. Recommendations**

### **a) Continue Interagency Cooperation**

- There is wide support for the continuation of an inter-agency partnership approach as a basis for ongoing learning and the continued development of best practice models. The interagency approach should be mainstreamed and extended on a national basis.
- The Map of service provision for the National Referral Mechanism drawn up by the AHTU indicates the complexity of multi-agency involvement in trafficking cases. It is critical that there are structures of coordination and cooperation in place to support front line responders who will be navigating the mechanisms and referral processes with VOT. There is a real potential to develop an inter-agency case management approach amongst the service providers.
- This should incorporate continuous training for statutory and non-statutory agencies as provided for under the CoE Convention, and a programme for the dissemination of the learning and good practices established under the Dignity Project.
- Funding will need to be sourced for an independent Chair and administrative support for continued inter-agency cooperation, and to develop new ways in which this could take place, for example, regular discussion forums, roundtables or seminars.

### **b) Improved processes for identification and protection of VOT**

- There is a need to further develop and enhance the identification process,

establish a clear timeframe and boost transparency in the decision-making process. This requires clarity of procedures in the issuing of R&R and Temporary Residence Permits (TRP), and to put in place alternative acknowledgements for identified victims who are not granted R&R/TRP due to the fact that they hold another type of permit, or do not have a pending application for asylum or 'humanitarian leave' in the State.

- Clarity is needed in relation to disclosure of reasons not to afford VOT status to potential VOT. An independent review mechanism should be put in place for women who are not formally identified as VOT but believe they are a victim of this crime in Ireland.
- NGOs have a key role to play in the identification process, as seen in the model established by the Dignity partner in Scotland, and as exists in other countries. The CoE Convention, the OSCE guidebook and the TIP indicators established by the US Secretary of State, all state that NGOs should play a continuous role in both the identification process and in providing support for VOT.

#### **c) Legal Rights**

- There is an urgent need for all potential VOT to have access to immediate and early legal advice and representation. The provision of such advice should not be made dependent on cooperation or contacts with the GNIB. Full legal representation must be offered to suspected VOT cooperating with the authorities in the investigation and/or prosecution of trafficking offences; this should also include the provision of legal assistance in relation to applications of non-prosecution and compensation. .
- The legal protection of VOT offered in Ireland has to be brought in line with the CoE Convention in relation to the granting of R&R permits, which must be granted without prejudice to any asylum application made by the person concerned. Currently, the linking of the above processes results in different levels of assistance, and could potentially disadvantage those VOT who have also sought asylum in the State.
- Longer term solutions are needed for VOT who have cooperated in criminal investigations and/or prosecutions, or who are too vulnerable, traumatised or endangered to be returned home; this should include the introduction of special humanitarian permits.
- VOT should have the legal right to a Temporary Residence Permit on the basis of humanitarian needs as provided for in the CoE Convention. Currently, VOT will first receive a notification of intention to deport before they can make an application for permission to remain on humanitarian grounds.

#### **d) Enhance the role of service provision and front-line responders**

- Specialised accommodation should be available for all potential VOT as RIA is not always appropriate or safe for VOT. International best practice and learning from the transnational partners is that specialist violence against women service providers have a key role to play in providing safe accommodation, with safety planning, risk assessment and care planning built into the support provided. VOT should be able to access specialist accommodation, irrespective of their legal status.
- There should be a further development and continuation of education and training programmes, and progression routes for VOT and women exiting prostitution, such as those developed in the Dignity/Ruhama pilot project. Again access and progression to mainstream education and training programmes should not be conditional on legal status. It is recommended that partnerships be established with service providers outside of Dublin to replicate and mainstream the pilot programme.
- The Dignity project and international evidence has highlighted links between prostitution and trafficking. Therefore it is recommended that a review of the needs of all women in prostitution accessing the WHP and Ruhama should be carried out in order to identify needs in relation to access to legal advice, care planning, access to health, counselling, exit routes, long term support services, and accommodation.

#### **e) Continue to inform policy developments**

- There is a need for systematic collection of data and the documentation of cases studies in order to complement the valuable data collected by the AHTU. This will help with the monitoring of the implementation of the mechanisms, decisions and short and long term outcomes of VOT.
- There is a need to continue to develop and monitor the MOU and protocols, in order to develop and progress effective interagency working and best practice service provision.
- It is recommended that the services currently provided for VoT be extended to include women who have been exploited in prostitution, as international best practice demonstrates the need to integrate policy measures in relation to prostitution and VOT.
- An integrated national policy framework and legislation should be introduced for tackling demand for prostitution, given the clear evidence of how effective the Swedish approach has been, legislation in line with the Swedish approach should be introduced and there should be a national education and awareness campaign on reducing the demand for prostitution, especially given its link to trafficking for sexual exploitation.

#### **f) Monitoring and Accountability**

- An independent National Rapporteur should be appointed with statutory powers to request information from the police, the immigration authorities, social services and NGOs and to report to the Minister for Justice and the Irish Parliament, as required under the CoE Convention.
- An anti-trafficking and prostitution monitoring group, made up of NGOs and human rights agencies should also be established along the lines of the UK Anti-Trafficking Monitoring Group, to inform and support the work of the Rapporteur.
- Under the 2011 review being carried out by the AHTU all legislation and administrative procedures in place need to be examined to see if they are 'fit for purpose' in relation to the rights of VOT. This would assist in the preparation for the CoE monitoring provision mechanism established under the Group of Experts on Action Against Trafficking in Human Beings (GRETA), due to visit Ireland in 2012

## Section 1: Introduction to the Dignity project and the formative evaluation of the Dignity project

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### 1.1 Trafficking in Ireland and the origins of the Dignity project

The Dignity Project is an EU Daphne funded initiative which was established in 2009 to develop a model of inter-agency work which could deliver quality services to victims of trafficking for sexual exploitation in Ireland. The Dublin Employment Pact (DEP) a social partnership organisation which pilots social inclusion initiatives in the Dublin region, in partnership with the Immigrant Council of Ireland (ICI) are joint promoters of the project. The project emerged in the context of increasing evidence of trafficking for sexual exploitation in Ireland<sup>8</sup>, and an interest expressed by a number of organisations in developing improved coordination and integration of activities, and the development of support services for victims of trafficking.

Research commissioned by the Immigrant Council of Ireland<sup>9</sup> found that a minimum of 102 women and girls have been identified as trafficked into Ireland in 2007 and 2008. The report reveals a highly lucrative sex industry where up to 1,000 women, 97% of whom are migrant women, are exploited in indoor prostitution in Ireland at any given time. The report recommended that an inter-agency approach be developed in order to provide a more coordinated and integrated approach to service provision for victims. Inter-agency work had also been recommended in research by Professor Liz Kelly<sup>10</sup>, and other international best practice models<sup>11</sup>. The research highlighted the need for improved support services and protection for victims in Ireland and identified good practice approaches in other countries that pointed to the benefits of inter-agency working methods. In particular, the research identified the need for an integrated approach to tackling prostitution and trafficking in Ireland and to providing victims with improved access to health care, psychological support services and accommodation, alongside opportunities to access safe exit routes out of prostitution, and to have the right to a recovery and reflection period and protection from deportation.

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<sup>8</sup> Ward E and G Wylie. (2007) *The Nature and Extent of Trafficking of Women into Ireland for the Purpose of Sexual Exploitation: 2000-2006: A Report from Findings*. SSRC Research Papers and Reports, No 39. SSRC NUI Galway.

<sup>9</sup> Kelleher Associates, O'Connor M and Pillinger J (2009) *Globalisation, Sex Trafficking and Prostitution: The Experiences of Migrant Women in Ireland*, Immigrant Council of Ireland: Dublin

<sup>10</sup> Kelly, Liz and Linda Regan (2000) *Stopping Traffic: Exploring the Extent of, and Responses to Trafficking in Women for Sexual Exploitation in the UK*. London: Home Office; Kelly, Liz. (2002). *Journeys of Jeopardy: A Review of Research on Trafficking in Women and Children in Europe*. Vienna: IOM.

<sup>11</sup> European Women's Lobby (2008) *Working together: Trafficking in Women for Sexual Exploitation. Assistance and Prevention*. Brussels: European Women's Lobby; Council of Europe (2009) *The Council of European Convention on Trafficking in Human Beings, Guide for Parliamentarians*, CoE: Strasbourg; Action Against Trafficking in Human Beings; Office of the UN High Commissioner for Human Rights (2002) *Recommended Principles and Guidelines on Human Rights and Human Trafficking*, UNCHR: Geneva; OCSE (2010) *Combating trafficking, a modern day slavery: a matter of rights, freedoms and security*, OCSE: Vienna.

## **1.2 Aims and objectives of the Dignity project**

The Dignity Project had the aim to contribute to efforts to combat trafficking for sexual exploitation by raising awareness and understanding of the problem among EU Member States and to improve services to victims of trafficking for sexual exploitation.

Its main objectives were to:

- Examine models of effective inter-agency practice in service provision to victims of trafficking for sexual exploitation;
- Identify and disseminate such good practice between partners, with a view to replicating and mainstreaming appropriate models of inter-agency work with actors, both statutory and NGO;
- To support improved delivery of good practice services for victims and vulnerable groups (women in prostitution) thereby contributing to improved efforts in combating trafficking in women and children for sexual exploitation across the EU.

The Dignity project also specifically sought to:

- Enhance understanding of trafficking by agencies and organisations working in the field;
- Develop an approach to service provision that encourages respect for people vulnerable to trafficking and sexual exploitation;
- Create and support multi-disciplinary networks with a view to strengthening co-operation between NGOs and other organisations active in the field of combating trafficking;
- Develop evidence-based information and knowledge base of all actors through the exchange, identification and dissemination of information and good practice, including through research and study visits;
- Develop and support implementation of programmes for victims of trafficking and associated vulnerable groups including women in prostitution;
- Inform development and delivery of targeted education and information actions designed to increase awareness and understanding of laws and policies relating to this violence, avenues for reporting violence and for those seeking support and redress;
- Map and analyse trends in legislation, data collection, framework policies and structures and/or victim support services for children, and women who have been trafficked, amongst the Partner countries;
- Publish case studies of initiatives in partner countries of existing services to support victims of trafficking and evidence-based identification of good practice

with recommendations for future actions at national level identified and disseminated through seminars and conferences;

- Support replication and mainstreaming of appropriate models of services to victims, influencing and improving mainstream services, including developing service standards;
- Work to develop a seamless and integrated service for women which provides prevention, harm reduction and exiting supports for victims of trafficking and other vulnerable groups.

### **1.3 Overview of the formative evaluation**

The formative evaluation provided a framework for documenting the learning, good practices established and outcomes achieved during the project. The objective was that this would contribute to the project outcomes and the implementation of project activities. The formative evaluation assessed the ongoing project outcomes in terms of what works, what needed to be further progressed and developed, how barriers could be overcome, and how the project learning could be mainstreamed beyond the life of the project. The evaluation activities included:

- Multi-phase interviews with national and transnational partners.
- Evaluation questionnaires completed by partners after the four transnational study visits and the bi-lateral staff exchanges.
- Participation of the evaluators in the Dignity inter-agency partnership in Dublin.
- Participation in the Dignity/Ruhama pre-training pilot Steering Group and Advisory Group.
- Ten interviews and three focus groups with women VoT who participated in the Dignity/Ruhama pre-training pilot project.
- Regular meetings with the Dignity Management Group and the Dignity Coordinator.

An interim report<sup>12</sup> was produced at the end of Year 1, which provided a framework for the development of the Dignity project in the second year, with a view to identifying and implementing a best practice model of service provision.

### **1.4 Policy context**

The Dignity project was set against the backdrop of growing evidence of trafficking for sexual exploitation in Ireland and the connections between trafficking and prostitution in Ireland. It was situated in a unique role to enable inter-agency processes of dialogue and discussion to inform national policy developments and to address this within the wider context of demand for trafficking for sexual exploitation.

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<sup>12</sup> The Interim Dignity evaluation report can be found on <http://www.dublinpact.ie/dignity/PDF/DIGNITY%20INTERIM%20EVALREPORT%20March%202010.doc>

The Dignity project was established at a time of significant policy development in Ireland following the adoption of two international frameworks on trafficking: the UN Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children and the CoE Convention on Action Against Trafficking in Human Beings.

The State's response to trafficking has been set down in the Criminal Law (Human Trafficking) Act, 2008, and implemented through the establishment of the Anti-Human Trafficking Unit in the Department of Justice and Law Reform and the setting up of a specialist Human Trafficking Investigation and Co-ordinating Unit of Garda National Immigration Bureau (GNIB) of An Garda Síochána. A dedicated Anti-Human Trafficking Team has been established in the HSE, and a dedicated part-time post has been established within the Legal Aid Board. Referrals to these services take place after a VoT has engaged with the GNIB.

The *National Action Plan to Prevent and Combat Trafficking of Human Beings in Ireland 2009-2012* has set out the measures that the Government is putting in place for victims who are trafficked, and covers both sexual and labour exploitation. The Plan covers prevention, protection of victims, prosecution of traffickers and child trafficking. A mid-term review of the Plan will take place in 2011.

These legislative and administrative arrangements have led to a process for referral and service provision for VoT within an exclusive immigration policy framework. However, there is no integration of these provisions to allow for a response to and service provision for women in prostitution, many of whom are migrant women or who are VoT. While the Garda Síochána has established a separate Organised Crime Unit with a specific remit on organised prostitution, the legislative and policy remit of trafficking rests in the much narrower policy framework on immigration, within the GNIB. This has been an issue that the Dignity project has raised as a key concern, particularly because there is growing evidence of the link between trafficking and organised crime and criminal prostitution networks engaged in trafficking of women for sexual exploitation. Similarly, because of the focus on trafficking as an immigration policy issue, there are significant gaps in provision for women who are internally trafficked for prostitution or for women who are EU citizens.

The first report issued by the AHTU *Summary Report of Trafficking in Human Beings in Ireland for 2009*, reported that 66 potential and suspected VoT came to the attention of the GNIB, forty-nine of whom were adults and seventeen were minors. Of these cases 80.3% were under investigation. In ten of the 66 cases R&R periods had been granted, and of these six were VoT for sexual exploitation. Forty of the 66 potential or suspected VoT were in the asylum process during this time.

Between November 2009 and December 2010 thirty-nine cases of potential or suspected VoT were referred by the GNIB to the Legal Aid Board for legal

assistance<sup>13</sup>. In 2010, there were 36 referrals from GNIB, of whom 24 were VoT for sexual exploitation.

Up to December 2010, 56 referrals were made HSE dedicated Anti-Human Trafficking Team for support and assistance, including care planning<sup>14</sup>.

**Currently the legislation provides for:**

- Administrative procedures introduced under the Anti-Human Trafficking Unit (Department of Justice and Law Reform);
- Identification of victims is made by the GNIB;
- A 60 day recovery and reflection (R&R) period for suspected VOT;
- Accommodation provided through the Reception and Integration Agency (RIA), following referral from GNIB, which provides hostel type accommodation for asylum seekers;
- On Referral from GNIB, access to health services via the HSE Anti-Human Trafficking Team, and through RIA medical facilities;
- On referral from GNIB, provision of legal advice , through the Legal Aid Board, for VOT who are suspected victims and who are cooperating with the police
- Provision of Temporary Residence Permit following the R&R period if deemed to be a VOT, including access to education, accommodation and work for those not in the asylum process.

Following the establishment of the AHTU, an administrative structure comprising of an Inter-Departmental High Level Group, five inter-disciplinary Working Groups and a Roundtable Forum have been put in place to raise awareness and training and develop a national referral mechanism. One specific Working Group has been dedicated to trafficking for sexual exploitation. The structures have involved many key stakeholders including NGOs, government bodies and international organisations.

Trafficking of victims of sexual exploitation is a key area of policy on gender based violence in Ireland. There is some recognition of this in the Strategy of the National Office for the Prevention of Domestic, Sexual and Gender-based Violence (COSC)<sup>15</sup>, which highlights the fact that victims of “domestic and sexual violence may also be victims of trafficking” (2010: 27). It states that as a result the indicators used to identify persons who have been trafficked for sexual exploitation are similar to those used to identify victims of sexual violence.

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<sup>13</sup> Written Answer to Parliamentary Question issued by Lucinda Creighton, No 585, Minister for Justice and Law Reform, 12 January 2011

<sup>14</sup> Ibid

<sup>15</sup> COSC (2010) National Strategy on Domestic, Sexual and Gender-based Violence, 2010-2014

#### **National policy framework informing the work of the Dignity project**

- Criminal Law (Human Trafficking) Act, 2008
- Child Trafficking and Pornography Act, 1998
- Sexual Offences (Jurisdiction) Act ,1996
- Immigration, Residence and Protection Bill 2010(providing for a recovery and reflection period for suspected victims of trafficking), which was not implemented following the announcement of a General Election in February 2011.

#### **International policy framework informing the work of the Dignity Project**

- The EU Plan on Best Practices, Standards and Procedures for Combating and Preventing Trafficking in Human Beings, 2005
- The Council of Europe Convention on Action against Trafficking in Human Beings, 2005
- The European Council Framework Decision on Combating Trafficking in Human Beings, 2002
- The UN Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children supplementing the UN Convention against Transnational Organised Crime, 2000
- The Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse, 2007

### **1.5 The Dignity partners**

The core of the project has been the Dignity Dublin inter-agency partnership which includes representatives from:

- Dublin Employment Pact
- Immigrant Council of Ireland
- Garda National Immigration Bureau (Human Trafficking Investigation and Co-ordinating Unit of Garda National Immigration Bureau)
- Anti-Human Trafficking Unit (Department of Justice and Law Reform)
- Women's Health Project (HSE), Anti-Human Trafficking Unit (HSE) (Year 2)
- Sonas Housing Association
- Ruhama (joined at the end of Year 1)
- Legal Aid Board (joined at the end of Year 1)

All partners brought different organisational roles, capacities and expertise to the inter-agency partnership. The GNIB/HTICU participated in the inter-agency partnership and the transnational visits in an observer capacity during Year 1, and participated in one transnational visit in Year 2 (to examine the Swedish legislation

on demand). The AHTU unit also actively participated in the partnership and in all the transnational visits, in an observer capacity, in Year 1 and 2.

The transnational partners included:

- Glasgow Community & Safety Services (Scotland)
- Klaipeda Social and Psychological Services Centre (Lithuania)
- AE Madrid City Council and APRAMP (Madrid, Spain)

Transnational study visits and seminars took place with each of the partner projects in Year 1, including a Dublin transnational seminar. In Year 2 an additional study visit was organised to Sweden to examine the outcomes of the legislation on demand for prostitution and its applicability to other partner contexts.

Profiles of all of the Dignity partners can be found in **Appendix 1**.

### **1.6 Overview of the organisation and management of the Dignity project**

At the start of the project a Project Coordinator was appointed for the duration of the project to oversee and manage the project. She was assisted by administrative support part funded by the project from the Dublin Employment Pact. This administrative support and the establishment of a Coordinator for the project was crucially important, particularly because the project required significant work in managing and liaising with partners and in coordinating the many meetings, events and transnational exchanges between partners.

- The project was managed by a Dublin Steering Group, made up of the Immigrant Council of Ireland, Dublin Employment Pact and the Project Coordinator.
- A transnational Steering Group was made up of the three transnational partners, the Dignity Coordinator, the Immigrant Council of Ireland and Dublin Employment Pact.
- In 2010, following a successful application for funding to FAS, a pre-training pilot project was established. An Advisory Group was made up of representatives from the Dublin Employment Pact, Ruhama, FAS, Department of Social Protection and the Dignity Coordinator. A Steering Group was made up of representatives from Ruhama, DEP and the Dignity Coordinator.

## Section 2: Outcomes of the Dignity project

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### 2.1 Key outcomes

There were five broad outcomes of the Dignity project:

- An inter-agency partnership involving statutory representatives and NGOs, that took a wide remit to examining the context, policy framework and service delivery responses to trafficking for sexual exploitation;
- Sharing of learning and best practice models of legislative and service delivery models and in the light of international obligations, to inform the development of services in Ireland and elsewhere;
- An open forum for discussing the wider context of and models of service responses to both prostitution and trafficking for sexual exploitation through research, transnational study visits and seminars;
- An opportunity for partners to learn about their roles and remits, and thereby facilitate and inform referral mechanisms and service responses.
- Generation of media debate and discussion to raise awareness on trafficking for sexual exploitation, through the events held during the Dignity project.

The Dignity project ran for two years 2009 and ended in February 2011.

Year 1 focussed on two specific objectives:

- The development of an inter-agency partnership;
- The identification of and establishment of a Dignity model of practice for service provision, informed by learning and good practice from transnational study visits, research and models established elsewhere.

Year 2 focussed on four main areas:

- Consolidating and extending the Dignity partnership and through this the learning between transnational partners;
- Acquiring funding for the development and piloting of a pre-training project for victims of trafficking for sexual exploitation, funded by the national training agency FAS with evaluation services provided from Dignity Project;
- Developing greater understanding of the role and impact that legislation on demand could have in other partner contexts;
- To disseminate the learning from Dignity to a wider network of agencies and service providers.

**Appendix 2** lists all of the meetings, events, study visits, seminars, conferences and activities undertaken by the Dignity project, listing the dates that they were held, the partners involved, and the a brief summary of the activities carried out.

The Dignity project application to Daphne set out a range of project actions. These are set out in Table 1, along with the outcomes from the project in Year 1 and Year 2. Table 1 shows that all of the planned actions were fully implemented and that a number of additional activities were carried out that complemented, added value and further developed the original activities that had been planned at the start of the project.

**Table 1: Project activities and outcomes**

<b>Year 1 Activities (2009)</b>	
<b>Activity set out in the Daphne application</b>	<b>Outcome</b>
4 study visits in 2009: Lithuania, Spain, Scotland, Ireland	4 Transnational study visits: <ul style="list-style-type: none"> <li>• 11.6.09 – 12.6.09, Glasgow</li> <li>• 4.11.09 - 3.11.09, Dublin</li> <li>• 24.8.09 – 25.8.09, Klaipeda, Lithuania</li> <li>• 8.10.09 – 9.10.09, Madrid</li> </ul>
4 national seminars in 4 partner countries (during study visits) in 2009	4 national seminars held during 2009 study visits: <ul style="list-style-type: none"> <li>• 11.6.09 – 12.6.09, Glasgow</li> <li>• 4.11.09 - 3.11.09, Dublin</li> <li>• 24.8.09 – 25.8.09, Klaipeda, Lithuania</li> <li>• 8.10.09 – 9.10.09, Madrid</li> </ul>
Development and launch of Dignity Web-site	Web site developed and launched in 2009 <a href="http://www.dublinpact.ie/dignity/index.html">http://www.dublinpact.ie/dignity/index.html</a>
Short <b>web-based reports</b> from each study visit	Reports from each of the four study visits published on Dignity web site <a href="http://www.dublinpact.ie/dignity/index.html">http://www.dublinpact.ie/dignity/index.html</a>
5 Steering committee meetings in 2009 (DEP, ICI and transnational partners in Spain, Scotland, Lithuania).	Steering Committee meetings: <ul style="list-style-type: none"> <li>• 10.2.09, Dublin</li> <li>• 15.10.09, Glasgow</li> <li>• 25.8.09, Klaipeda, Lithuania</li> <li>• 4.11 09, Dublin</li> <li>• 11.5.09, Glasgow</li> </ul>
Leaflet on Dignity Project/ trafficking promotion/awareness (translated into 3 partner languages)	Leaflet on trafficking produced in three partner languages: English, Lithuanian and Spanish
Development of 4 inter-agency working groups (Ireland, Spain, Scotland, Lithuania)	Four inter-agency working groups established in Ireland, Spain, Scotland and Lithuania)
4 Dublin Inter-Agency groups meetings	<ul style="list-style-type: none"> <li>• 7 inter-agency group meetings held in Dublin in 2009 (and an additional 6 in 2010)</li> <li>• Local inter-agency group meetings held in Spain, Scotland and Lithuania.</li> </ul>
Interim project evaluation report	Interim evaluation report produced at the end of

	Year 1, finalised 22 March 2010
<b>Added value: Additional activities not originally planned for</b>	Launch of Dignity project (80 attendees) Dignity and Demand Conference (60 attendees) Briefing for Local Authority representatives of Dublin City councils (80 attendees)
<b>Year 2 Activities and Outcomes (2010)</b>	
<b>Activity set out in the Daphne application</b>	<b>Outcome</b>
<ul style="list-style-type: none"> <li>Staff exchanges (8 staff) x 5 days – shadow work – 2010</li> </ul>	<ul style="list-style-type: none"> <li>Staff from four Dublin partners participated in staff exchanges with their counterparts in other countries.</li> </ul>
<ul style="list-style-type: none"> <li>2 Steering Committee meetings (DEP, ICI and transnational partners of Spain, Scotland, Lithuania).</li> </ul>	<ul style="list-style-type: none"> <li>16.8.10, Brussels</li> <li>7.2.10, Dublin</li> </ul>
<ul style="list-style-type: none"> <li>Delivery of models of best practice as identified on study visits, in partner states</li> </ul>	<ul style="list-style-type: none"> <li>Development of a Dignity model of good practice; developed into a map by the AHTU</li> <li>MOUs to establish models of good practice and referrals devised</li> </ul>
<ul style="list-style-type: none"> <li>Final evaluation report</li> </ul>	<ul style="list-style-type: none"> <li>Final evaluation report produced</li> </ul>
<ul style="list-style-type: none"> <li>Final transnational conference, Dublin 2010</li> </ul>	<ul style="list-style-type: none"> <li>Final transnational conference, Dublin 7.2.11, with presentations from project partners, project evaluators the Coordinator against prostitution/trafficking, Stockholm. (80 attendees)</li> </ul>
<ul style="list-style-type: none"> <li>Final Brussels based dissemination seminar on combating trafficking for sexual exploitation, Brussels 2010</li> </ul>	<ul style="list-style-type: none"> <li>Dissemination conference, 16.8.10, Brussels (45 attendees including MEPs, EC staff and Brussels based European NGO's).</li> </ul>
<ul style="list-style-type: none"> <li>Added value: Additional activities not originally planned for</li> </ul>	<ul style="list-style-type: none"> <li>Transnational study visit to Sweden (3 days x 14 participants)</li> <li>Dignity/Ruhama Pre-training pilot project (funded by FAS) (12-month pre-training programme, 28 VoT or women exiting prostitution)</li> <li>Media reports (see Appendix 3)</li> <li>Participation and presentation of Dignity in 2009 Metropolis Conference on Migration in Denmark</li> <li>Participation and presentation of Dignity in 2010 Metropolis Conference on Migration in Canada</li> <li>Participation and presentation of Dignity in Training Day for Gardai in Templemore, 2011</li> </ul>

## **2.2 Dublin Dignity inter-agency partnership**

A key outcome from the Dignity project was the establishment of inter-agency working methods. The Dublin inter-agency partnership was an integral part of the project and formed the basis for a new form of intervention based on inter-agency working. This was a significant achievement. A total of thirteen meetings were held, seven of which were held in Year 1, and six in Year 2. All meetings were chaired by the Dignity Coordinator and all meetings were minuted.

The process of partnership working led to the sharing of experiences, learning of partner organisational roles and functions, and through this the development of a Dignity inter-agency model of practice. This outcome led to significant relationship building between the agencies represented on the partnership and an appreciation of the constraints experienced by some partners, as well as the opportunities for providing a more integrated range of support services to victims of trafficking.

It is evident that the Dignity inter-agency partnership led to the development of shared understandings about the need for a new and more integrated model of service provision, including the need to understand the linkages between prostitution and trafficking in the provision of services.

Meetings were very well attended and there has been a genuine commitment on the part of partners to participate actively in the project and learn from each other's experiences, backgrounds and perspectives. This has brought people together in ways that had not happened hitherto and according to the Project Coordinator this: "has brought people to an understanding and a basis on which an emerging model of service provision can evolve". She went on to say that this is a hugely time consuming activity, requiring an understanding of the constraints faced by some partners and that "this has been achieved through a great deal of behind the scenes work, particularly in knowing how far partners can go".

There has been significant learning for partners from the inter-agency working methods, including an appreciation of the equality of roles offered in a partnership, with partners having respect for and an understanding of the different roles, backgrounds and constraints of partners. As the Dignity Coordinator stated: "There is no hierarchy at the table...we have developed a way of working whereby NGO and statutory bodies are engaged in a mutually respectful process". As a result of this the partnership has been maintained and as the Coordinator notes "the minding of the relationships at the start, middle and end of the project" has been vitally important to the success of inter-agency working.

Prior to each transnational visit a pre-visit meeting was held with those participating in order to identify areas of interest for each partner. A meeting to identify key learning was held in Dublin one week after each of the study visits. This provided a good opportunity to identify the learning that could be applicable to the emerging Dignity model of service provision.

The success of the partnership was seen in the widening and deepening of the partnership during 2009 to include Ruhama and the Legal Aid Board.

### ***Emerging model of service provision***

One of the key objectives of the Dignity partnership is to develop a model of service provision that can enhance access to integrated services that are appropriate to the needs of victims of trafficking.

In Year 1 the Dublin partners discussed and drafted an inter-agency model of service provision. The model focussed on existing service provision, the linkages between agencies and the provisions under the Anti-Human Trafficking Action Plan National Action Plan to Prevent and Combat Trafficking in Human Beings in Ireland, 2009-2012 (AHTU, Department of Justice and Law Reform, 2009).

In Year 2 this was further developed under the map of provision established by the AHTU, to which all Dublin partners provided recommendations. The development of the map and consultations with partners was an important achievement in Year 2, and particularly in progressing a key element of the Anti-Human Trafficking Action Plan. The Dignity inter-agency group realised that it was important for the AHTU to take the lead in developing the map, showing the National Referral Mechanism, rather than finding themselves in a situation where there were two separate maps; one from the Dignity group and one from the AHTU. However, areas where there was a lack of clarity or gaps in services were identified by Dignity partners and formed part of the discussions at local partner meetings in Year 2.

In developing the model of service provision, one of the objectives of the Dignity plan for 2010 was to put in place MOUs, in order to formalise the relationships between specific partner organisations and in relation to the emerging model of service provision. In practice, all of the NGO partners signed the MOU, which led to clearer lines of communication regarding referrals. The statutory partners were not in a position to sign the MOU, although it did help to inform and reinforce the development of the referral mechanism under the AHTU.

### **2.3 Transnational study visits and seminars**

The project worked closely with the three transnational partners to study and document good practices in each partner country in providing services to victims of trafficking. Five transnational study visits were organised in Scotland, Lithuania, Spain, Ireland and Sweden. The study visits were attended by all Dublin partners and transnational partners. Separate reports and an evaluation of each transnational study visit were produced. The visits, which were hosted by each partner, included a two-day seminar, visits to specific organisations, service providers and opportunities for bi-lateral meetings, for example, held between police representatives and between health service professionals. The visits were evaluated through a questionnaire completed at the end of each visit and a debriefing meeting for Dublin partners.

### ***Scottish transnational study visit, 11-12 May 2009***

The visit hosted by the Glasgow Community & Social Services Project of the Glasgow Local Authority included links with Domestic Abuse Advocacy Service and TARA project of Glasgow City Council). Key learning was gained about the Inter-agency model of working, the cooperation and relationship between the police, the relationship between the police, local authority and NGOs, the provision of support services (including legal services and accommodation) and the development of protocols for victim identification and risk assessment. It was clear that the City Council's view that prostitution is a form of violence against women led to a unique approach being taken by police in their efforts to combat trafficking for sexual exploitation in this region. Also, that immigration is dealt with by another Borders agency meant that a purely immigration lens was not that used by police in relation to raids on brothels. Also the police accepted that identification interviews carried out by an independent law centre of VoT meant that granting of R&R could happen quickly and access to services was immediate, without the requirement for cooperation with the police. Also NGOs play a significant role in the identification process as they were named as Frontline Responders who forwarded identification information to the police, who subsequently carried out the formal identification process.

### ***Lithuania study visit, 24-25 August 2009***

The study visit examined the Lithuanian model of service provision; the inter-agency partnership of statutory and non-statutory organisations established by the Klaipeda municipality; the legal, criminal and prosecution services; and the Klaipeda Social and Psychological Support Project. Key learning included the breath and coordination roles of the municipality led inter-agency group, the model of social and psychological support services, and the approach in a country with a different profile of trafficking. Accurate Data on victims of trafficking was difficult to obtain and despite legislation which criminalised the purchase of sex from trafficking victim, no prosecutions were taken.

### ***Spanish study visit, 8-9 October 2009***

The study visit examined the specific programme of 'routes out of trafficking' established in Madrid by AE Madrid City Council and APRAMP. As well as learning about the legal, criminal and service framework for VOT, the key learning included the role of APRAMP in providing outreach and support services for VOT, the work in partnership with the municipal employment insertion agency to develop training and employment opportunities for VOT, and the role played in coordinating support services and inter-agency work. It was also useful to see that a liberal approach to prostitution in Spain meant that especially street prostitution was very evident in Madrid (where the visit took place) and that the police were not motivated to make links between prostitution and trafficking.

### ***Irish transnational study visit, 3-4 November 2009***

The Irish transnational study visit, as with all other study visits, included a seminar which provided an opportunity for transnational partners to learn about legislation and service provision on trafficking. Key learning for transnational partners, as well as for Dublin partners, included a better understanding of the legislative and policy framework on trafficking in Ireland and emerging debates about service provision. A public conference held the day after the transnational seminar, entitled 'Dignity and Demand', provided a forum for an open discussion about trafficking in Ireland, the role of the Dignity project, and the role played by legislation tackling demand, with particular reference to Sweden<sup>16</sup>. The conference also provided an opportunity to disseminate the work of the Dignity partnership in Ireland to a wider network of statutory and non-statutory agencies across and also to begin a discussion about the role of legislation in controlling the demand for prostitution, as exemplified by the Swedish model. Partners also had the opportunity to visit service providers, see facilities and meet with counterparts from NGOs and statutory agencies for deeper information sharing and identification of potential staff exchange visits for following year.

### ***Swedish transnational study visit, August 2010***

The final transnational study visit took place in Sweden. The study visit was organised in response to the interest from partner organisations to find out more about implementation and impact of the Swedish legislation to control demand. The backdrop to this was the Swedish government's high-level Inquiry in 2009 to investigate how the criminalisation of the purchase of sex has worked in practice how it has impacted on the incidence of prostitution and human trafficking.

A more detailed overview of the learning and lessons for the development of services from the transnational study visits is discussed in more detail in **Section 3**.

## **2.4 Bi-lateral staff exchanges**

Four Dublin partners were involved in staff exchanges with their counterparts in other partner countries. These staff exchanges proved to be very useful in highlighting learning of different models of practice and in developing learning that could be integrated into service provision within their own organisations.

- In May 2010, the Senior Solicitor from the Human Trafficking Unit of the Refugee Legal Service (Legal Aid Board) and the Senior Solicitor, Immigrant Council of Ireland visited the Legal Services Agency, Glasgow, and meetings were also held with the Strathclyde Police, the TARA project and the Scottish Refugee Council.

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<sup>16</sup> The report of the Dignity and Demand conference can be found on the Dignity website: <http://www.dublinpact.ie/PDF/DocR-Dignity-Dublin-Dignity%20&%20Demand%20Conf%20Minutes.pdf>

- In July 2010, two staff members from Sonas Housing Association visited the Poppy Project which provides services to VoT and is a part of Eaves Housing Association in London.
- In May 2010, two members of the HSE's Anti-Human Trafficking Team visited the Trafficking Awareness Raising Alliance (TARA) project in Glasgow, which provides health and other support services to women in prostitution and VoT. Visits were also held with other partners in the Legal Services Agency, Strathclyde Police and the Scottish Refugee Council.

The staff exchanges enabled the Dublin partners to engage in more detailed discussions about service provision and to learn from the models developed. This was found to be particularly valuable learning for service provision in Ireland. The NGOs found the learning from close cooperation with statutory agencies in processes of identification, legal assistance and specialist accommodation for VoT, to be very valuable.

## **2.5 Dignity/Ruhama pre-training pilot**

The Dignity project secured funding from the FAS Social Inclusion Unit in 2009 to provide a pre-training support programme to victims of trafficking and women exploited in prostitution. The delivery of training to this vulnerable group supports the Irish State's obligations under the CoE Convention on Action against Trafficking in Human Beings and the UN Palermo Protocol on Trafficking in Persons, which both contain provisions on the delivery of support and training to victims of trafficking. The Irish National Action Plan also includes measures to assist the reintegration of suspected victims into the labour market.

The Dignity project contracted Ruhama to develop and deliver the programme, which has over twenty years experience responding to the needs of women in prostitution and trafficked women. In recognition of the trauma experienced by VoT a specialised model was developed to provide wrap around support and pre-training in order to prepare participants to be ready to access mainstream training, education and employment. The Dignity/Ruhama project was included in the formative evaluation of the overall Dignity project and a full final report has been prepared in parallel<sup>17</sup>. The evaluators worked closely with the co-ordinator of Dignity and the development team in Ruhama to set up data recording systems enabling them to gather data and learning in relation to the participants and to consistently review the programme. The evaluation includes twelve interviews and three focus groups with the participants.

### ***Planning, development and recruitment***

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<sup>17</sup> A copy of the final evaluation report of the pre-training pilot can be found on <http://www.dublinpact.ie/dignity/index.html>

The initial planning of the programme focused on ensuring that the participants were offered a range of support, advocacy and counselling to accompany their participation in the pre-training project. A sensitive recruitment process and interview schedule was put in place where it was stated very clearly that every woman referred would have access to support and advocacy regardless of her eligibility or capacity to participate in the pre-training programme. The project was situated within the wider long term services provided by Ruhama. This means that if a woman goes onto access training or education or employment, the service remains there as a continuous support for as long as it is required.

### ***Delivery and outcomes of the programme***

Twenty-eight women participated over the year long programme; 71% were aged between 21 and 30 years of age, with one participant under 21 years of age. Of the 28 participants who had children, the majority of the children were under nine years of age. Most of the participants had relatively low levels of educational achievement but indicated high levels of motivation, enthusiasm and interest in education, training and employment.

Women participating had all been subject to sexual exploitation in prostitution and 21 participants were VoT. Despite the fact that only six women had been formally identified as being VoT for sexual exploitation, and had been granted a Stamp 4, in 19 cases there was full Garda cooperation. Over half of the women were in the asylum process, living in RIA accommodation and as Asylum Seekers their rights and entitlements to education within the State are very limited.

Ruhama had extensive experience in delivering educational support and training to women in prostitution and of the needs assessment process. This helped to identify key areas of training provision. As a result the courses offered focussed on building confidence and capacity, including assertiveness training and the Steps Programme. A major issue emerging from the needs assessment was the low levels of English language and/or literacy, which also led to the development team prioritising specific classes and tutors from the beginning of the programme. Each woman was offered individual career path and progression route planning throughout the programme.

Participants benefited from an average of 241 hours, made up of individual tuition, class hours and individual support. The number of hours women spent in training was dependent on a number of external factors, including the length of time a woman has been in contact with Ruhama; at what point during the year a referral was made; the level of crisis intervention needed; safety issues; support throughout the identification process with the Gardai; involvement with criminal proceedings; and the level of trauma and distress of the person at a given time.

The development team identified a number of barriers to women's participation which they worked hard to address. The impact of trafficking and prostitution on the participant's physical and mental health was evident and support and counselling

was made available. Access to affordable and adequate childcare was a constant difficulty, as was the need for ongoing advice and support in relation to coping with poverty and unsuitable accommodation. The stress created by the insecurity and lengthy process of gaining legal status in the asylum and trafficking process was a major source of anxiety and distress for many women. The lack of privacy, safety and support for women in direct provision accommodation was consistently raised as unacceptable.

### ***Experience of women on the programme***

The women were overwhelmingly positive about their engagement in the programme. They consistently spoke about having a sense trust again and that for the first time they can imagine a hopeful future. They felt the programme had been highly successful in identifying their needs and delivering appropriate training and support. The key issues they highlighted in interviews and focus groups were:

- The importance of one to one support from Ruhama in building trusting relationships, which they recognised as being critical for surviving the trauma and breakdown of trust they had experienced;
- Participation in group work with women who had similar experiences of exploitation, beginning to make friends and breaking isolation;
- Assertiveness and Steps classes which built confidence, self esteem and communication skills;
- Practical classes such as English and computers which increased capacity for further training and education;
- Career path planning which had already enabled many women to access further education and employment.

Overall, this programme demonstrates the importance of situating education and training for VoT and women in prostitution within a specialised support service, with staff who are skilled and experienced in responding to the needs of women who are sexually exploited in prostitution. For women who have been subjected to such a level of fear and abuse and who are experiencing high levels of depression and anxiety the building of one-to-one trusting relationships was critical in enabling their participation in the programme. This programme demonstrates the desire and commitment of women who have survived prostitution and trafficking to engage in education and training despite the enormous barriers they have to overcome. By restoring confidence and creating opportunities for pre-training and education programmes such as these, enabled the women to have hope and a future.

### ***Feedback from participants in the programme***

Interviews and focus groups held with the women who participated in the pre-training pilot programme highlighted the importance of a dedicated support service in building trust and confidence to participate in the training. As one woman stated:

I was all alone in this country... I could not have gone on... Ruhama saved my life... I really mean that... they were there for me at any time, at any hour. They were kind and understood what had happened to me. I was so frightened. They gave me advice and information. My support worker is still there for me when I am scared, low or now when I am happy.'

Another said:

I needed their support in order to go into the groups and the classes... to feel safe and confident enough.'

A particularly important part of the pre-training was the training in literacy and English, which were seen as a vital step to being able to participate in education. The majority of participants came to the programme with low levels of education and for the majority English is a second language:

Good to have one to one classes on reading and writing. Helps you to deal with groups and classes and be able to ask when you don't understand.

Many women spoke of finding hope again and beginning to feel there was a future for them.

Being in the group gave me hope I didn't think it was possible to have a future...a feeling of I can do as opposed to feeling I can't.

The Steps programme was considered by all participants to be very helpful, in particular it had enabled them to reflect on themselves, communicate in a more confident way, view life more positively and set achievable goals for the future.

When I came here I could not talk to people at all, when I look back I see myself with my head down all the time. Now I have confidence and can talk to people. The classes taught me how to set and achieve goals, how to communicate.'

Steps was brilliant. It was all about knowing myself and my potential. It taught me about the blind spots we have and how narrowly we see things. It taught me to look outside the box and see things in a different way. It is useful with family and friends. I know now that I am more confident, responsible, reliable, confident and sociable.

Assertiveness classes were also highly regarded by the participants:

When you in prostitution you learn not to trust anyone, you build a wall around yourself, you are always in competition and fighting with other girls. I have learned how to have a dispute and not fight, how to agree to disagree.

The decision to have one to one career path planning session for every participant was critical in ensuring progression routes for the participants, most of whom are struggling to negotiate complex systems and entry to courses as migrants:

It was very important for me to get help with what I needed to know to get into Nursing, the right courses to do now and the entry requirements.'

I started with English and computers. Then I completed Fetac level 5 and now I want to go on and do a degree in accountancy.

Women all spoke about the value of the programme in improving their lives and the desire to continue their education:

I want to improve my English, go to school and study. I don't want to be dependent on welfare.'

I am so proud of myself that I have achieved so much...I had been told all the time that I was good for nothing and that is not true. I know now I can do anything I want to do because it is possible if you really want it! Even when was very down and felt just like lying in bed crying I got up and went to my class. I was never, never late.

### ***Learning and recommendations from the evaluation***

The learning from the evaluation is that training and education programmes for this target group need to be situated within a specialised support service with staff that are skilled and experienced in responding to the needs of women who are sexually exploited in prostitution. In depth needs assessment is critical to ensure that the learning and goals are self directed and that the course content is suitable and appropriate for each participant.

A combination of individual case work classes and groups should be part of the planning of programme ensuring the individual needs of each woman are met. Specialised long term counselling should be accessible to cope with the cumulative effects of complex trauma. Facilitators of programmes need to be aware of both multi-cultural issues and the particular sensitivities surrounding the issues of prostitution and trafficking. Finally, the wider policy issues of legal status, the asylum process and direct provision accommodation need to be urgently addressed.

### **2.6 Communications and information**

The Dignity project engaged in a number of communications, information and dissemination activities. This was considered to be an important element of the Dignity project, particularly in giving a profile to the activities undertaken in the project and to enabling a wider network of organisations to have information and understanding of the extent and nature of trafficking for sexual exploitation in Ireland and the policy and service responses that were needed in response.

- The Dignity project established a web page, linked to the DEP web site. All relevant documents, including reports of seminars, conferences and transnational study visits, were posted on the web page. The web page was widely publicised for a wider audience, to enable organisations that were not involved in the partnership to have access to information about project activities and learning.
- A leaflet of the Dignity project, setting out the background to the project, project activities and information about trafficking for sexual exploitation was produced and translated into Lithuanian and Spanish. 1000 copies were made available for dissemination by each of the transnational partners and partners in Ireland.
- A range of events to disseminate information and learning about the Dignity project also took place. A 'Dignity and Demand' conference organised as part of the transnational study visit for partners, was held in Dublin in 2009. The conference was attended by over 60 representatives of statutory organisations and NGOs. Presentations were given from transnational partners, the evaluators of the Dignity project, a representative from the police in Sweden. There was excellent media coverage from the event and this was deemed important to raising the awareness and impact of the Dignity project's activities and the relevance of integrating responses to prostitution and trafficking in Ireland.
- A conference, held on 25 May 2010, was organised in Dublin's Mansion House and hosted by the Lord Mayor of Dublin was held in cooperation with the ICI to disseminate the learning from Dignity and to raise awareness of the Dignity model to Dublin City Council. Over 80 people attended the event and again there was good media coverage given to the event and to disseminating the approach and findings of the Dignity project. The final Dignity conference held in Dublin on 7 February 2010 was attended by 100 policy makers, politicians, practitioners and international experts on trafficking, along with project partners, European commission staff and representatives of European NGOs working on prostitution and trafficking. Speakers included Stockholm Prostitution Unit Mr Patrick Cederlof, Ms Colette de Troy of European Women's Lobby, Ms Ann Hamilton of Glasgow Safety and Services Unit and sessions which presented the learning and lessons of the project. The conference was chaired by MEP Proinseas de Rossa and Ms Barbara Nolan (Head of European Commission Representation in Ireland). Partners spoke of their experiences and politicians, including the Lord Mayor of Dublin, Senator Fiona O'Malley, Cllr Rebecca Moynihan, and Irish Human Rights Commissioner Rosemary Byrne, participated in workshops where panels of partners spoke of and examined progress and remaining barriers in provision of legal and other services at the close of the project.
- A final briefing and dissemination event was organised by the European Parliament in Brussels on 1 February 2011, attended by 45 people. The briefing was sponsored by Proinseas De Rossa MEP and included presentations on the findings of the evaluation and the work carried out in the Dignity project, and

partners spoke of the importance of the Daphne fund to support innovative work on the ground. MEPs and staff from a MEP's offices across the political spectrum spoke of the importance of the lessons of this grassroots work and were informed for the legislative and committee work being carried out on trafficking and prostitution by MEPs. MEP Eva-Britt Svensson (chair of EP Women's Rights Committee) congratulated the Dignity Project and welcomed the interest in the Swedish model of legislation which criminalised purchase of sex. She reiterated how the law had worked to positive effect in Sweden and stated that it could be replicated in other countries if the political will was there. Other MEPs from UK, Denmark, and Ireland agreed that the theme of trafficking should feature in future Daphne calls for funding to ensure that the important work started by Dignity could continue and so that the models of inter-agency work developed under Dignity could be transferred and shared amongst other Member States.

- Considerable media debate was generated through Dignity project events in Ireland, Scotland, Lithuania and Spain, which helped to raise awareness of the issues raised in the project. In particular significant media reports were obtained on the occasion of the formal launch of the initiative in Dublin, the transnational conference 'Dignity & Demand' at the end of Year 1 and the Graduation ceremony of trainees of the added value Dignity-FAS-Ruhama pilot training. Significant media debate was created as a result of the Dignity partner trip to Sweden, that prompted parliamentary questions and broader media debate on possible reform of the relevant legislation that affects demand for services of trafficked people. The final Dignity Brussels briefing and conference also attracted attention in the media, in particular it was linked to the launch the previous week in Ireland of the *Turn Off The Red Light Campaign*, established by the Immigrant Council of Ireland to introduce Swedish style legislation to criminalise the purchase of sexual services by buyers.<sup>18</sup>

**Appendix 3 lists the media reports that arose from the Dignity events.**

## **2.7 Policy outcomes**

One of the objectives of the Dignity project has been to influence policy, particularly in the development of appropriate services and protection for victims of trafficking in line with international best practice. In particular, the Project opened up a space to discuss issues of demand as part of an overall strategy to eliminate trafficking for sexual exploitation in Ireland.

- The project was instrumental in informing a Private Member's Motion from Fine Gael that was before the Dáil in November 2009. The Motion called for a debate on trafficking for sexual exploitation and the sex industry in Ireland, and the provision of safe and appropriate accommodation and support services for victims. In 2010 a Seanad Debate was initiated by independent Senator Ronan

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<sup>18</sup> 'Turn off the Red Light' campaign see <http://www.immigrantcouncil.ie/campaigns/combating-trafficking-and-exploitation-in-the-sex-industry/tackling-demand-for-paid-sex>

Mullen to examine legislation on prostitution and trafficking in Ireland, with a view to introducing legislation to criminalise the buying of sex.

- In Year 2, following the transnational visit to Sweden to examine the Swedish legislation on demand, a report on the visit was submitted by the AHTU to the Minister of Justice Minister, Dermot Ahern. In a response to a Parliamentary Question in the Dáil, Mr Ahern confirmed that "I have asked the Attorney General to examine the report and requested his views on the legal and constitutional implications of introducing such a ban here".

## Section 3: Learning and good practice from the transnational study visits

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It is a wonderful opportunity for every organisation that is part of the Dignity project to learn, evaluate and challenge their work with trafficked women.

### 3.1 Introduction

The transnational visits to Glasgow, Madrid, Klaipeda, Dublin and Sweden were found to be extremely useful learning for the development of an inter-agency model of working and for the development of support services in Ireland. The Irish and the transnational partners found the transnational visits to be helpful with regard to:

- Sharing, exchanging information, and learning about different models and approaches;
- Information sharing and relationship building between the Irish partners, which helped to build trust and learning for the development of inter-agency working practices.

### 3.2 Overall assessment of learning from the study visits

#### *Overall assessment of learning from Glasgow*

The Glasgow visit provided learning about inter-agency working practices, the coordination of service provision, services and supports to VoT, legal services and accommodation services, arrangements for dealing with victims of trafficking in the asylum process, and how the issue of prostitution is addressed<sup>19</sup>. For some partners it was learning about different approaches and gaining information that has been important in helping them to evaluate and reflect on their own work and in some cases to use this as a basis for verifying and validating the developments that have taken place to date by NGOs and statutory agencies.

The excellent cooperation between the police and NGOs in Scotland was seen as a positive development, and in particular the measures introduced by the police to forewarn NGOs prior to a raid, enabling them respond quickly to provide services for women as required. The development in Scotland of a psychological report used by all agencies was also considered to be good practice to avoid victims being re-interviewed. The Safe Accommodation guidelines and model (inclusive of risk assessment) developed by TARA were seen as a model for replicating under the Dignity project.

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<sup>19</sup> The report of the Glasgow visit can be found on the Dignity website:  
<http://www.dublinpact.ie/dignity/PDF/Dignity-Mins%20Glasgow%20Study%20Visit%2011%20and%2012.05.pdf>

Comments from Irish and transnational partners included:

Really fantastic visit – great to work with Irish colleagues and explore our work in context of Glasgow expertise.

The creation of an inter-agency model of work on trafficking for victims of sexual exploitation in Ireland, seeing the Glasgow model at work was most interesting.

Seeing how well the police and NGOs work was most heartening also.

### ***Overall assessment of learning from Klaipeda, Lithuania***

The visit to Klaipeda was the second transnational visit and this helped to reinforce learning, information sharing and relationship building between the Dublin partners and transnational partners<sup>20</sup>. In Klaipeda the main points of learning came from the role of the Inter-Institutional Coordination Group at the municipal level and the services provided by the Klaipeda Social and Psychological Services Centre (KSPSC) and in their individual work with victims. In particular participants found the approach, based on powers devolved to the Municipality, to be particularly interesting with regard to inter-agency working, criminal prosecution and victim care. One participant summed up the perspective of many of the partners:

We had a chance to visit a country with a different profile in relation to human trafficking. We heard excellent presentations and we had the opportunity for a good interaction with the hosts and with the Dignity partners.

In particular, the role of the Inter-Institutional Coordination Group in coordination, funding and data gathering was of interest to all partners, and particular because of the wide range of partners who potentially played a role in victim identification and service provision. The social and psychological support services provided by KSPSC were of particular interest to NGOs and other organisations working with victims, particularly in relation to the holistic model of support that is provided by key professionals, the provision of safe accommodation and coordination role with other statutory and non-statutory agencies, and the police. For several participants this role has particular learning for a model of support and service provision for VoT in Ireland. Another key area of learning is the potential for developing compensation for victims.

While Lithuania has legislation that criminalises purchase of sex from trafficked women, several participants were clear that it is essential that the issue of

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<sup>20</sup> The report of the transnational visit can be found on the Dignity website:  
<http://www.dublinpact.ie/dignity/PDF/lith/Dignity-Report%20of%20Klaipeda%20Study%20Visit%20Aug09.doc>

criminalising the purchase of sex and decriminalising women in prostitution be addressed in national legislation.

A final key area of learning is the importance of providing exit routes for women in prostitution. A state agency which is part of the inter-agency group can provide VoT with assistance in accessing jobs and training. However, victims accessing this service can only do so if they are formally identified as VoT. In Ireland, for example, the position of the Dignity partners, Sonas Housing, Immigrant Council of Ireland and Ruhama is that women should not have to be formally identified as victims before getting access to services.

### ***Overall assessment of learning from Spain***

The third transnational study visit took place in Madrid<sup>21</sup>. Again the visit provided an opportunity for partners to further develop their learning and inter-agency relationships, while also providing an opportunity to learn from a different legal and policy context and a different approach to working with VoT.

As one participant stated this learning “would be otherwise difficult to grasp just by phone or email contact”, while another said that the visit “allowed us to exchange information with the partners from other countries and to update ourselves”.

The main learning from the visit came from APRAMP’s work, which was located in the context of the legal and administrative arrangements for the protection and recovery of victims of trafficking and for the prevention and prosecution of trafficking and prostitution. While there were a number of elements of transferability of good practice, many of the partners believed that there was less learning of positive models for Ireland from this visit, compared to the previous two visits. This is particularly because there is an absence of a legal framework for identification, referral and for the provision of support services for VoT. Also the attitude to prostitution is particularly evident in that 20,000 women are involved in street prostitution alone in Barcelona (as opposed to 200 in Stockholm, Sweden) However, the visit to APRAMP and their Best Practice Booklet provided a good overview and practical information, and particularly some learning for Irish partners about the provision of training and employment opportunities for this target group.

### ***Overall assessment of learning from Sweden***

The final transnational study examined the implementation of the Swedish legislation and the Swedish government’s high-level Inquiry in 2009<sup>22</sup> to investigate

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<sup>21</sup> The report of the transnational study visit to Spain can be found on the Dignity website: <http://www.dublinpact.ie/PDF/DocF-Dignity-Madrid%20Programme.pdf>

<sup>22</sup> Government of Sweden (2010) The Ban against the Purchase of Sexual Services. An Evaluation 1999-2008. (English Translation). See <http://www.dublinpact.ie/dignity/PDF/Swedish%20Prostitution%20Law%20-%20An%20evaluation%201999-200.pdf>

how the criminalisation of the purchase of sex has impacted on the incidence of prostitution and human trafficking. As a result of an interest expressed in the findings of the report by the Dignity project, the full report was subsequently translated into English, and which was welcomed as a positive step by the Dignity project. The report concluded that the law has had a significant impact in preventing and combating prostitution and human trafficking for sexual exploitation. The results of the inquiry show that street prostitution in Sweden has halved since the introduction of the ban; while in comparable countries, Norway and Denmark, the number of people in street prostitution has increased dramatically in the same period, three times higher than in Sweden. Trafficking is substantially smaller in scale than in comparable countries and the Police believe that the law has acted as a barrier to human traffickers and procurers establishing themselves in Sweden. There is no evidence that prostitution has gone underground and there has been no increase in indoor prostitution and internet prostitution has not increased. Criminalisation has not increased the risk of violence or worsened the conditions of those people exploited through prostitution. There has been a marked change in attitude to the purchase of sexual services that coincides with making it a criminal offence to buy sex. There is now strong support for the ban on purchasing sexual services in Sweden and has overall been an effective deterrent to sex purchasers.

Fourteen representatives from the Dublin and transnational partners attended the transnational study visit to Sweden. The participation of the key national agencies and services in the study trip and the subsequent follow-on work was particularly important. The two representatives from the DJELR were there on a fact finding mission as they do not have a remit or an operational role in relation to Prostitution and Trafficking.

On the first day presentations were given by the Swedish Department of Justice and Chairwoman of the valuating commission retired Swedish Supreme Court Judge Ms Anna Skarhed. The delegation also heard from Gunilla Berglund from the Ministry of Justice, and the National Rapporteur on Trafficking Kasja Wahlberg. On the second day there were presentations by Patrick Cederlof, Co-ordinator of the National Prostitution Unit in Stockholm, ROCs (a Swedish NGO of the national refuge movement), Jenny Westerstrand (Researcher on Prostitution regimes) and Ulrika Rosvall Levin, (The Swedish Institute which also translated the evaluation into English following the visit). A visit also took place to the Prostitution Unit offices to see the approach and allow for a bi-lateral with service providers.

Eight participants found the visit to be extremely beneficial, four found it to be very beneficial, while two found it to be fairly beneficial. The study visit enabled partners to gain an insight into the social/health model of support for victims of trafficking as well as an awareness of how the legislation to control demand has been implemented in practice. For some partners it reinforced the need for legislation in

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A summary report of the transnational visit to Sweden can be found on the Dignity web site <http://www.dublinpact.ie/dignity/PDF/Swedish%20study%20visit%20by%20Dignity%20-%20Report.doc>

Ireland that addresses demand from a violence against women perspective, while for others it provided valuable information on the content and implementation of the legislation that could be examined for implementation in Ireland, taking into account constitutional, cultural and political perspectives. The following comments reflect the sentiments of many attending the study visit:

I was impressed with the conviction with which our hosts discussed their measures to eliminate prostitution and trafficking, which reflects I suppose the overwhelming support of the population.

The main benefit for us was the recognition that you cannot just address trafficking - that prostitution and exploitation in sex industry and interlinked and can be responded to in this way through services, at policy and legislative level.

The trip was a fantastic opportunity to look at a holistic legislative response and how each agency played a different role – but underpinned by the same principles and ethos.

For example, one participant stated that Ireland will have 30 months to introduce a national Rapporteur in Ireland and this provided an “excellent opportunity to meet with a Swedish Rapporteur and learn more about the structure and communication of information collated”.

Overall, partners attending the visit were clear about the potential that the model had for Ireland. The legislation was seen to have clarity, a wide scope that integrates prostitution and trafficking, with trafficking dealt with as part of an overall approach to control the demand for prostitution. Particularly valuable elements of the study visit were the insights gained from Swedish agencies on the legislation and the operational elements. One partner regretted that there was not an opportunity for more of a two-way exchange and information about immigration issues in relation to victims of trafficking. Another felt they would have benefited had they taken up opportunities for more discussion and an opportunity to meet in smaller groups for more in-depth discussion with their counterparts in the police services, legal services and support services.

### **3.3 Benefits of the transnational visits to participants’ organisations**

#### ***Exchange of information***

Learning about different models of legislation, support and legal services was viewed as being very valuable to enabling partners to bring new perspectives into their work, for example, improved cooperation between police, statutory and NGO organisations. Of significance for the Dignity partners, was the learning from the Scottish model of service provision and from the legislation on demand in Sweden.

The formal and informal exchange of information has been the most valuable element of the transnational visits. For some participants inter-agency work and having an overall perspective on the social and legal context of trafficking is a new area of work and as one participant said the visits provide an important “outlet for discussion on how to offer best practise to VoT”, while for another “Sharing of information is very useful and important; new information and experiences inspires and provokes new questions and new responses”. In particular the Swedish visit provided the most valuable insights into the legislation on demand, and reinforced the view held by many partners that the control of trafficking has to be located within a framework of controlling the demand for prostitution.

### ***Sharing experiences with organisational counterparts***

In some cases the study visits enabled the sharing of experience with organisational counterparts and this element of the visits is regarded as very valuable for NGOs and the police. Although this was not possible for all partners, one participant said: “It is affirming with regard to some of our work and compels us to do more”.

### ***Learning about inter-agency processes***

Many participants highlighted important learning about inter-agency approaches in both validating approaches taken in Ireland and also in inspiring new insights. For example, a great deal of interest was given to the inter-agency group established by the municipality of Klaipeda, representing legal services, police, NGOs, statutory services for children, victims of gender based violence and prostitution, support services, employment and training services, and social services. The inter-agency group had become an important source of referrals, particularly within employment, social and accommodation services. Similarly, in Madrid the inter-agency cooperation between APRAMP and City Hall and the Police and legal services were an important source of learning for Irish partners. In Glasgow, participants took important learning from the cooperation between the police and NGO’s in the provision of legal services, including the prior notification of raids, alongside representation and advice was seen as a very good practice approach that could be replicated in Ireland.

### ***Identification of victims***

Learning about processes for identifying victims did show that there were undeveloped models for identification in all partner countries. Specific value was given to the system developed in Glasgow for victim identification, based on a checklist, has been developed by a legal NGO, which has been taken up and used by police. This was seen as a useful point of learning for the Irish context, under the system of victim identification recently introduced under the AHTU action plan, and particularly regarding the approach taken to legal advice and representation for Victims of Trafficking. However, it was found that in Lithuania there are no agreed and unified criteria for identification. However, the KSPSC showed significant experience in identification in their individual work with women, which was seen as

a good example. KSPSC had cooperated with the ROSA project in Norway, during its involvement in the Nordic-Baltic Project on Sex Trafficking organised by the European Women's Lobby, which represents a best practice approach to victim identification. This has led KSPSC to adapt their identification criteria, and shows the value of learning from international practice and adapting it to local circumstances. In Madrid, there is an absence of a clear legal framework on victim identification. In APRAMP the provision of outreach services was viewed as being particularly important for identifying potential victims.

### ***Rights of victims***

The rights of victims vary from one country to another. In Glasgow, the learning is that the Police are not concerned about the legal status of the victim, although there is an attempt to provide a victim with legal support and services as quickly as possible. In Klaipeda, victims (including those not identified) can access services through KPSCC, which is part financed through the local municipality. These services focus specifically on recovery and psychological supports. The majority of victims are Lithuanian and have been internally trafficked or returned to Lithuania through an IOM safe return programme. In practice victims' rights, for example, to a recovery and reflection period, begin when a victim is identified as part of an investigation that takes place through the pre-trial process. Recently a new compensation system has been put in place for victims of trafficking. Although few rights are accorded to victims in Madrid, the right to universal healthcare is a positive practice. The requirement in many countries for services to be made available to women victims after they have been formally identified was not considered good practice, rather the right to health care, accommodation, access to employment and training, and support services should not be conditional on being identified as a victim co-operating with police or on having a specified legal status.

### ***Services to victims***

There was a high level of interest in the models of service provision for victims in the projects visited, some of which were considered to be good practice models that could be transferable to other countries. In Glasgow, a transferable system of victim support services have been put in place, where legal support and advice, accommodation and health services are provided very quickly, alongside with other befriending supports, phone and pocket money. Several partners viewed this model to be ideal for transferability, particularly if delivered by an NGO.

The Klaipeda Social and Psychological Service model is regarded as good practice. Referrals to the service are made by the police, the prosecutor's office, social workers and self-referrals. The model works on a set of principles that are carried out with care and sensitivity, and that recognise that due to trauma and other circumstances victims may not be in a position to talk about their emotions and experiences immediately. A 'social map' has been developed that could also provide useful learning based on a care plan that takes the individual needs of the woman as

a starting point. There are also links to local training and employment services, accommodation and legal services.

As one participant in the visit to KSPSC stated: "They presented a very good model of service provision for victims and it was useful to see how accessible professionals such as psychologist and social workers were to the victims", and another said: "It was useful that they were the initial multidisciplinary team that provided services for the women". An important point of learning is that services are provided for trafficked women and women in prostitution. This integration of services for both target groups due to their similarities in circumstances leads to better outcomes for the women. There seem to be no clear rationale for separating these services if victim outcomes are considered.

In Madrid the provision of training and employment elements of services were seen as having the potential for transferability although the model in Madrid is conditional on having a temporary residence period. In addition, issues such as the provision of childcare were raised as being an important element of transferability. The importance attached to exit routes and reintegration in the APRAMP project was widely viewed as being very important, although a note of caution was raised by several partners that this would need to provide real training and employment opportunities. The inclusion of Victims of Trafficking in training programmes for groups vulnerable to exclusion into the labour market (including literacy language, computer skills, and assertiveness) was viewed as a model that was replicable. Some of this learning provided important insights into exit routes through the provision of training and employment opportunities to women. This provided a framework for the Dignity project in Ireland about how to approach and plan the pre-training pilot project for Year 2.

### ***Accommodation***

The shelters specifically for VOT in Madrid, and the placement of VOTs in housing with supports and the use of refuges or emergency accommodation in Glasgow were welcome as flexible approaches with better outcomes for victims This particularly because in Ireland, NGOs widely believe that RIA accommodation is unsuitable for VOT. As one participant stated: "I think the specialist nature of this work could be developed further in an Irish context and good practice developed here".

In particular lifting restrictions from social housing agencies regarding the habitual residency rule would allow organisations like Sonas to provide appropriate and secure accommodation to victims from crisis/refuge secure accommodation through to scattered housing in the community.

### ***Referral mechanism***

Learning about referral mechanisms was of particular interest to partners given the ongoing work in the Dignity project and the AHTU to establish a workable referral mechanism in Ireland. For example, the role of the WHP in responding to needs of

women presenting has been further enhanced, although through a separation of services for women in prostitution and VoT. This approach to the separation of services is not in line with international best practice, particularly because many women in prostitution have in fact been trafficked and may take some time before they are safe to report that they are a VoT. This also means that they are not eligible for a range of support, accommodation, health, legal and other services for VoT, which are conditional on reporting to GNIB.

The most valuable learning on referral came from the Klaipeda inter-agency group established by the municipality (referred to above). This service was seen as an important source of referral to services for VoT that works effectively and in an inter-agency capacity. Although participants were impressed with the inter-agency model of referrals, the importance of having formalised systems for referral was viewed to be important, with consistent data forms that would avoid women being re-interviewing if they are referred across services. The Dignity project developed such referral forms and protocols and they were signed up to by NGOs, and while the statutory partners did not sign up to them, the AHTU used them as a basis for the national referral forms in the development of the National Referral Mechanism.

### ***Dealing with perpetrators /criminal aspects***

The visits also addressed the criminal and legal aspects of trafficking and ways in which perpetrators and the demand for prostitution are tackled. It was only in Sweden that demand has been systematically tackled. In Scotland, the TARA project and the Glasgow City Council have developed a clear position on prostitution as a form of violence against women and wishes to pursue common strategies to counter demand with partners.

According to partners in the AHTU the learning for Ireland has to be taken alongside the fact that the legislative and criminal aspects have not yet been tested by the Courts in Ireland under the Criminal Law (Human Trafficking) Act. However, there was considerable interest in the legislation on demand in Sweden, which was subsequently referred to the Office of the Attorney General by the Minister for Justice for consideration in Irish legislation.

### **3.4 Observations about transferability of good practices from the transnational visits**

The following conclusions and observations are made about the learning from the transnational visits.

#### ***Inter-agency working***

The visits helped to confirm the centrality of inter-agency processes and systems and how they are key to providing effective coordination and implementation of support, including the provision of coordinated responses to identification and referral. The breadth of inter-agency work, with the involvement of statutory agencies, police, local

authorities, social / housing services, NGOs, employment / training agencies, child protection services, has some transferability. Finally, protocols and common procedures e.g. victim identification, referral mechanisms, legal advice and psychological reports have been shown to be vital to avoid duplication and to effective service provision and coordination.

### ***Victim identification***

While processes of victim identification have been developed in Ireland by the GNIB, there are important lessons for the Dignity programme to ensure that victim identification is based on a clear timeframe and with protocols, procedures and information sharing between relevant agencies, and coordination between police, statutory agencies and NGOs. Many Dignity partners are clear that services should not be conditional on formal victim identification being carried out and is an approach that is in line with international best practice.

### ***Rights of victims***

There are variations in approach amongst the project partners, but rights of victims need to be clearly stated in legislation. Rights of victims include recovery and reflection period; social, psychological, health and safe accommodation supports; care planning; risk and safety plans; legal support; and safe exit routes and entry into training and employment. These rights need to be based on the full implementation of the Palermo Protocol and the CoE Convention. Finally, rights should not be conditional on cooperation with police or on formal identification.

### ***Services to victims***

A key element of good practice is for services to be coordinated and with a speed of response. It is clear that services should be coordinated to provide legal advice and representation; safe accommodation; health and social supports; protection and security; childcare and child protection; and based on principles of dignity, care and sensitivity. There is also relevance of and learning from specialist services (for example, safe accommodation through the domestic violence sector, safety and risk planning, care planning and exit routes). In addition, integrated approaches to exit routes, and real training and employment opportunities are important to ensuring that victims of trafficking and women in prostitution have choices and opportunities. Finally, it is also relevant and important to provide services to victims of trafficking and women in prostitution in an integrated manner.

### ***Referral mechanism***

There are some good examples of models of referral and the key role of inter-agency cooperation, procedures and protocols. There are implications for the coordination of data and systems for identification, that has to an extent been overcome by the common system of reporting introduced by the AHTU in Ireland. However, there is learning from the project how common systems of interviewing and referral could be

put in place, including a 'low threshold' on identification as exists in Norway, and shared identification process between the police and NGOs in Glasgow.

***Dealing with perpetrators / criminal aspects of trafficking***

The visits confirmed the importance of having robust measures to address trafficking, both in the legislation and in practice. Key issues are also raised about the importance of having a twin track approach that also addresses demand for trafficking and prostitution. The Swedish visit was particularly relevant to this awareness and to regarding the role of the awareness raising on the benefits and outcomes of criminalising demand, which was deemed to be transferable to other countries.

## **Section 4: Learning from the Dublin inter-agency partnership**

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### **4.1 Introduction**

The evaluation also sought to identify the learning from the Dignity inter-agency partnership and to gain feedback from partners on the:

- Objectives, methods and structures of the Dignity project.
- Impact of the Dignity project on each partner's organisational roles and activities on anti-trafficking and the provision of support services victims.
- Role of the inter-agency partners in building cooperation on anti-trafficking work and related support services for victims, particularly in the context of the emerging model of service provision being developed through the Dignity partnership.
- Perspectives on what actions Dignity partners would like to see taking place after the end of the project and in mainstreaming project learning.

#### **a) Dublin Employment Pact**

As the lead partner, the DEP has played a key role in the overall management of the project. The Director of DEP has been very active in the project's activities and establishing the Dignity/Ruhama pre-training pilot, while the DEP's administrator has provided an excellent and invaluable administrative resource, documenting all meetings, liaising with national and transnational partners, and carrying out the financial management of the project. This administrative role proved to be far higher than originally anticipated, and as a result DEP supported the role by releasing the administrator from other DEP work to work on the project.

DEP brought to the Dignity project a wide range of expertise on working with the most marginalised and excluded groups in society, working with multiple stakeholders in the statutory and NGO sectors, and experience of managing large European projects.

A major achievement of the project has been to establish the pre-training pilot and to gain funding and recognition from FAS about the training needs of VOT in order to provide alternatives and routes out of trafficking and prostitution. From the DEP's perspective the pre-training pilot has been very well managed and there has been a positive response from the Senior Management of FAS about the value and benefit of the project. An application for a second year of funding has been submitted to FAS, with a plan for mainstreaming the learning and providing the pre-training courses for VOT in Dublin, Cork, Limerick and Sligo. A key objective is to establish a method for mainstreaming the learning and providing opportunities for VOT to have progression routes into mainstreaming training courses. However, DEP have

highlighted the major barrier to this progression being the requirement that trainees have legal status, which is not the case for all VOT.

DEP did not have high expectations of the project outcomes, because it recognised the complexity of working in a multi-stakeholder environment, particularly in balancing of the obligations of the statutory partners with those of the NGOs. It did not, for example, see the outcomes in establishing MOUs as a failure, rather than MOUs were a tool for getting agencies working together. As a result DEP stated that “getting the different agencies working together has been a major achievement”, and that many of the views of NGOs have been taken on board and accommodated within the Dignity model of service provision, that has been elaborated through the map drawn up by the Anti-Human Trafficking Unit in the DJELR. There has been huge learning for DEP on trafficking for sexual exploitation, particularly from the discussion held with national and transnational partners and in engaging in concrete ways with statutory and NGO partners.

DEP regard the Dignity partnership to have been a great success and would like to see the partnership continue into the future. An application for funding to support the continuation of Dignity has been made to the Global Trafficking In Persons fund from the US State Department. This application is supported by the Irish Mission in Dublin and an expression of interest has been submitted by the DEP. If the application is selected then this will them engage partners with a view to devising a follow-on project for the Dignity partners to further embed services, legislation and provide greater outcomes for prevention, protection and prosecution in the area of sex trafficking.

## **b) Immigrant Council of Ireland**

The ICI are of the view that the Dignity project has enabled much better communications and a common language between the partners and has led to better understanding about the work and remit of each organisation in the Irish context. This has resulted in a greater degree of shared understanding and learning, and a greater level of mutual respect between partners.

The Dignity partnership has provided a safe space for discussion in a multi-stakeholder context. This has been particularly important in building relationships and having open discussions about models of practice, which are not possible through the more formal statutory Anti-Human Trafficking Roundtables. The ICI representative on the Dignity partnership spoke about the importance of this as it “enabled us to develop mutual understandings and a process of partnership building”.

The ICI expressed some concerns that the separation of the HSE’s Women’s Health Project and the Anti-Human Trafficking Unit in the HSE potentially separates VOT from those who are identified as VOT and those that are not. In particular, this concern extends to the fact that having access to support services, care planning and accommodation has become conditional on cooperating with the GNIB.

The Dignity project provided important and valuable access to international models of good practice and learning of how these models could be applied in Ireland. This has not only complemented the work carried out by ICI, but has also led to a wide debate in Ireland about the interconnections between prostitution and trafficking. In addition, developing relationships with and learning from transnational partners and information sharing has led to a much better knowledge of the needs of VOT. This has resulted in a much better system for providing services to VOT.

Although there is some disappointment that the best practice approach to service provision has not been fully developed, ICI do see the partnership as being a first step approach to creating a best practice model in the longer term. For example, ICI see that the National Referral Mechanism that has been agreed does not deliver the level of support that is required under the CoE Convention. ICI are also disappointed at the low number of women who have been identified as VoT, and the problems arising from access to services for VoT being conditional on reporting to the GNIB. ICI would like to see a system put in place that separates service provision from GNIB processes of identification.

ICI have highlighted some core issues that need to be addressed in the future. This includes the provision of legal aid services, including representation, for VOT from the outset, better cooperation between NGOs in the process of identification and in the provision of assistance to VOT and a better integration of services for women in prostitution and trafficking. There are remaining areas of difficulty resulting from the implementation of the legislation, for example the now fallen IRP Bill states that an R&R permit *may* be granted where there are reasonable grounds to suspect that a person is a VOT<sup>23</sup>. This is contrary to the CoE Convention and does not allow for discretion and that states that an R&R permit *should always* be granted in these cases. Similarly, a Temporary Residence Permit is only granted when there is cooperation with an investigation. Contrary to the CoE Convention there is no provision for Temporary Leave to Remain for humanitarian reasons. ICI has also recommended that the R&R be granted from the onset of the process. ICI would like to see the Dignity partnership continue into the future, while recognising the importance of having resources for a Chair and administrative back-up.

A key issue raised by ICI is that the current legislative framework in Ireland only allows for protection for victims who are witnesses for the State and does not provide support for migrant women who have experienced sexual exploitation in Ireland. There are also challenges of how victims can be supported during the interview process and particularly how re-traumatisation of the victims, arising from repeated interviews and questioning can be addressed. ICI saw the potential of the model, developed in Scotland, whereby the police inform NGOs prior to a raid taking place, to ensure that support and legal services are available to women who are affected by raids. ICI also highlighted the importance of having access to more

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<sup>23</sup> ICI (2010) *The Interpretation of Reasonable Grounds in the Context of the Identification of Victims of Human Trafficking*, ICI Position Paper

information about the numbers of women who are victims of trafficking have been identified from the raids that have been carried out in Ireland and what has happened to them. There is also a challenge raised for the Dignity partnership of how it supports migrant women who are not identified as VOTs, but who may be experiencing exploitation through prostitution.

Nevertheless, ICI sees the Dignity partnership to be a first step to developing a more robust mechanism in the future. ICI did welcome the positive response to the recommendations made for the development of the draft map for the model of service provision drawn up by the Anti-Human Trafficking Unit in the DJELR. As an NGO, the ICI believes that there are now better relationships with statutory agencies, which in turn now have a better knowledge of the role of NGOs. This also provides an opportunity to feed the learning and findings from Dignity to a wider network of public bodies through the AHTU and associated working groups.

### **c) Anti-Human Trafficking Unit, Department of Justice and Law Reform**

The Dignity project has existed in parallel to a significant development of services and procedures that are being implemented under the National Action Plan to Prevent and Combat Trafficking of Human Beings in Ireland 2009-2012. The AHTU values the role of a wide range of stakeholders, including NGOs and through the map developed has demonstrated the significant complexity of inter-agency referrals and cooperation.

The AHTU has valued the role that the Dignity project has played in both enhancing and reinforcing the inter-agency work established under the consultative structures in the Plan, notably the High Level Working Group and the five Working Groups. The AHTU stress that in their view, the foundations of this cooperation had already been put in place and that good communications between relevant agencies has been established prior to the Dignity project. However, the Dignity project has added-value in improving formal and informal information and communications between partners.

The AHTU stated that the study visits have provided very useful learning of other models of provision and in benchmarking the progress achieved in Ireland. The visits did confirm that Ireland, in the view of the AHTU, had in many cases progressed further than other countries and had established a very comprehensive structure for the prevention of trafficking and the protection and support of VoT. In this respect the Dignity project has provided an opportunity to build on the success of the models established and for the front line service providers to improve communication in the handling of cases and in gaining clarity in relation to roles and responsibilities.

The study visit to Sweden was deemed to be particularly useful and provided a valuable opportunity to examine the report of the Inquiry into the effectiveness of the Swedish legislation on the criminalisation of the buyers of sex. An important outcome from the study visit to Sweden was that a representative from the Criminal

Law Section of the Department of Justice and Law Reform participated in the visit. She drew up a report on the Swedish legislative approach on her return that was submitted to the Minister of Justice. He subsequently referred to report to the Office of the Attorney General to examine the applicability and Constitutional implications of the approach taken in the Swedish legislation to an Irish context. The AHTU are of the view that the inter-agency working developed through the Dignity project will continue under the auspices of the AHTU's Working Group on Trafficking for Sexual Exploitation.

#### **d) Women's Health Project, HSE**

The WHP sees the most significant benefit of the Dignity project to be its role in facilitating cooperation and communication between partners. In Year 1 good interagency cooperation and referrals were developed with GNIB AHTU and ICI. A protocol with Ruhama also ensured that there is no duplication and lack of clarity about roles. Other interagency links were also developed during this time, for example, with the National Counselling service.

Although the Dignity model of service provision worked regarding referrals and information sharing between agencies there were concerns in year one about the level of resources required for implementing care plans. The process of care planning is very intensive and time consuming, and follow through on all aspects of the care plan is essential for between six and eight weeks. At the time the WHP identified the need for additional staffing resources to enable this role to be carried out effectively. In Year 2 the HSE separated the trafficking support role of the WHP, and established a dedicated Anti-Trafficking Team. The WHP continues to work with women in prostitution who have not been identified as potential or suspected VoT by GNIB.

The WHP benefited hugely from the transnational visits in particular to Scotland and Sweden and sees the need to continue to be informed by what is happening in other countries in order to build best practice. A key learning from the Swedish approach was how the integration of prostitution and trafficking at a service and policy level has proven to be most effective. The WHP believes it is essential that the cooperation developed through Dignity continues. As the care of VOT and women in prostitution is responded to separately in Ireland, close liaison between the front line responders including the WHP the HSE AHTU team Ruhama and ICI is particularly critical in ensuring a joined up holistic response to women. The WHP wishes to carry out an assessment of their clients to identify needs in relation to care planning, access to health care specialised sexual health services and exit routes. Consideration should also be given to meeting the needs of women in prostitution at a national level and extending the services and Dignity model to other areas.

#### **e) Anti-Human Trafficking Team, HSE**

The establishment of the Anti-Trafficking Team in 2009 led to a new structure for women who are potential or suspected VoT. According to the Dignity partner responsible for the Team, the Anti-Trafficking Team would have been created

regardless of the Dignity project. The legal requirements to provide health and support services for VoT, introduced under the legislation, has required there to be a specialist unit in this regard. All referrals are made directly from GNIB, which means that all beneficiaries have to be potential or suspected VoT before they can avail of the services provided. From the date when the Team was established in 2009 up to December 2010, 56 referrals were made by GNIB to the Anti-Trafficking Team for support and assistance, including care plans<sup>24</sup>.

The Dignity project has provided the HSE with a wider forum to learning about models of best practice internationally, learning about different stakeholder roles, and to discuss and examine the wider remit of the links between prostitution and trafficking for sexual exploitation. This role and the opportunity to engage in a wider debate have been particularly valuable.

The staff exchanges trip to Glasgow was very beneficial. The team had just been established so it was a brilliant opportunity to learn from the Scottish experience. The meetings of partners in Dublin have provided a forum for discussion and a chance to air views and iron out any inconsistencies between agencies. It was an important opportunity to consider the administrative procedures and referral mechanisms. The visit to Sweden was found to be extremely informative, and links were made with social work services during the visit. Regarding the future of the Dignity partnership, there is a view that the partnership would need to justify a specific role and in the current climate it would be very difficult to justify resources for the project, unless it had a specific remit.

A major challenge of the work is that women in the Asylum process are not able to fully benefit from the trafficking framework that has been established. Referral to Ruhama has been invaluable in getting access for women to long term support and education. It is hoped that close co-operation continues and that the inter-agency work is progressed.

#### **f) Legal Aid Board**

The Legal Aid Board joined the Dignity partnership at the end of 2009. Participation in the staff exchange visit to Scotland was particularly valuable to the LAB solicitor responsible for providing legal aid to VoT, and in gaining insights into the cooperation between the police and NGOs in the provision of legal services. The dedicated work in providing legal aid to VoT is relatively new and the LAB are of the view that they are at an early stage in testing the effectiveness of model of legal aid that had been developed. Issues of compensation for VoT may also be examined in the future. Although potential or suspected VoT who are referred by GNIB have a right to legal assistance, other VoT who are also asylum seekers, but who have not been identified as such by GNIB, can avail of legal assistance through the Refugee Legal Support unit within the LAB. In other cases any person seeking to avail of legal

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<sup>24</sup> Written Answer to Parliamentary Question issued by Lucinda Creighton, No 585, Minister for Justice and Law Reform, 12 January 2011

services can apply directly for assistance, although it is not possible to have immediate legal assistance because of the demands on the service. Between November 2009 and December 2010 thirty-nine cases of potential or suspected VoT were referred by the GNIB to the dedicated team in the Legal Aid Board for legal assistance<sup>25</sup>. In 2010, 36 referrals were made from GNIB, of whom 24 were VoT for sexual exploitation.

The Dignity inter-agency partnership has been of some use to the LAB, in improving cooperation and knowledge of other partner's roles, and informing service delivery. However, it has been very time consuming for the partner, whose work on trafficking is a very small element of the overall work of the LAB. The LAB is of the view that close cooperation with all stakeholders is essential and good relationships have been built up with the ICI in this regard. ICI is represented on the LAB's External Consultative Panel. The LAB partner believes that "any level of inter-agency interaction can only be positive and has to be beneficial all round". The LAB believes that there is a role to be played by Dignity in the future if it is driven by a clear agenda and targets, and would benefit from seminars to enhance capacity and disseminate research or models from other countries.

#### **g) Ruhama**

The Dignity project created a very helpful space to build relationships with the key stakeholders who feed into the work of Ruhama. Inter-agency partnership with both NGO and statutory agencies has enhanced the work of Ruhama and created more focussed co-ordinated and effective responses. Ruhama has contributed a unique and critical role in partnership, with over twenty years of experience in delivering support services both to women in prostitution and trafficked women. The development of MOUs and protocols to ensure a more cohesive response has been very beneficial in this regard.

The Dignity project enabled a wider platform and a more coherent and considered range of voices to emerge in relation to advocacy and policy development. The transnational learning was invaluable in building knowledge and good practice. In particular, Ruhama benefited from the Swedish trip and the input from a range of experts on the effectiveness of the Swedish approach in tackling prostitution and trafficking in an integrated way through services, policy and the criminalisation of the purchase of sex. The Scottish experience was also found to be very useful as a model that could be replicated in Ireland:

The Scottish model of close collaboration and referral mechanisms between specialised NGOs and statutory bodies was very worthwhile seeing. It is an issue of great concern to Ruhama that the key role of NGOs in the formal identification and care planning for VoT has effectively been placed entirely within a statutory framework.

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<sup>25</sup> Written Answer to Parliamentary Question issued by Lucinda Creighton, No 585, Minister for Justice and Law Reform, 12 January 2011

Ruhama stated that international evidence increasingly shows that the majority of women exploited in prostitution and many VoT present to NGO front line responders and that many will choose to remain outside statutory and police systems for a number of reasons including fear and trauma. Furthermore, Ruhama is of the view that the long term complex needs of VoT and women in prostitution can only be met by specialised women's services, with resources to provide medium/long term counselling, practical support, personal development, education, training and exit routes.

Ruhama is clear about the importance of the Dignity inter-agency approach and believes that it should continue in order to ensure that responses are victim centred and that women do not fall between the remit of the various agencies. Other outcomes that have arisen from Dignity, such as the campaign on demand, create spaces to progress collaborative work. It is also hoped that the links forged with transnational partners will continue to inform the work in Ireland.

#### **h) Sonas Housing Association**

For Sonas the major issue facing them as a service provider continues to be the requirement for women to have legal status in order to access Sonas accommodation services. Because most of the women coming through service provision for VOT are currently in the asylum process this makes it impossible for appropriate accommodation to be located within the domestic violence sector, under current rules.

The Dignity partnership has been very useful for Sonas's learning on trafficking and of the roles of other stakeholders. It has been helpful in raising awareness of the Sonas service provision model, and particularly regarding the care planning process, risk assessment and security planning. However, Sonas believe that their expertise in this area has not been systematically examined and integrated into the Dignity model. The resulting service provision, as a result, has not been used to enhance the care planning process that has been put in place in the HSE's Trafficking Unit. Despite the signing of the MOU setting out the relationship between front line service providers, Sonas are of the view that this has not enhanced their role in service provision, other than through closer links with the ICI. The failure of the statutory agencies to sign up to the MOU has weakened its potential for better outcomes.

Sonas have highlighted the need for a service planning model that identifies the rights and access to accommodation that meets a defined standard of service provision. In particular, the learning from the TARA project in Scotland was been helpful to inform a best practice standard of provision, notably through the development of safety planning and risk assessment models, and an integrated and coordinated approach to planning for specialist accommodation that links to the violence against women sector. Similarly, the learning from staff exchanges to the Poppy project in London, which resulted from a bi-lateral visit between Sonas and Poppy under Dignity, was found to be very helpful in defining how a more integrated

model could be developed in Ireland. In particular, the provision of a one-stop-shop model was seen as an excellent model providing access to support workers, referrals to accommodation, health and counselling services, and information. The model of the one-stop-shop has been identified internationally as a good practice model and is one that has been highlighted for action in the Cosc Strategy on National Strategy on Domestic, Sexual and Gender Based Violence (2010-2014).

Sonas would like to see some form of partnership continue in the future and greater attention given to embedding a best practice model. This should include the collation of data and the measurement of outcomes, and the integration of the models and experience of service provision from the domestic violence sector.

## Section 5: Conclusions and recommendations

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### 5.1 Conclusions and findings

#### ***Objectives, methods and structures***

The Dignity project has met all aims and objectives set and there is widespread agreement that the Dignity project had objectives, methods of working and structures that have worked well. This is particularly evident for the NGOs participating in the project, while statutory partners found the learning of best practice models and of partner roles to be particularly valuable. The inter-agency group was seen by all partners to have provided a good opportunity to share information, learning and approaches, as well as contribute to the emerging model of service provision.

#### ***Impact of the Dignity project on each partner's organisational roles and activities on anti-trafficking and the provision of support services victims***

All partners were of the view that the Dignity project has either strengthened or reinforced their own organisation's roles and activities on anti-trafficking. This has been particularly important in the area of service provision, where relationship building and information sharing has enabled partners to understand the roles and activities of the respective partners as part of the process of building a model of service provision. For the NGOs the formalisation of these relationships through MOUs has been an important step forward to building a lasting inter-agency partnership. The Dignity/Ruhama pre-training pilot project was an important achievement for the project, particularly as there is now a model in place that can be mainstreamed.

#### ***Role of the inter-agency partners in building cooperation on anti-trafficking work and related support services for victims***

There is evidence from the evaluation that the cooperation that has been achieved from the work of anti-trafficking between partners has helped to coordinate services more effectively and where that has not happened to identify gaps or areas requiring improvement. The formal and informal relationship building has been crucial to ensuring that there are systems of referral and contact between the partners. Overall, all partners saw this as a real added-value to their work.

#### ***Good practice models and transferability of learning***

The transnational study visits and Dignity project activities have identified a number of examples of good practices that could be transferable partners.

*Common systems of reporting:* Common systems for reporting, for example, for risk assessments and psychological reports that all agencies use, whereby one agency interviews the victim and then the report is used by all agencies.

*Inter-agency cooperation:* Models of inter-agency cooperation examined from the transnational visits to Spain, Lithuania and Scotland provided useful learning and lessons for the continuation of inter-agency working after the ending of the Dignity project. Creating a new framework for this would require clearly stated terms of reference, objectives and protocols for working methods and activities. The main areas identified from the evaluation that partners would like to continue to work on are effective systems for victim identification and referral between agencies, and an examination of how services for women in prostitution and VoT can be integrated within policy and service provision.

*Social and psychological support services and accommodation:* The model of social and psychological support services provided by the Klaipeda Social and Psychological Services Centre, showed how an NGO can take a lead role in integrating services for women and prostitution and VoT. These services provide coordinated processes of risk assessment, safety planning, and the provision of social and psychological supports. The care planning process in Ireland could also be enhanced with reference to the models developed by the Klaipeda Social and Psychological Services Centre and the TARA project in Glasgow, and in the context of the systems that have been developed in the violence against women sector in Ireland, for example, by Sonas Housing Association. Safe Accommodation guidelines and models (inclusive of risk assessment) drawn up by the TARA project could be further explored for application in other countries.

In Madrid and Glasgow the provision of emergency accommodation / shelters specifically for victims of trafficking was seen to work very well, particularly as these models placed VoT in housing with supports. The provision of specialist accommodation through domestic violence refuges in Glasgow was welcomed by NGOs in Ireland as a possible model that could be replicated in Ireland. Norway is another country that has used the expertise and specialist housing services from the domestic violence sector for accommodating and supporting VoT.

*NGO and police cooperation:* The application of the assessment procedure and National Referral Mechanism developed in Glasgow has valuable lessons for promoting cooperation between NGOs and the police.

*Training and employment:* There is scope for further developing state funded and supported training and employment programmes for women in prostitution and VoT. These would need to provide real opportunities, with risk assessments and safety planning, and coordinated with other services. The model of provision developed by APRAMP, Spain, provides some useful lessons of how to coordinate training provision with other support services and the location of the Irish Dignity/Ruhama/FAS model within Ruhama with dedicated, experienced staff is a good model worthy of replication and mainstreaming.

*Criminalising the purchasing of sex:* The Swedish approach has demonstrated the effectiveness of legislation to criminalise the purchasing of sex in tackling prostitution and trafficking. There is great potential for this approach to be transferred to all Dignity partner countries. Similarly the learning from the awareness raising campaign in Sweden has been particularly important in gaining public support for the criminalisation of the purchasing of sex.

## **5.2 Recommendations**

### **a) Continue Interagency Cooperation**

- There is wide support for the continuation of an inter-agency partnership approach as a basis for ongoing learning and the continued development of best practice models. The interagency approach should be mainstreamed and extended on a national basis.
- The Map of service provision drawn up by the AHTU indicates the complexity of multi-agency involvement in trafficking cases. It is critical that there are structures of coordination and cooperation in place to support front line responders who will be navigating the mechanisms and referral processes with VOT. There is a real potential to develop an inter-agency case management approach amongst the service providers.
- This should incorporate continuous training for statutory and non-statutory agencies as provided for under the CoE Convention, and a programme for the dissemination of the learning and good practices established under the Dignity Project.
- Funding will need to be sourced for an independent Chair and administrative support for continued inter-agency cooperation, and to develop new ways in which this could take place, for example, regular discussion forums, roundtables or seminars.

### **b) Improved processes for identification and protection of VoT**

- There is a need to further develop and enhance the identification process, establish a clear timeframe and boost transparency in the decision-making process. This requires clarity of procedures in the issuing of R&R and Temporary Residence Permits (TRP), and to put in place alternative acknowledgements for identified victims who are not granted R&R/TRP due to the fact that they hold another type of permit, or do not have a pending application for asylum or 'humanitarian leave' in the State.
- Clarity is needed in relation to disclosure of reasons not to afford VOT status to potential VOT. An independent review mechanism should be put in place for women who are not formally identified as VOT but believe they are a victim of

this crime in Ireland.

- NGOs have a key role to play in the identification process, as seen in the model established by the Dignity partner in Scotland, and as exists in other countries. The CoE Convention, the OSCE guidebook and the TIP indicators established by the US Secretary of State, all state that NGOs should play a continuous role in both the identification process and in providing support for VOT.

### **c) Legal Rights**

- There is an urgent need for all potential VOT to have access to immediate and early legal advice and representation. The provision of such advice and other services should not be made dependent on cooperation or contacts with the GNIB. Full legal representation must be offered to suspected VOT cooperating with the authorities in the investigation and/or prosecution of trafficking offences; this should also include the provision of legal assistance in relation to applications of non-prosecution and compensation. .
- The legal protection of VOT offered in Ireland has to be brought in line with the CoE Convention in relation to the granting of R&R permits, which must be granted without prejudice to any asylum application made by the person concerned. Currently, the linking of the above processes results in different levels of assistance, and could potentially disadvantage those VOT who have also sought asylum in the State,
- Longer term solutions are needed for VOT who have cooperated in criminal investigations and/or prosecutions, or who are too vulnerable, traumatised or endangered to be returned home; this should include the introduction of special humanitarian permits.
- VOT should have the legal right to a Temporary Residence Permit on the basis of humanitarian needs as provided for in the CoE Convention. Currently, VOT will first receive a notification of intention to deport before they can make an application for permission to remain on humanitarian grounds.

### **d) Enhance the role of service provision and front-line responders**

- Specialised accommodation should be available for all potential VOT as RIA is not always appropriate or safe for VOT. International best practice and learning from the transnational partners is that specialist violence against women service providers have a key role to play in providing safe accommodation, with safety planning, risk assessment and care planning built into the support provided. VOT should be able to access specialist accommodation, irrespective of their legal status.
- There should be a further development and continuation of education and training programmes, and progression routes for VOT and women exiting

prostitution, such as those developed in the Dignity/Ruhama/FAS pilot project. Again access and progression to mainstream education and training programmes should not be conditional on legal status. It recommended that partnership be established with service providers outside of Dublin to replicate and mainstream the pilot programme.

- The Dignity project and international evidence has highlighted links between prostitution and trafficking. Therefore it is recommended that a review of the needs of all women in prostitution accessing the WHP and Ruhama should be carried out in order to identify needs in relation to access to legal advice, care planning, access to health, counselling, exit routes, long term support services, and accommodation.

#### **e) Continue to inform policy developments**

- There is a need for systematic collection of data and the documentation of cases studies in order to complement the valuable data collected by the AHTU. This will help with the monitoring of the implementation of the mechanisms, decisions and short and long term outcomes of VOT.
- There is a need to continue to develop and monitor the MOU and protocols, in order to develop and progress effective interagency working and best practice service provision.
- It is recommended that the services currently provided for VoT be extended to include women who have been exploited in prostitution, as international best practice demonstrates the need to integrate policy measures in relation in prostitution and VOT.
- A national prostitution strategy is required this would allow the creation of an integrated national policy framework and legislation that could be introduced for tackling demand for prostitution, given the clear evidence of how effective the Swedish approach has been, legislation in line with the Swedish approach should be introduced and there should be a national education and awareness campaign on reducing the demand for prostitution, especially given its link to trafficking for sexual exploitation.

#### **f) Monitoring and Accountability**

- An independent National Rapporteur should be appointed with statutory powers to request information from the police, the immigration authorities, social services and NGOs and to report to the Minister for Justice and the Irish Parliament, as required under the CoE Convention.
- An anti-trafficking and prostitution monitoring group, made up of NGOs and human rights agencies should also be established along the lines of the UK Anti-Trafficking Monitoring Group, to inform and support the work of the Rapporteur.

- Under the 2011 review being carried out by the AHTU all legislation and administrative procedures in place need to be examined to see if they are 'fit for purpose' in relation to the rights of VOT. This would assist in the preparation for the CoE monitoring provision mechanism established under the Group of Experts on Action Against Trafficking in Human Beings (GRETA), due to visit Ireland in 2012.

## **Appendix 1: Dignity partner profiles**

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### **1. Dublin partners**

#### **a) Dublin Employment Pact**

Dublin Employment Pact is the lead partner in the Dignity partnership and along with the Immigrant Council of Ireland and the Project Coordinator co-manages the Dignity project. The DEP has provided a core role in the project's administration and management, including the coordination of inter-agency and bi-lateral meetings, and the organisation of transnational visits. This is particularly important because the administration of the Dignity project is very labour intensive.

The CEO of the Pact participates in the management group and the Dublin inter-agency partnership. An administrative officer provides key administrative and organisational support and takes minutes of all meetings, providing a valuable documentary basis to the project. Often her work extends beyond that of an administrative role and she has played a technical support and strategic role in the project that has been beneficial to all partners.

Dublin Employment Pact was established in 1998 to address employment and social inclusion in the Dublin region. It operates as a partnership, with representatives from local authorities, government departments and agencies, local development partnerships and the community sector, and the social partners. The DEP has substantial experience of working in an inter-agency and partnership capacity and has a specific focus on employment and training issues in disadvantaged communities. As a result the DEP has been very valuable to the Dignity partnership, based on their experience of partnership working and managing EU-funded projects, alongside a lens on the training and employment needs of marginalised and disadvantaged people. This has provided a good vehicle to bring different players together. This has proved very valuable to the Dignity project in managing an inter-agency partnership and also in providing insights into how the project could develop and organise routes out of prostitution and trafficking through training. As the CEO of the Dublin Employment stated "With our focus on employment and social inclusion we have been able to identify victims of trafficking as one of the most marginalised groups in an Irish context". This focus arises from the DEP's track record of being an organisation that is responsive to needs in the community and to developing innovative methods of working and creative solutions to social exclusion problems.

#### **b) Immigrant Council of Ireland**

The ICI is a national and independent human rights organisation working with immigrants providing information, legal advice/representation, strategic litigation, advocacy, lobbying and research and other services to immigrants in Ireland. ICI is a recognised independent Law Centre in Ireland. The ICI's work on trafficking for the

purpose of sexual exploitation is part of its strategy, funded by the Religious Sisters of Charity, covering research, service provision, legal services, networking and alliance building and communications on the issue. The ICI commissioned a major piece of research on trafficking for sexual exploitation in Ireland in 2009 and through its work has organised a number of inter-agency roundtables on trafficking for sexual exploitation. Furthermore, the ICI convenes an ongoing NGO Anti-trafficking coalition forum, and is the coordinator of the national campaign against demand for sex trafficking and sexual exploitation in Ireland.

The ICI established the Dignity project with DEP, and is represented on the management group of the project. Through its Law Centre, the ICI provides legal aid, including representation to victims of human trafficking, and contributes to the development of national policies and responses to human trafficking in Ireland. For the purposes of coordination of the multifaceted anti-trafficking work at the ICI, the organisation employs a coordinator.

Four years ago the ICI had limited experience of dealing with cases of trafficking but now has a great deal of nationally and internationally recognised expertise of complex individual cases and is able to examine the different legal routes, rights and possible outcomes for women. In addition to the direct legal representation and research providing important benchmarks for service delivery, the ICI legal team delivers services to vulnerable migrant women in general, such as victims of sexual, domestic abuse, and unaccompanied minors.

### **c) Women's Health Project, HSE**

The Women's Health Project (WHP) was established by the Health Services Executive (HSE) in Dublin in 1991. It is the only specialised service in Ireland responding to the health needs and harm experienced by women engaged in prostitution. The WHP experience is that prostitution is in itself a high risk and exploitative situation for women and that the risk is compounded by other factors such as drug use, poverty and homelessness. The WHP provides specialised care to two main cohorts of service users: 1) drug using women involved in prostitution that present and seek support with many complex issues around social exclusion and addiction, and 2) migrant women in prostitution a significant proportion of who have been trafficked for purposes of sexual exploitation. Figures for 2009 continue to reflect an increasing number of migrant women accessing the services. Of a total client base of 271, 225 were migrant women, with at least 29 nationalities presenting. The WHP established indicators for the identification of VoT over five years ago and referred and liaised with GNIB until the HSE created its new AHTT, which now carries out all work related to VoT

The WHP engages with women through sexual health clinics and outreach work on the streets, to parlours/brothels and home visits to apartments. Services include:

- Education on safer sex and the risks of prostitution for women's sexual and reproductive health
- Advice on staying safe on the streets and while engaging in indoor prostitution

- Individual support, in circumstances as when women have been assaulted or raped
- Garda liaison for referrals to Sexual Assault Treatment Unit (SATU) and specific advice regarding criminal threats and assaults
- Needle exchange for drug addicted women, where appropriate and advice on safer drug use
- Assistance to women who wish to leave prostitution
- Education / Training to statutory/NGO and service groups

#### **d) HSE, Anti-Trafficking Team**

In 2010 the HSE separated the functions of the Women's Health Project by creating a new HSE Anti-Human Trafficking Team. This was a response to the specific service provision that has been identified under the National Anti-Human Trafficking Action Plan and in response to the legislative requirement to provide health, accommodation and support services to VOT. As a result the 2010 HSE Service Plan, under the framework of the National Intercultural Strategy in Health, included the provision for a dedicated Anti-Human Trafficking Team within the HSE, as part of the requirement to establish a framework to respond to the "health issues with regard to trafficking of human beings in Ireland".

Two project workers have been appointed to the Anti-Human Trafficking Team, which has established a system for needs assessment and care planning. Following referral from GNIB this enables referrals to be put in place for psychology services, health services and the issuing of GMS cards, mental health services and addiction services. According to the Head of the Anti-Trafficking Team the geographical separation from the Women's Health Project was seen as essential in providing a confidential service, even though international best practice does suggest that an integrated approach to the provision of health and other support services to VoT and women in prostitution is more beneficial and provides easier access to potential VoT. While the main activities of the project take place in Dublin, the project workers have met with women in other parts of the country. The objective is to establish the model in the Dublin area, and eventually provide services in locations outside Dublin.

The Team is only able to take referrals from the GNIB, on the basis that women in the GNIB process have been identified as potential VOT. The Team is not able to take referrals from NGOs, the Women's Health Project or other service providers, who are required to refer women to the GNIB before they can avail of the services of the Team. In 2010 [approximately 50 women] were referred to the Team from the GNIB. Referrals are also made to FAS and the VEC for VoT to access mainstream training provision. Close links have been established with Ruhama, who play a key role in supporting women who have to attend GNIB interviews, providing a befriending role and in providing access to accommodation.

### **e) Anti-Human Trafficking Unit, Department of Justice and Law Reform**

The AHTU was established in 2009 in the Department of Justice and Law Reform as a response to the legislative requirements for Ireland to have a response to the prevention, protection and support for VoT. The *National Action Plan to Prevent and Combat Trafficking of Human Beings in Ireland 2009-2012*, contains 144 actions for implementation in the Plan. According to the Head of the AHTU, by the end of 2010, 92 of the actions had been implemented or significantly progressed. These activities have included training for Gardai<sup>26</sup>, raising awareness, including a national awareness raising campaign '*The Blue Blindfold Campaign*', the dissemination of information leaflets and a Guide to Procedures outlining the rights and services available to potential or suspected victims. A High Level Group on trafficking brings together senior departmental representatives while five Working Groups have been established with representation from government departments and NGOs to address key issues such as the National Referral Mechanism. One of these Working Groups has been established to deal with trafficking for sexual exploitation.

The Unit will carry out a review of the legislation and administrative procedures under the Plan in 2011. It has been essential to have had dedicated resources and a Unit to enable a significant level of development to take place in such a short period of time. The AHTU is also responsible for implementing a data strategy and has put in place a coordinated single reporting system of trafficking cases for statutory agencies and NGOs working with VoT. A data report of cases and referrals is published annually.

### **f) Legal Aid Board**

The Legal Aid Board is responsible for the provision of legal aid and advice on matters of civil law for people who are unable to fund legal services from their own resources. The Refugee Legal Service (RLS), located within the Legal Aid Board, provides confidential and independent legal services for asylum seekers in Ireland. Legal aid and advice is also provided, where relevant, to cases on immigration and deportation matters. The RLS has three offices in Dublin, Cork and Galway. The Legal Aid Board provides specialist legal advice to VoT who are referred directly to the service from the GNIB. The service provides initial advice to people identified as "potential victims" of human trafficking on their legal rights and in relation to "potential victims" of human trafficking offences acting as witnesses in prosecutions taken under the Criminal Law (Human Trafficking) Act 2008. Specialised training has been provided to staff of the Board, who provide legal advice to potential and suspected victims of trafficking in human beings.

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<sup>26</sup> Under the Action Plan 495 Gardai have participated in training on the prevention, protection and prosecution of trafficking, while a further 2,956 probationer Gardai and 32 members of the Garda Reserve have benefited from awareness raising on trafficking during their training. Senior Investigating Gardai have received training on victim identification. The AHTU has also delivered training to staff in public sector organisations that are likely to encounter victims of trafficking.

### **g) Sonas House Association**

Sonas Housing Association provides specialist supported housing services for women and their children who are homeless as a result of gender based violence. Sonas aims to provide good quality and safe accommodation, with holistic support to empower women and children to regain control over all aspects of their lives. Sonas Housing Association has a housing stock of 95 units in eight locations in Dublin, with a further 12 units which are managed by the Sonas Housing Partnership in Meath, Mayo and Louth. Sonas also undertakes research with a view to influencing policy on housing and gender based violence.

Sonas was invited to join the Dignity partnership on the basis that their experience of working with women who have experienced gender based violence. The objective is that the Sonas model of support could be transferrable in the future for victims of trafficking. This is particularly relevant as Sonas provides safe accommodation, and provides support for women victims through safety and security plans and long term care plans. Although Sonas has not been a provider of accommodation and support services to victims of trafficking referred through the Dignity partnership, Sonas has received three referrals of cases for services from victims of trafficking. One of these referrals was successful in gaining housing with Sonas.

### **h) Ruhama**

Ruhama joined the Dignity partnership at the end of Year 2 and works closely with other organisations in providing services for VOT. Ruhama was the main provider of the pre-training pilot project established under the Dignity programme.

Ruhama is a voluntary organisation, established in 1989, to reach out to and provide support services to women affected by prostitution and other forms of commercial sexual exploitation. Based on individual need, Ruhama offers support, assistance and opportunities to explore alternatives to prostitution and recovery from exploitation through sex trafficking. This is achieved in practice through three strands of work:

- Reach out to and provide support services to women affected by prostitution, including victims of sex trafficking and other forms of commercial sexual exploitation.
- Based on individual need, to offer assistance and opportunities to explore alternatives to prostitution and long term recovery from the trauma of sex trafficking.
- Work to change public attitudes, practices and policies which allow the exploitation of women through trafficking and prostitution.

Ruhama provides one to one support, counselling, advocacy, development and training work directly with women, and also conducts ongoing policy and campaigning work on the issue of prostitution and trafficking. Ruhama is represented in key national fora with statutory decision makers on issues relating to violence against women and trafficking and works collaboratively with both

statutory and non-statutory agencies. The ethos of the organisation is grounded in a perspective of respect and dignity for every human being.

## **2. Transnational partners**

### **a) Glasgow Community & Safety Services**

Glasgow Community & Social Services, established by Glasgow City Council and Glasgow Police Service, has established a priority to reduce violence against women. Two projects have been established for this purpose: the Domestic Abuse Advocacy Service (Assist) and the Trafficking Awareness Raising Alliance (TARA) project. Prostitution is viewed as a form of violence against women and the TARA project was established in 2005 as a service for identifying and supporting victims of trafficking for the purpose of sexual exploitation.

The TARA project is a designated NGO working with victims of trafficking. It provides initial crisis support and long term support, risk assessments, counselling and legal advice, health care, accommodation, clothes, mobile phones and toiletries and provides access to safe accommodation by linking with local Women's Aid groups and accommodation for vulnerable women. Risk assessments are carried out by TARA and this is used as a basis for an agreed safety plan with women, which includes taking the needs of children into account. TARA is currently piloting a new care plan model.

Although initially established for women victims in Glasgow, the project now provides services for women recovered from across Scotland, through a pilot funded by the Scottish Government. Services are provided for women over the age of 18 years who have been sexually exploited in the UK or who have been trafficked into or moved around the UK. Legal services are provided through the Legal Services Agency, which provides a multi-disciplined and holistic approach, through practical and emotional support alongside legal support. Through their work they have found that over 95% of women want to exit prostitution and that most victims experience post traumatic stress and shame, and are extremely vulnerable and isolated.

TARA acts as the Scottish NGO in the National Referral Mechanism. This is a strategic partnership between state and NGOs to combat trafficking and ensure victims' human rights are respected and to identify victims of trafficking as quickly as possible. TARA also acts in a strategic role by participating on monitoring and working groups. Two women were supported in 2005 and this rose to 14 in 2007 and 34 in 2008.

Under UK legislation a referral is made to "competent authority" if there is a suspicion a person is trafficked. In the UK there are two competent authorities, which have five days to determine if a person is potentially trafficked. If deemed to be trafficked, a victim is granted a 45-day "reflection period", with the provision of accommodation, psychological assistance, access to medical treatment, information on legal rights and material support. When the reflection period is over a victim will

either be granted residency permit or removed from UK (a residency permit is only granted if person is cooperating with the police or in “need of continuing support”).

Referrals are made by a range of organisations including the Refugee Council, the UK Border Agency and the Police. A potential victim is assessed to see if there is a suspicion the person has been a victim of trafficking; at the same time a woman’s other needs are assessed at this time and support is organised through the relevant agency. The new referral mechanism form has to be completed and submitted within 72 hours of the first meeting. There is close cooperation between the police and TARA, which includes informing TARA prior to a raid.

The Glasgow Community & Safety Services has undertaken media work to raise awareness and to provide more informed coverage of trafficking issues. They have liaised with journalists and have produced a “campaign pack” for this purpose.

A ‘Routes into Learning’ initiative was established in 2005 with a local college to increase access to adult literacy and numeracy for women affected by prostitution and to support women in exiting prostitution. It works in partnership with other support and service agencies both at an operational level and strategic level.

It is estimated that between 6,000 and 18,000 women are in off street prostitution in 1,700-5,300 premises. An estimated 700 women are trafficked into Scotland each year for purposes of sexual exploitation, in an industry that is estimated to be worth £450m. The project is campaigning for criminalising the buying of sex, for legislation on lap-dancing clubs and is carrying out research on women involved in lap dancing and pornography.

#### **b) Klaipeda Social and Psychological Services Centre, Lithuania**

The Klaipeda Social and Psychological Services Centre was established in 2003 to provide services to women who have been internally trafficked in Lithuania and women victims of trafficking who have returned to Lithuania from countries of destination. The extent of trafficking is unknown, although data is collected by a variety of agencies, with no consistency of approach between government ministries, the IOM, NGOs and the police. These variations in data are explained by the differences of approach between the law enforcement and other agencies in victim identification, and the differences between women who have been formally identified as victims.

Klaipeda Social and Psychological Services Centre provide for integration and reintegration and its programme includes temporary emergency accommodation, food and clothes, medical and legal services, and help in safe return home. There is a toll free 800 Women’s help line. The reintegration programme includes a range of psychological and social supports, for example in recreating relationships with the family and society, gaining education or qualifications or help in getting a job. Services in the three programmes are provided to an average to 30 women a year.

Referrals are made by the police, information on the web and through word-of-mouth.

The Palermo Protocol and national legislation guides the Centre's work. The Centre has dealt with clients who can be identified as victims who do not strictly meet the definitions under the Palermo Protocol, for example, women working in street prostitution, in lap dancing or in pornography. The aim of the Centre is to empower women; as women lose physical, mental, emotional and social powers from working in prostitution. The Centre developed, with assistance from and adaptation of the Rosa model in Norway, a model for victim identification, under the Nordic-Baltic Pilot Project. Primary and secondary criteria include health indicators, freedom of movement, financial aspects, and prostitution business (amongst others). A programme for reintegration is drawn up when a woman is ready to be integrated back into society. Rehabilitation and reintegration are inter-connected. Long term psychological assistance is essential to enable a woman to restore her independence and deal with post-traumatic stress. This can involve vocational training and job search assistance, and ongoing contact with former service users. The principles underpinning the service include an individual approach, showing respect for the choice of a person, confidentiality, and acting without judgement.

A range of other services are provided by the municipality in Klaipeda. The municipality's Social Department work with children and their families, who provide information, decision making regarding services provided to children, and representation of a child's interests in a pre-trial investigation or in court. The Department liaises with NGOs, police and other public services such as health, children's services. A Family and Child Welfare Centre works with families with children at risk. Of the 279 families they have worked with only one person has been identified as a victim of trafficking, owing to the fact that the identification of victims is very difficult. There is also provision for victims to avail of training and employment services through the municipality's employment agency programme of 'additionally supported persons on the labour market', although to date no victims have been referred for services.

An inter-agency cooperation group that has been established in Klaipeda municipality made up of statutory and NGO providers. It was established under a joint project between Swedish partners and the Klaipeda Social and Psychological services (under the Nordic-Baltic Project). The group meets monthly and is beneficial to sharing experience and getting to know functions and opportunities of other agencies. It provides an avenue for raising issues and opinions, and being in the know about other agencies and possibilities for action. The Social Support Division collates dates, organises meetings and seminars, and also gives a voice for NGOs. The success of the partnership is deemed to be dependent on how much partners are prepared to contribute to the process. A key issue is raised about the impact of change of personnel in agencies and NGOs that belong to the partnership.

A new national Prevention and Control Programme (National Action Plan on Trafficking) 2009-2012 has been drafted and is welcomed as an important measure

to provide an integrated response to trafficking in the areas of control, prevention and support services. This is the third national action plan on trafficking and is more targeted to a holistic approach to the problem, involving a wide range of governmental and law enforcement partners. However, the NGOs are absent in the programme.

Prevention and dealing with trafficking is part of the Criminal Code, and is a criminal offence. The Lithuanian Parliament ratified the Palermo Protocol in 2005 and amendments were made to the Criminal Code in 2006 to include the criminalisation of trafficking and the full implementation of the Palermo Protocol. A Unit in each local police force, including Klaipeda, has been established for Combating Human Trafficking, which covers criminal offences resulting from trafficking and pimping. The Unit works with the prosecutor's office and contacts with NGOs, which helps to identify victims of human trafficking. Referrals of identified victims are made from the police to NGOs, or from contacts with NGOs. For the police to start prosecutions there is a need for a victim to be recognised as such, usually at the request of the victim. Following this recognition, he or she can use the legal remedies covered under the legislation, including the right to legal information, have a lawyer act on her behalf, or to have a witness protection programme (although there have been no witness protection programmes to date for victims of trafficking). Cooperation is sought from NGOs. The Prosecutor's Office carries out a pre-trial investigation and acts as a mediator if a victim has not been recognised as such. The legal basis for this is found in the Criminal Code, if there has been moral, physical or psychological damage. If during the pre-trial investigation there is insufficient evidence to bring a case to court, the investigation is ended. The Prosecutor's Office duties are covered under Art 35 of the Criminal Procedure Code.

### **c) AE Madrid City Council and APRAMP, Spain**

APRAMP (Association for the Prevention, Reinsertion and Care of Prostitute Women) provide services and support for women and men in prostitution and victims of trafficking. In 2007, the Association provided services to around 270 people a day via their mobile unit, of whom thirty-three people were actively supported to exit prostitution with employment, training and other supports. In order to promote the routes out of prostitution and trafficking the Association works in partnership with an employment agency established by Madrid City Council, Agencia para el Empleo de Madrid (AE), with a view to promoting social inclusion through training and work experience as an alternative to prostitution. This is important as the organisation has found that the majority of women that have low levels of education, training or work experience.

APRAMP works with women in prostitution and victims of trafficking. APRAMP employs a project coordinator, a social worker, two coordinators, and outreach workers, seven of whom are former prostitutes that work on mobile unit. Direct identification is made via a mobile/outreach unit and an outreach team; this reaches up to 250 women a day, the majority of whom are from Brazil, Romania, Paraguay and Nigeria. The mobile unit originally operated in public places but increasingly

works with women in off-street prostitution. The outreach teams also include workers who have themselves exited prostitution, who are invaluable in reaching those women still in prostitution. A 24 hour support line/information is run by APRAMP. APRAMP provides information on small cards that can slip inside a small makeup compact; these are given out to women. The number is a regular mobile number and is run 24 hours per day. APRAMP try to coordinate service with the police so they can intervene if necessary to assist the women. It is confidential and given only to women who have previously linked with the mobile unit.

The model of intervention is based on identification and reception, an individualised plan and lasting solutions, with guidance, training and employment opportunities provided in partnership with AE Madrid (the agency that manages municipal employment policies). The first stage of support takes place when women are identified by the police or a social agency, when the woman is offered accommodation in a shelter, in a secret location with support staff. An evaluation is carried out by a psychologist / social agency; once this is completed APRAMP will direct woman to services based on her needs. Once the 30 day reflection has ended, the victim must make decision to make a formal complaint, for which there is no agreed protocol. Legal services are provided to inform a woman of her rights and give her support during her reflection period as she decides whether to lodge complaint.

In partnership with AE Special workshops for people involved in prostitution and victims of trafficking are organised for victims with APRAMP. Since 2004, six different workshops have been run, with 15 participants per workshop. There is a high labour market insertion rate (8 out of 15 employed). The six workshops cost Madrid City €1.4m. Participants receive training in both hard skills (sowing etc) and soft skills (cultural, interview skills, gender equality etc). In this centre the participants receive training in sowing, design and dress making.

The absence of a legal framework defining trafficking means that Spanish law has limitations; for example, victims of trafficking are not covered under the Witness Protection Law. Under the Spanish Immigration law (Article 59) victims of trafficking who report cases and/or collaborate with the authorities are not subject to deportation. The application of this Article requires that trafficking be part of a network where at there are at least two to three victims. An Integral Plan to Combat Trafficking is currently being implemented, with a focus on human rights and the protection of victims of trafficking, although it only applies to non-EU countries and contains no definition of who is a victim of trafficking. This is particularly important as to date no support services are provided to women when a club is raided and often women do not make complaints. It is only when she lodges a formal complaint that rights can be applied. A reflection period can be granted for a maximum 30 days. In Spain prostitution is not legal and is regulated by law. Under the Penal Code reference is made to "forced prostitution". However, there is no protection under the law unless a woman can prove that prostitution was forced. The police are not prepared or trained to work with victims of trafficking, although training is being put in place to increase their awareness of the support and safety needs of victims.

APRAMP considers prostitution to be a consumption object for men and believe that this perspective needs to change so that it is recognised as slavery of women and a violation of human rights. Data shows that there has been a 50% rise in women contacted by the outreach unit between 2007 and 2008. This is explained by the fact there has been a significant increase in prostitution, although in the last three years there has been a decrease in the number of complaints and prosecutions. The reason for this is unknown, however weak Spanish legislation and penalties for organising prostitution, mean that significant amounts of money can be made from prostitution resulting in a shift in organised crime from drugs to prostitution, human exploitation.

## Appendix 2: List of Dignity meetings and events held (2009-2011)

Events: conferences and seminars (5)	
Date	Theme
16.6.09	<ul style="list-style-type: none"> <li>Dignity launch conference, Dublin (attended by 80 participants)</li> </ul>
5.11.09	<ul style="list-style-type: none"> <li>Dignity and Demand Conference, Dublin (attended by 60 participants)</li> </ul>
25.05.10	<ul style="list-style-type: none"> <li>Dignity briefing hosted by Lord Mayor, Mansion House, Dublin (attended by 80 participants)</li> </ul>
7.2.11	<ul style="list-style-type: none"> <li>Dignity final conference <i>Trafficking for Sexual Exploitation: Integrated Service Delivery for Victims</i>, attended by 80 participants</li> </ul>
1.2.11	<ul style="list-style-type: none"> <li>Dignity briefing of MEPs and other European organisations, attended by 45 participants.</li> </ul>

Dignity transnational seminars (5)		
Date and location	Partners attending	Actions carried out
11.6.09 – 12.6.09, Glasgow	<ul style="list-style-type: none"> <li>Dignity Coordinator</li> <li>Glasgow Community &amp; Safety Services</li> <li>Agencia Para el Empleo de Madrid</li> <li>Klaipeda Social &amp; Psychological Services Centre</li> <li>DEP</li> <li>ICI</li> <li>AHTU</li> <li>Sonas Housing</li> <li>WHP, HSE</li> <li>Legal Aid Board</li> <li>GNIB</li> </ul>	<ul style="list-style-type: none"> <li>Day 1: Seminar on services for Victims of Trafficking in Scotland (presentations from Tara project; Women's &amp; Children's Department, Legal Services Agency; Routes into Learning Project)</li> <li>Day 2: Plenary Session (Glasgow Community and Safety Services; Tara Project, Strathclyde Police; Legal Services Agency; Dublin partners and transnational partners)</li> </ul>
4.11.09 - 3.11.09, Dublin	<ul style="list-style-type: none"> <li>Dignity Coordinator</li> <li>Glasgow Community &amp; Safety Services</li> <li>Agencia Para el Empleo de Madrid</li> <li>Klaipeda Social &amp; Psychological Services</li> <li>DEP</li> <li>ICI</li> <li>AHTU</li> </ul>	<ul style="list-style-type: none"> <li>Day 1: Seminar on the Dignity project (morning presentations from Dignity partners and evaluators; inter-country exchange and dialogue)</li> <li>Day 2: Bilateral workshops (Identification &amp; Policing; Legal Services; Housing, outreach, support services)</li> </ul>

	<ul style="list-style-type: none"> <li>• Sonas Housing</li> <li>• WHP, HSE</li> <li>• Legal Aid Board</li> <li>• GNIB</li> </ul>	
24.8.09 – 25.8.09, Klaipeda, Lithuania	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• Glasgow Community &amp; Safety Services</li> <li>• Agencia Para el Empleo de Madrid</li> <li>• Klaipeda Social &amp; Psychological Services</li> <li>• DEP</li> <li>• ICI</li> <li>• AHTU</li> <li>• Sonas Housing</li> <li>• WHP, HSE</li> <li>• Legal Aid Board</li> <li>• GNIB</li> </ul>	<p>Conference on Klaipeda services for Victims of Trafficking.</p> <ul style="list-style-type: none"> <li>• Day 1: Identification of Victims of Trafficking (presentations from Klaipeda Social and Psychological Services Centre; Klaipeda County Police Organised Crime Investigation Service); Services for victims and inter-agency cooperation (Presentations from Klaipeda Social and Psychological Services; Klaipeda Police; and Klaipeda inter-agency group on trafficking)</li> <li>• Day 2: Legislation and trafficking (presentations from Public Prosecution Service of Lithuania and IOM); and Model of Provision in Klaipeda (presentation Klaipeda Social and Psychological Centre).</li> </ul>
8.10.09 – 9.10.09, Madrid	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• Glasgow Community &amp; Safety Services</li> <li>• Agencia Para el Empleo de Madrid</li> <li>• Klaipeda Social &amp; Psychological Services</li> <li>• DEP</li> <li>• ICI</li> <li>• AHTU</li> <li>• Sonas Housing</li> <li>• WHP, HSE</li> <li>• Legal Aid Board</li> <li>• GNIB</li> </ul>	<p>Seminar on employment services to Victims of Trafficking in Madrid</p> <ul style="list-style-type: none"> <li>• Day 1 (presentations from Madrid Public Employment Service, Women's Link Worldwide, Madrid Police, APRAMP.</li> <li>• Day 2: Study visit to APRAMP Training Centre</li> </ul>
Sweden	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• Glasgow Community &amp; Safety Services</li> <li>• Agencia Para el Empleo de Madrid</li> <li>• Klaipeda Social &amp; Psychological Services</li> <li>• DEP</li> <li>• ICI</li> <li>• AHTU</li> <li>• Sonas Housing</li> <li>• WHP, HSE</li> <li>• GNIB</li> </ul>	<ul style="list-style-type: none"> <li>• Day 1: presentations from the Swedish Department of Justice and evaluators of the Swedish legislation, the National Rapporteur on Trafficking</li> <li>• Day 2: presentations from the Co-ordinator of Stockholm Prostitution Unit, ROC Swedish NGO in national refuge movement), researcher on prostitution regimes and the Swedish Institute. A visit also took place to the Prostitution Unit.</li> </ul>

<b>Bi-Lateral Staff exchanges (4)</b>		
Date	Partner	Partner visited
	Legal Aid Board	<ul style="list-style-type: none"> <li>Legal Services Agency – Women and Children’s Department (Glasgow)</li> </ul>
	ICI	<ul style="list-style-type: none"> <li>Legal Services Agency – Women and Children’s Department (Glasgow)</li> </ul>
	HSE, Women’s Health Project (Trafficking Team Project Workers)	<ul style="list-style-type: none"> <li>TARA project (Glasgow)</li> </ul>
	Sonas	<ul style="list-style-type: none"> <li>Poppy Project (London)</li> </ul>
	GNIB	<ul style="list-style-type: none"> <li>Strathclyde Police</li> </ul>

<b>Dignity Dublin Inter-agency Partnership Meetings (12)</b>		
Date	Attended by	Main actions
2.3.09	<ul style="list-style-type: none"> <li>Dignity Coordinator</li> <li>DEP</li> <li>ICI</li> <li>WHP, HSE</li> <li>AHTU, DJELR</li> </ul>	<ul style="list-style-type: none"> <li>Introduction and overview of project</li> <li>Project partner introductions</li> <li>Planned project actions</li> <li>Study visits</li> <li>Evaluation</li> </ul>
10.3.09	<ul style="list-style-type: none"> <li>Dignity Coordinator</li> <li>DEP</li> <li>ICI</li> <li>WHP, HSE</li> </ul>	<ul style="list-style-type: none"> <li>Communications for the launch of Dignity</li> <li>Dignity leaflet</li> </ul>
4.6.09	<ul style="list-style-type: none"> <li>Dignity Coordinator</li> <li>ICI</li> <li>GNIB,</li> <li>WHP, HSE</li> <li>DEP</li> <li>Sonas Housing</li> <li>Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>Review and feedback from transnational visit to Glasgow</li> <li>Partner feedback</li> <li>Evaluation of visit</li> </ul>
19.8.09	<ul style="list-style-type: none"> <li>Dignity Coordinator</li> <li>DEP</li> <li>ICI</li> <li>GNIB</li> <li>WHP, HSE</li> <li>AHTU, DJELR</li> <li>Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>Preparation meeting for transnational visit to Lithuania</li> <li>Evaluation plans for the visit</li> <li>Plans for Dublin Transnational Seminar</li> </ul>
3.10.09	<ul style="list-style-type: none"> <li>Dignity Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>Review and feedback from</li> </ul>

	<ul style="list-style-type: none"> <li>• DEP</li> <li>• ICI</li> <li>• WHP, HSE</li> <li>• AHTU, DJELR</li> <li>• Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>• transnational visit to Lithuania</li> <li>• Partner feedback</li> <li>• Evaluation of visit</li> </ul>
15.10.09	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• DEP</li> <li>• ICI</li> <li>• AHTU, DJELR</li> <li>• Sonas Housing</li> <li>• Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>• Review and feedback from transnational visit to Madrid</li> <li>• Partner feedback</li> <li>• Planning of November transnational visit</li> <li>• Planning of 5<sup>th</sup> November seminar</li> <li>• Hearing the Irish story: local partner presentations 22<sup>nd</sup> October</li> </ul>
13.1.10	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• DEP</li> <li>• ICI</li> <li>• WHP, HSE</li> <li>• AHTU, DJELR</li> <li>• Sonas Housing</li> <li>• Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>• Overview of plans for Ruhama/Dignity Pre-Training Pilot Project</li> <li>• Review of proposed MOU and referral forms for partners</li> <li>• Proposed workplan for 2010</li> <li>• Presentation of interim evaluation report</li> </ul>
26.2.10	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• ICI</li> <li>• DEP</li> <li>• AHTU</li> <li>• Sonas Housing</li> <li>• Ruhama</li> <li>• Legal Aid Board</li> <li>• WHP, HSE</li> <li>• Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>• MOU agreement and piloting</li> <li>• Dignity/Ruhama Pre Training Pilot Project</li> <li>• Proposed Staff exchanges Proposed Sweden visit Partner updates</li> <li>• Revised 2010 workplan</li> </ul>
20.4.10	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• ICI</li> <li>• DEP</li> <li>• Sonas Housing</li> <li>• Ruhama</li> <li>• Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>• Update on MOU and piloting</li> <li>• Dignity/Ruhama Pre Training Pilot Project</li> <li>• Plans for staff exchanges</li> <li>• Update on plans for Sweden visit</li> <li>• Partner updates</li> <li>• Revised Dignity model</li> <li>• Revised 2010 workplan</li> </ul>
30.4.10	<ul style="list-style-type: none"> <li>• Dignity Coordinator)</li> <li>• DEP</li> <li>• ICI</li> </ul>	<ul style="list-style-type: none"> <li>• Planning meeting for 25 May Lord Mayor's briefing</li> </ul>
20.5.10	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• ICI</li> <li>• DEP</li> <li>• Sonas Housing</li> <li>• Ruhama</li> <li>• AHTU</li> </ul>	<ul style="list-style-type: none"> <li>• Meeting of Dignity partners to share models and approaches to service provision to victims of trafficking</li> </ul>

7.10.10	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• ICI</li> <li>• DEP</li> <li>• Sonas Housing</li> <li>• Ruhama</li> <li>• WHO, HSE</li> <li>• AHTU</li> <li>• Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>• Report on staff exchange projects</li> <li>• Plans for Sweden visit</li> <li>• Partner and evaluation updates</li> </ul>
11.11.09	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• ICI</li> <li>• DEP</li> <li>• Sonas Housing</li> <li>• Ruhama</li> <li>• WHO, HSE</li> <li>• AHTU</li> <li>• Dignity evaluators</li> </ul>	<ul style="list-style-type: none"> <li>• Discussion of the map of services (DJELR)</li> <li>• Updates from project partners</li> <li>• Final Dignity conference and MEPs briefing</li> </ul>

<b>Transnational Steering Group Meetings (7)</b>		
Date	Partners attending	Main actions
10.2.09, Dublin	<ul style="list-style-type: none"> <li>• Dignity Coordinator</li> <li>• Glasgow Community &amp; Safety Services</li> <li>• Agencia Para el Empleo de Madrid</li> <li>• Klaipeda Social &amp; Psychological Services Centre</li> <li>• DEP</li> <li>• ICI</li> </ul>	<ul style="list-style-type: none"> <li>• Project overview</li> <li>• Partner introductions</li> <li>• Admin and finance issues</li> <li>• Dignity workplan</li> <li>• Transnational study visits</li> </ul>
15.10.09, Glasgow	<ul style="list-style-type: none"> <li>• Glasgow Community &amp; Safety Services</li> <li>• Agencia Para el Empleo de Madrid</li> <li>• Klaipeda Social &amp; Psychological Services Centre</li> <li>• Dignity Coordinator</li> <li>• DEP</li> <li>• ICI</li> </ul>	<ul style="list-style-type: none"> <li>• Review of Madrid study visit</li> <li>• Planning of Dublin Transnational Seminar and Conference</li> <li>• Project admin and finance</li> <li>• Dignity leaflet</li> <li>• Plans for 2010</li> <li>• Evaluation</li> </ul>
4.11 09, Dublin	<ul style="list-style-type: none"> <li>• Glasgow Community &amp; Safety Services</li> <li>• Agencia Para el Empleo de Madrid</li> <li>• Klaipeda Social &amp; Psychological Services</li> </ul>	<ul style="list-style-type: none"> <li>• Project update</li> <li>• Feedback on interim evaluation report</li> <li>• Partner feedback and updates</li> <li>• Project administration and finance</li> <li>• 2010 plans</li> <li>• Discussion of issues arising: ICI demand</li> </ul>

	<ul style="list-style-type: none"> <li>Centre</li> <li>Dignity Coordinator</li> <li>DEP</li> <li>ICI</li> </ul>	<p>campaign and Scottish <i>"Stop Demand – End Prostitution Now"</i> campaign</p>
11.5.09, Glasgow	<ul style="list-style-type: none"> <li>Glasgow Community &amp; Safety Services</li> <li>Agencia Para el Empleo de Madrid</li> <li>Klaipeda Social &amp; Psychological Services Centre</li> <li>Dignity Coordinator</li> <li>DEP</li> <li>ICI</li> </ul>	<ul style="list-style-type: none"> <li>Review of Glasgow visit</li> <li>Project admin and finance</li> <li>Project leaflet</li> <li>Dignity website</li> <li>Dignity plans for Lithuania visit</li> <li>Dignity evaluation</li> </ul>
16.8.10, Brussels	<ul style="list-style-type: none"> <li>Dignity Coordinator</li> <li>ICI</li> <li>DEP</li> <li>Glasgow Community &amp; Safety Services</li> <li>Agencia Para el Empleo de Madrid</li> <li>Klaipeda Social &amp; Psychological Services Centre</li> </ul>	<ul style="list-style-type: none"> <li>Dignity project update</li> <li>Project partner updates</li> <li>Plans for Sweden visit, Dignity final conference and MEPs briefing</li> <li>Sharing of information on campaigns for demand</li> <li>Evaluation</li> </ul>
25.8.09, Klaipeda, Lithuania	<ul style="list-style-type: none"> <li>Glasgow Community &amp; Safety Services</li> <li>Agencia Para el Empleo de Madrid</li> <li>Klaipeda Social &amp; Psychological Services Centre</li> <li>Dignity Coordinator</li> <li>DEP</li> <li>ICI</li> </ul>	<ul style="list-style-type: none"> <li>Review of Lithuania visit</li> <li>Project admin and finances</li> <li>Dignity leaflet and website</li> <li>Overview of Dignity evaluation</li> <li>Project launch</li> <li>Dignity project plans for Madrid study visits and Dublin transnational seminar</li> </ul>
9.10.09, Madrid	<ul style="list-style-type: none"> <li>Glasgow Community &amp; Safety Services</li> <li>Agencia Para el Empleo de Madrid</li> <li>Klaipeda Social &amp; Psychological Services Centre</li> <li>Dignity Coordinator</li> <li>DEP</li> <li>ICI</li> </ul>	<ul style="list-style-type: none"> <li>Review of Madrid visit</li> <li>Evaluation</li> <li>Project admin and finance</li> <li>Dignity leaflet and website</li> <li>Plans for Dublin transnational seminar</li> <li>Plans for 2010</li> </ul>

<b>Dignity/Ruhama Pre-Training Pilot Advisory Group (2)</b>		
<b>Date</b>	<b>Attended by</b>	<b>Main actions</b>
26.3.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• Dignity Coordinator</li> <li>• DEP</li> <li>• Dignity evaluator</li> <li>• FAS</li> <li>• HSE Addiction Services</li> <li>• DSP</li> <li>• WHP, HSE</li> </ul>	<ul style="list-style-type: none"> <li>• Agree role and purpose of Advisory Group</li> <li>• Overview of Dignity project</li> <li>• Progress report and update on pre-training pilot</li> <li>• Issues arising</li> </ul>
10.09.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• Dignity Coordinator</li> <li>• FAS</li> <li>• DSP</li> <li>• DEP</li> </ul>	<ul style="list-style-type: none"> <li>• Dignity project update</li> <li>• Discussion of links with Dignity model and FAS 'Paving Your Way to Work'</li> <li>• Contact hours and childcare</li> <li>• Update on project numbers and contact hours</li> </ul>
		•
<b>Ruhama/Dignity Pre-training Project team meetings (10)</b>		
2.11.09	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>• Dignity project overview</li> <li>• Overview of Ruhama services</li> <li>• Overview of planned pilot project and issues arising</li> </ul>
14.1.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>• Planning profile and role for the group</li> <li>• Establishment of Advisory Group</li> <li>• Project update and plans</li> </ul>
18.1.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>• Contract and funding</li> <li>• Programme development, recruitment of participants</li> <li>• Childcare issues</li> <li>•</li> </ul>
8.2.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>• Project update</li> <li>• Management and finances</li> <li>• Plans for training courses</li> <li>• Protocol between Ruhama and WHP</li> <li>• Evaluation</li> </ul>
8.3.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> <li>• Dignity Evaluator</li> </ul>	<ul style="list-style-type: none"> <li>• Project update and progress</li> <li>• Plans for training courses</li> <li>• Data collection</li> <li>• Evaluation</li> </ul>
12.04.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>• Project up date</li> <li>• Plans for training</li> <li>• Issues arising from training and actions to further develop</li> </ul>

		<ul style="list-style-type: none"> <li>• Advisory group meeting</li> </ul>
24.5.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> <li>• Dignity Evaluator</li> </ul>	<ul style="list-style-type: none"> <li>• Project up date</li> <li>• Recruitment and childcare issues</li> <li>• Delivery of programme: supports, education and training provided; plan for training</li> <li>• Financial management</li> <li>• Evaluation</li> </ul>
26.7.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>• Dignity Project update</li> <li>• Progress with pilot project, delivery of programme and childcare issues</li> <li>• Interim evaluation report</li> <li>• Plans for graduation event</li> </ul>
4.10.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> <li>• Dignity Evaluator</li> </ul>	<ul style="list-style-type: none"> <li>• Dignity Project update</li> <li>• Progress with pilot project, recruitment, delivery of programme, and phase 3 final phase of project</li> <li>• Plans for graduation event</li> <li>• Evaluation</li> </ul>
21.10.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> <li>• Dignity Evaluator</li> </ul>	<ul style="list-style-type: none"> <li>• Dignity Project update</li> <li>• Progress with pilot project, recruitment, delivery of programme, and phase 3 final phase of project</li> <li>• Agreement for extension of funding</li> <li>• Evaluation</li> </ul>
17.11.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• DEP</li> <li>• Dignity Coordinator</li> <li>• Dignity Evaluator</li> </ul>	<ul style="list-style-type: none"> <li>• Project overview and update</li> <li>• Graduation ceremony</li> <li>• Evaluation</li> <li>• Project wrap up</li> </ul>
18.1.2011	(not held yet)	<ul style="list-style-type: none"> <li>•</li> </ul>
<b>Other</b>		
13.12.10	<ul style="list-style-type: none"> <li>• Ruhama</li> <li>• Dignity partners</li> </ul>	<ul style="list-style-type: none"> <li>• Graduation Ceremony for the celebration of Dignity/Ruhama Pre-Training Training Pilot</li> </ul>

## **Appendix 3: Media reports of Dignity project activities and events**

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The following media reports were issued as a result of Dignity project activities and events:

### **1. Dignity launch conference, 16 June 2009**

#### **Newspapers**

Sunday World, 5/7/10, article on launch Dignity conference

Irish Times, 17/6/09, article by Kitty Holland

Irish Examiner, 15/06/2009, 'Plan to improve treatment of trafficking victims'

#### **Radio interviews**

East Coast

Country Mix

INN

Today FM

RTE Radio 1

### **2. Dignity and Demand Conference, 5 November 2010**

#### **Newspapers and on-line media**

Irish Examiner, 05/11/09, "'No demand, no prostitution,' says Swedish expert"

Evening Echo, 05/11/09, "'No demand, no prostitution,' says Swedish expert"

Irish Examiner, 06/11/09, "Tolerating slavery" (Opinion piece on Sex trafficking, pg 16)

Herald AM, 06/11/09, "Swapping cash for sex 'should be banned'" (Pg 6)

Metro, 06/11/09, "Call to criminalise men who buy sex" (Pg 2)

Irish Daily Mirror, 06/11/09, Ban cash for sex" (Pg 19)

Irish Examiner, 06/11/09, "Call to make paying for sex illegal"

Eircom.net, 05/11/09, "'No demand, no prostitution,' says Swedish expert"

IOL, 05/11/09, "'No demand, no prostitution,' says Swedish expert"

Breaking News.ie, 05/11/09, "'No demand, no prostitution,' says Swedish expert"

Eircom.net, 05/11/09, "Conference hears benefits to criminalising purchase of sex"

Irish Examiner (Online), 05/11/09, "Conference hears benefits to criminalising purchase of sex"

The Post.ie, 05/11/09, "Conference hears benefits to criminalising purchase of sex"

Breaking News.ie, 05/11/09, "Conference hears benefits to criminalising purchase of sex"

Independent.ie, 05/11/09, "Call to make paying for sex illegal"

Herald.ie, 06/11/09, "Swapping cash for sex should be banned"

#### **Radio and television**

UTV Radio

Newstalk  
RTE  
Phantom FM  
Country Mix FM  
TV3

### **3. Dignity briefing, Mansion House, Dublin, 25 May 2010**

#### **Newspapers and on-line media**

Eircom.net, 25/05/10, "Training scheme to help sex trafficking victims"  
Evening Echo News website, 25/05/10, "Training scheme to help sex trafficking victims".  
Irish Examiner Online, 25/05/10, "Training scheme to help sex trafficking victims".  
Breaking News.ie, 25/05/10, "Training scheme to help sex trafficking victims".  
Sunday Business Post Online, 25/05/10, "Training scheme to help sex trafficking victims"  
Examiner website breaking news, 25/05/10, "Training scheme to help sex trafficking victims"  
Independent website breaking news, 25/05/10, "Training to aid trafficking victims"  
The Argus website, 25/05/10, "Training to aid trafficking victims".  
The Kerryman website, 25/05/10, "Training to aid trafficking victims"  
Corkman website, 25/05/10, "Training to aid trafficking victims"  
Fingal Independent website, 25/05/10, "Training to aid trafficking victims"  
Drogheda Independent website, 25/05/10, "Training to aid trafficking victims"  
Bray People website, 25/05/10, "Training to aid trafficking victims"  
Wicklow People website, 25/05/10, "Training to aid trafficking victims"  
Wexford People website, 25/05/10, "Training to aid trafficking victims"  
New Ross website Standard, 25/05/10, "Training to aid trafficking victims"  
Herald.ie, 25/05/10, "Training to aid trafficking victims"  
Irish Times, website breaking news, 25/05/10, Scheme to help sex trafficking victims"  
Metro Herald, 25/05/10, p7, "Pilot Scheme will help sex workers to get new lives"  
Examiner, 25/05/10, "Project offers ex-prostitutes yoga courses." p9

#### **Radio and television**

UTV, UTV radio, AP, TV3, KFM, LMFM

### **3. Final Dignity Conference**

#### **Newspapers and on-line media**

Irish Times, 7/02/11, "Conference on Sex Trafficking"  
Irish Times, 8/02/11, "Sexual Exploitation of migrant women"  
Metro Herald, 08/02/11, "Follow Sweden on Vice Laws Reform"  
Irish Examiner, 08/02/11, "One in ten prostitutes seeking help assaulted"  
Cumbernauld News, 07/02/11, "Call to follow Sweden's vice laws"  
Women's Views on News, 08/02/11, "Irish conference on sex trafficking advises law change"  
Press Association, 07/02/11, "Call to follow Sweden's vice laws"

Irish Examiner online, 07/02/11, "Call to follow Sweden on vice law reform"  
Independent.ie, 07/02/11, "Call to follow Sweden on vice law reform"

**Radio coverage and interviews**

Newstalk, Phantom FM, Sunshine FM

**4. Briefing of MEPs, Brussels, 2 February 2011**

The Irish Times, 02/02/11, 'MEPs urged to support sex law'

# **DIGNITY working to deliver quality services for victims of sex trafficking.**

An initiative of Dublin Employment Pact and Immigrant Council of Ireland



*Klaipeda Social and Psychological Service*



Carried out in association with Baggot St. Women's Health Project & Anti-Trafficking Unit (HSE), Sonas Housing, the Garda National Immigration Bureau, the National Anti-Trafficking Unit of the Department of Justice and Law Reform, Legal Aid Board, Ruhama and FÁS.



**Department of Justice, Equality and Law Reform**  
An Roinn Dlí agus Cirt, Comhionannais agus Athchóirithe Dlí



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