

NATIONAL ACTION PLAN AGAINST TRAFFICKING IN HUMAN BEINGS FOR 2013-2015

The *National Action Plan against Trafficking in Human Beings for 2013-2015* is a continuance of documents that set out the tasks in the area of preventing trafficking in human beings implemented from September 2003. The first one was the *National Programme for Combating and Preventing Trafficking in Human Beings for 2003-2004*, which has been adopted by the Council of Ministers. Considering the experience from the implementation of previous Plans, which shows that in many cases the tasks required more time than the initially planned two years, the current Action Plan has been scheduled for three years. It will allow making more effective use of available funds and human resources.

Trafficking in human beings in Poland

In the beginning of the 1990s, trafficking in human beings in Poland intensified. At present, Poland is not only the country of origin of victims, but also a transit country through which victims are transferred from Eastern to Western Europe and a destination country for victims of trafficking in human beings for sexual exploitation and forced labour.

A. Description of trafficking in human beings in 2009–2011 in the light of data from offices of the prosecutor and the Police.

Data from the General Prosecutor's Office show that in the years 2009–2011 there were in total 1524 victims of trafficking in human beings, of which the vast majority (81.7%) were Polish citizens (1245). Other victims (279 people or 18.3%) were foreign nationals. This proportion is a stable trend: the percentage of foreigners is slightly lower than compared to 2006–2008 (22.7%).

From 2009, there has been a decrease in number of juvenile victims of trafficking in human beings (66 people in 2009; 32 in 2010 and 17 in 2011).

Trafficking in human beings within the European Union was the dominating phenomenon. In the case of Polish citizens, they were mainly women used for sexual exploitation in Poland and abroad, as well as people who travelled to foreign countries used for forced labour.

Data from the Central Unit for Combating Trafficking in Human Beings, Central Investigation Bureau, General Headquarters of Police, show that in 2009–2011 many Polish women were sexually exploited in other EU Member States (Germany, Netherlands, Italy). In addition, Polish citizens were identified as victims of forced labour and of forcing to commit fraud (their IDs were seized to conclude loan agreements without their consent – in Germany, obtaining welfare benefits under false pretences – in the UK in 2012).

In the years 2010–2011, the Police concluded 31 proceedings, of which 25 concerned sexual exploitation, 8 cases concerned trafficking in children, four were about forced labour, one about exploiting for begging and two cases were about taking out loans fraudulently. In six cases, which concerned exploiting foreigners in Poland (sexual abuse of citizens of Ukraine and Bulgaria, using citizens of Bangladesh for forced labour, and using Romanian citizens for begging), 30 foreigners were granted the status of a victim.

When forcing foreigners to beg in Poland is concerned, mainly citizens of Romania, Moldova and sometimes Ukraine are used, while the perpetrators are people of Roma origin, citizens of Romania who are members of organised criminal groups who also recruit women with children

and disabled persons (victims are sometimes mutilated by the perpetrators who wish to boost their profit from begging in this way).

From the information we have on instances of forced labour it appears that employee rights of large groups of Poles are violated more and more frequently in other EU countries (e.g. the Netherlands and the UK). Yet it should be noted that these instances are not always detected and sometimes they are not related to human trafficking. The victims of such practices in Poland are usually the citizens of the neighbouring countries and the citizens of Asian countries.

B. Trafficking in human beings according to data from the National Consultation and Intervention Centre for victims of human trafficking.

Since 2006, the *Programme for Support and Protection of Victims/Witnesses of Human Trafficking* has been implemented based on the commission of the Minister of the Interior and Administration. Financed entirely from the state budget, the programme is dedicated to foreign nationals – citizens of third countries identified as victims of trafficking in human beings in Poland. Since January 2010, the *Programme* has been a part of a new public service – the *National Consultation and Intervention Centre for victims of human trafficking* that offers help to Polish and foreign nationals who are victims of trafficking in human beings. Within this service, it was also possible to support alleged victims of trafficking in human beings, especially foreigners whose employee rights were violated.

In the years 2009–2011, the *Programme for Support and Protection of Victims/Witnesses of Human Trafficking* helped **90 foreigners** (83 adults and 7 juveniles, including 2 children). In the period in question, the majority of victims covered by the *Programme* were citizens of Bulgaria (32%) and Romania (22%). While in the years 2006–2008 close to 70% of the victims were sexually abused and forced to prostitution, in the years 2009–2011 they accounted for only 50% of the cases. The increasing trend in the number of victims of trafficking in human beings for forced labour is visible (in 2009–2011, aid under the *Programme* covered 24 people, while in 2006–2008 it was only 7). In the last three years, the majority of people performing forced labour were citizens of Asian countries, whereas all identified victims forced to beg came from Central and Eastern Europe. There has also been an increase in the number of victims of this form of abuse (in the years 2009–2011 the *Programme* covered 12 victims, while in the years 2006–2008 there were 4). In several cases, victims were subject to more than one form of exploitation and it was difficult to decide which was the dominant form. This confirms the findings of law enforcement bodies that the scope of criminal activity of organised groups has expanded. In 2011, for the first time the *Programme* helped a victim of trafficking in human beings who was treated like a slave.

The number of victims supported by the **National Consultation and Intervention Centre for victims of human trafficking** shows, to some extent, the scale of the phenomenon – between April 2009 and December 2011, 619 people received direct support (328 Polish citizens and 251 foreign nationals.) Analysis of data from the **National Consultation and Intervention Centre** for 2009–2011 shows that Poles account for slightly more than a half of the victims supported by the service (56.6%). When recruited, the victims who are both Polish citizens and foreigners are usually unemployed or students. Naturally, the reason behind their migration is to find a job, sometimes conflicts in the family. The vast majority of the victims are recruited personally by the perpetrators. In the case of foreigners coming to Poland, they are also recruited by employment agencies. In the case of Poles, the victims are recruited by people they know more frequently than by strangers, while in the case of foreigners the proportion is reversed. The people supported by the Centre were mainly sexually abused Polish women, and a number of Poles used for forced labour. The victims also included people forced to commit crime or to get married, there were isolated cases of people forced to beg and victims of domestic violence/slavery.

As to foreigners, there were more victims of trafficking in humans for forced labour than for sexual abuse. Relatively frequently, support covered victims of trafficking in human beings for begging. There was also a higher number of people at risk of domestic violence/slavery.

International context of the Action Plan

Combating trafficking in human beings is one of the priority activities undertaken by the European Union: such a position was expressed in the so-called Stockholm Programme of 2010 pointing out the need to combat serious and organized crime, including trafficking in human beings, and to streamline the activity of law enforcement bodies in the EU countries. At the same time, the necessity to cooperate with third countries was emphasised, especially through implementation of the actions set out in the AOP (*Action Oriented Paper on trafficking in human beings.*)

In addition, in view of the need to establish a legal framework for more efficient support and protection of victims, and to prosecute the perpetrators, the EU started work on amending the Framework Decision 2002/629/JHA, which ended with adopting Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA, (*Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA*).

The European Union, which recognizes combating of trafficking in human beings as one of its priorities, created an *informal EU Network of National Rapporteurs or Equivalent Mechanisms on Trafficking in Human Beings*, which serves exchanging good practices, in 2009. In December 2010, the EU Coordinator for Trafficking in Human Beings was appointed.

In June 2012, the European Commission published the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: *The EU Strategy towards the Eradication of Trafficking in Human Beings 2012–2016*. The objective of the Strategy is to provide a coherent framework for existing and planned initiatives to combat and prevent trafficking in human beings, to set priorities, to fill gaps and therefore complement the recently adopted new Directive 2011/36/EU. It is supposed to complement the work done by governments, international organisations and civil society in the EU and third countries.

The Strategy identifies five priorities the EU should focus on in order to address the issue of trafficking in human beings. Those priorities are as follows: identifying, protecting and assisting victims of trafficking; stepping up the prevention of trafficking in human beings; increased prosecution of traffickers; enhanced coordination and cooperation among key actors and policy coherence; increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings.

Poland is a party to the Council of Europe Convention on action against trafficking in human beings (signed, ratified). It provides for a mechanism to evaluate the Convention's implementation – Group of experts on action against trafficking in human beings (GRETA). During their visit in April 2012, GRETA experts evaluated the implementation of the *Convention* by Poland. The report and its conclusions will be drafted by GRETA in 2013 and presented to the *Committee of the Parties*.

In 2010, the *United Nations Global Plan of Action to Combat Trafficking in Persons* was drafted, which suggests taking action in the areas of: preventing human trafficking, protection and support for victims, prosecution and strengthening of cooperation between the institutions involved in combating human trafficking at the national and international level.

In May 2012, the second UN Universal Periodic Review of human rights was carried out in Geneva. In the opinion of the majority of the countries, Poland takes adequate actions to combat and prevent trafficking in human beings, yet it would be advisable to recommend to continue to take and strengthen measures to guarantee the rights of victims of the crime of trafficking, especially in the area of physical and psychological care or actions aimed at protecting children against abuse.

Action Plan objectives

The **main objective** of the Plan is to create conditions necessary for efficient preventing and combating of trafficking in human beings and protection of victims of such crimes in Poland.

Specific objectives of the Plan include:

- To disseminate knowledge on trafficking in humans in risk groups;
- To extend the range and improve the standard of actions aimed at supporting victims of human trafficking (including children who are victims);
- To improve the effectiveness of actions taken by institutions responsible for prosecuting human trafficking by means of enhancing legal tools and structures and implementing the best practices;
- To improve the qualifications of representatives of institutions and organisations involved in preventing human trafficking and supporting the victims;
- To extend knowledge on trafficking in human beings and effectiveness of the actions;
- To consolidate international cooperation.

The priority tasks for each of the above mentioned categories are described in detail below.

The tasks to be performed under the Plan are nationwide, they relate either to actions of central institutions in terms of developing regulations or model practices, or to actions undertaken in all voivodeships through relevant institutions (such as voivodeship police headquarters, border guard divisions, organisational units of public prosecutor's offices and social policy departments of offices of the voivode).

The Action Plan is in compliance with the concept of Poland's medium-term development strategy covered by the *National Development Strategy 2007–2015*.^{*} The implementation of the majority of the actions covered by the Plan will indirectly positively contribute to shaping local security systems.

Action Plan implementation and monitoring system

The system for implementation and monitoring of tasks provided for in the Action Plan consists of the following elements:

- Interdepartmental **Committee for Combating and Preventing Trafficking in Human Beings**, established under Ordinance No 23 of the Prime Minister of 5 March 2004, headed by the Secretary of State in the Ministry of the Interior, functioning as a consultative and advisory body to the Prime Minister; the Committee is comprised of representatives of government entities (i.e. the Minister competent for education, the Minister competent for social security, the Minister of Justice, the Minister competent for foreign affairs, the Minister competent for health care, the Minister competent for internal affairs, the Head of the Office for Foreigners, the Police Commander-in-Chief, the Border Guard Commander-in-Chief) as well as of invited institutions (the National Labour Inspectorate, the National School of Judiciary and Public Prosecution, the Human Rights Defender, the Ombudsman for Children's Rights, the Chancellery of the Prime Minister and the General Prosecutor**) and non-governmental organisations dealing with trafficking in human beings ("La Strada" Foundation Against

* Priority 3 "Employment increase and improvement of employment quality," letter (h) "Reasonable immigration policy": preventing the negative effects of economic migration.

• Priority 4 "Formation of integrated social community and its security," letter (b) "Internal security and public order:" creation of effective local security systems.

Trafficking in Persons and Slavery, Caritas Poland, Nobody's Children Foundation, ITAKA Foundation – Centre For Missing Persons, Halina Nieć Legal Aid Centre and Po-MOC Association for Women and Children of Mary Immaculate);

- **Working Group** of the said Committee responsible for day-to-day monitoring of implementation of the Action Plan, that consists of experts who represent the institutions participating in the Committee's work (the Working Group includes the following Expert Groups: Group for trafficking in children, Group for preventive actions and Group for supporting victims of trafficking in human beings).

The tools for periodic evaluation of the implementation of the Action Plan include:

- Report on the implementation of the Action Plan, approved by the above-mentioned interministerial Committee, and
- Report on the work of the interministerial Committee for Combating and Preventing Trafficking in Human Beings,

submitted to the Prime Minister by the end of February each year.

Owing to the fact that the Police and the Border Guard have particular responsibility for the prosecution of organisers of human trafficking, special structures have been established to fulfil tasks related to this problem.

On 5 July 2007 the Deputy Commander-in-Chief of the **Police** issued an order to establish Units for Combating Trafficking in Human Beings, which would offer separate full-time positions, within the structures of Criminal Divisions of Voivodeship Police Headquarters and the Warsaw Police Headquarters by 31 July 2007. The **Central Unit for Combating Trafficking in Human Beings** at the Central Investigation Bureau of the General Headquarters of Police coordinates the actions of voivodeship units for combating trafficking in human beings. From March 2011, each Management of the Central Investigation Bureau of the General Headquarters of Police uses the help of supernumerary coordinators for preventing trafficking in human beings.

The **Unit for Constant Monitoring and Coordination of Actions of the Border Guard** within the field of combating and preventing trafficking in human beings was established pursuant to Decision No 139 of 18 June 2008 of the Border Guard Commander-in-Chief.

In 2009, in Division I for Combating Organised Crime of the Intelligence and Investigation Department of the Border Guard Headquarters, **Section I for Illegal Migration and Trafficking in Human Beings** was established. It is responsible for coordination and supervision of actions taken by Branches of the Border Guard in terms of combating and preventing trafficking in human beings.

Moreover, supernumerary coordinators and deputy coordinators for combating trafficking in human beings have been appointed both at the Border Guard Headquarters and at Branches of the Border Guard. Coordinators are officers from the intelligence and investigation unit.

With regard to legislative and organisational changes relating to the **Prosecutor's Office**, prosecutors dealing with monitoring and coordination of preparatory proceedings concerning trafficking in human beings issues were appointed in Appellate Prosecutors' Offices.

In order to streamline actions related to providing help to victims of human trafficking, consultants for trafficking in human beings were appointed in units of **offices of the voivode** responsible for social assistance.

In 2009, the **National Consultation and Intervention Centre for victims of human trafficking** was set up in the form of a public task assigned by the Minister of the Interior and Administration.

Basic lines of action for 2013-2015

After ten years of implementing subsequent programmes/plans to prevent trafficking in human beings, the conclusion is that the current Action Plan is the culmination of the period of building the system of tackling human trafficking. As such, it should open a new stage of activity in this area.

According to the opinions of independent researchers into trafficking in human beings in Poland, in the last ten years we managed to build a system of tackling trafficking in human beings which encompasses regulations aimed at prosecuting the perpetrators and protecting the victims, specialised units of law enforcement agencies to combat trafficking in human beings and the system of support for victims, offered mainly by non-governmental organisations based on state budget financing. There is also the above mechanism to monitor and coordinate actions. As the system underwent evolution, it needs to be described anew and we need to define the roles of the entities it comprises. It surely requires constant improvement and adjustment to changes in the practices of trafficking in human beings.

The precondition of adequate response to challenges consists in their pinpointing, which is why an important aspect of the current Action Plan is the analysis of human trafficking and the awareness of the public, with particular emphasis on the risk group of young people. The weakness of previous Action Plans was the scale and the lack of coordination of preventive measures. The analyses under the current Action Plan should serve as the basis for determining the status quo and building a strategy of preventive measures.

One of the major tasks covered by the current Action Plan is to initiate the operation of voivodeship units for trafficking in human beings which will constitute regional platforms for exchange of information and cooperation between institutions and organisations involved in counteracting trafficking in human beings. The units are expected to improve the organisation of preventive activities, support and reintegration of victims (in particular Polish citizens) and trigger the activity of local governments and non-governmental organisations in this regard.

An important task that is a precondition of effective operation of the system for preventing human trafficking is to constantly upgrade the qualifications of all participants of the system who may encounter cases of trafficking in human beings and primarily the victims of this crime. As the problem is serious, the tasks related to trafficking in humans form a separate part of the Action Plan.

As to the activity of law enforcement bodies, the planned inclusion in combating trafficking in humans in the competence of the Border Guard is a new situation that requires analysis and coming up with new solutions. It is necessary to focus attention on and evaluate the efficiency of actions for combating so-called internal trafficking in Poland that concerns Polish citizens and citizens of other EU countries.

Sources of financing

2013

For the implementation of tasks stipulated in the *National Action Plan against Trafficking in Human Beings for 2013-2015*, the **Ministry of the Interior** earmarked funds of PLN 135,000 in the 2013 state budget – § 4300 as well as funds of PLN 778,000 – § 2810 and § 2820 for the task “Continuation and development of the concept of complete support for the needs of victims/witnesses of human trafficking – the National Consultation and Intervention Centre for victims of human trafficking” (Part II, Point 7 of the *National Action Plan...*).

In total, funds of PLN 913,000 were earmarked in the Ministry’s budget for 2013 (according to the 2013 Budget Act).

In addition, the **Ministry of Labour and Social Policy** earmarked funds of PLN 140,000 in the 2013 budget for trainings of welfare assistance personnel that teach them how to approach a victim/witness

of trafficking in human beings. In addition, the Ministry of Labour and Social Policy intends to allocate funds for the support of crisis intervention centres, depending on the capacity of the state budget at the disposal of the Minister. In the years 2014–2015, the Ministry of Labour and Social Policy plans to spend similar amounts for this purpose.

In total, funds of PLN 1,053,000 were earmarked for that purpose in the two Ministries' budgets for 2013.

2014

The Ministry of the Interior plans to earmark PLN 143,000 in the 2014 state budget for the tasks in the area in question – § 4300, and funds of PLN 1,000,000 – § 2810 and § 2820. In total, funds of PLN 1,143,000 are planned to be earmarked for that purpose in the Ministry of the Interior's budget for 2014.

In total, funds of PLN 1,283,000 are planned to be earmarked for that purpose in the two Ministries' budgets for 2014. The ultimate amounts will depend on the Budget Act.

2015

The Ministry of the Interior plans to earmark PLN 148,000 in the 2015 state budget for the tasks in the area in question – § 4300, and funds of PLN 1,005,000 – § 2810 and § 2820. In total, funds of PLN 1,153,000 are planned to be earmarked for that purpose in the Ministry of the Interior's budget for 2014.

In total, funds of PLN 1,293,000 are planned to be earmarked for that purpose in the two Ministries' budgets for 2015. The ultimate amounts will depend on the Budget Act.

Thereby, the estimated cost of implementation of the tasks under the National Action Plan assigned to the Ministry of the Interior and the Ministry of Labour and Social Policy in the years 2013–2015 is ca. PLN 3,629,000.

It should be noted that in order to perform their tasks optimally, the institutions and organisations involved use their best endeavours to obtain funds from external sources, such as European Union funds, the Norwegian Financial Mechanisms etc., similar to previous years.

Part I

Preventive actions

1. Organisation of the celebrations of the European Anti-Trafficking Day:

1.1. Organisation of a festival of films devoted to trafficking in human beings.

Based on the experience from the international festival of films devoted to trafficking in human beings “18/18” – 18 Human Stories on 18 October 2012: Film Festival on Occasion of the Sixth European Anti-Trafficking Day, held in Warsaw on 16-18.10.2012, it is planned to organise a festival of films devoted to trafficking in human beings in selected cities across Poland.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations and local authorities

Implementation date: October 2013, 2014, 2015

1.2 Organisation of the celebrations of the European Anti-Trafficking Day in police academies and Border Guard training centres.

The task will be implemented by: Police and Border Guard academies, the General Headquarters of Police, the Boarder Guard Headquarters

Implementation date: October 2013, 2014, 2015

1.3. Organisation of events (such as happenings) disseminating knowledge on trafficking in human beings among the general public.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations and local authorities

Implementation date: October 2014, 2015

2. Information campaign on trafficking in human beings for forced labour, directed at people migrating to the EU Member States to find employment:

2.1. Production of an instruction film to be used by Labour Offices and other institutions and organisations.

The task will be implemented by: the Ministry of the Interior, in cooperation with the Ministry of Labour and Social Policy

Implementation date: 2013

2.2. Updating the *Travelling Compass – Handbook for People Going Abroad to Work* – an electronic publication to be used by interested institutions.

The task will be implemented by: the Ministry of the Interior, in cooperation with the Ministry of Labour and Social Policy and non-governmental organisations

Implementation date: 2013

3. Information actions intended for the general public:

3.1. Setting up and running a website for professionals and people interested in the problem of trafficking in human beings.

The task will be implemented by: Ministry of the Interior

Implementation date: 2013

3.2. Preparing a mobile exhibition devoted to the problem of trafficking in human beings and displaying it in cities across Poland.

The task will be implemented by: Ministry of the Interior, in cooperation with the Warsaw Office of the International Organization for Migration

Implementation date: exhibition preparations – 2014
exhibition presentation – 2015

3.3. Organisation of a radio information campaign on the threat of trafficking in human beings.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations

Implementation date: 2015

3.4. Drafting and distributing information materials on trafficking in children.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations (Nobody's Children Foundation)

Implementation date: 2013, 2014, 2015

3.5. Dissemination of information on threats related to trafficking in human beings by leaflets and brochures prepared in the framework of tasks for the labour market.

The task will be implemented by: Ministry of Labour and Social Policy

Implementation date: 2013-2015

4. Information campaign on trafficking in human beings for forced labour addressed to people coming to Poland to work:

4.1. Preparing and distributing leaflets for potential foreign victims of trafficking in human beings at border crossings and Polish consular offices.

The task will be implemented by: the Ministry of the Interior, in cooperation with the Border Guard Headquarters and the Ministry of Foreign Affairs

Implementation date: 2014

5. Actions raising awareness of young people on trafficking in human beings:

Analysis results confirm that young people (school and university students) are an important risk group among Polish citizens – victims of trafficking in human beings.

5.1. Organisation of competitions for young people by the Ministry of the Interior:

5.1.1. Competition for diploma theses on trafficking in human beings.

The task will be implemented by: the Ministry of the Interior

Implementation date: competition announcement – October 2014
selection of winners – October 2015

5.1.2. Competition for a cartoon on trafficking in human beings for forced labour.

The task will be implemented by: the Ministry of the Interior

Implementation date: competition announcement – October 2013
selection of winners – June 2014
cartoon printed – 2014 or 2015

5.1.3. Competition for young people – competition for a poster promoting the information campaign on trafficking in human beings.

The task will be implemented by: the Ministry of the Interior

Implementation date: competition announcement – October 2014
selection of winners – June 2015
poster printed – 2015

5.2. Preparing and distribution of an information leaflet for school students.

The task will be implemented by: the Ministry of the Interior

Implementation date: leaflet prepared on the basis of the style of the cartoon or poster – 2015

5.3. Organisation of information meetings for school students, delivered by school counsellors or NGO representatives.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations

Implementation date: 2014, 2015

5.4. Trainings on trafficking in children and commercial use of children intended for teachers and counsellors who work with children aged 13–18.

The task will be implemented by: the Ministry of the Interior, in cooperation with Nobody's Children Foundation

Implementation date: 2013, 2014, 2015

6. Promoting and implementing the Code of Conduct, the purpose of which is to protect children from commercial sexual abuse in the tourism sector.

Since 2012, the Nobody's Children Foundation has been acting as the Local representative for the Code of Conduct, the purpose of which is to raise awareness of the problem of commercial sexual abuse of children in the tourism sector, including trafficking in children, as well as initiating and implementing actions to counteract this form of child abuse. The Code of Conduct was drafted in 1998 on the initiative of ECPAT Sweden, with support from UNICEF and the World Tourism Organization (UNWTO). The actions will be implemented mainly in cooperation with companies and institutions from the tourism sector (travel agencies, hotels, carriers, tourism divisions, etc.).

The task will be implemented by: Nobody's Children Foundation acting as the Local representative for the Code of Conduct, in cooperation with the Ministry of the Interior and the General Headquarters of Police.

Implementation date: 2013, 2014, 2015

Part II

Support for and protection of victims

1. Development and description of the rules of the National Referral Mechanism for victims of trafficking in human beings.

A number of amendments to regulations on support for victims of trafficking in human beings and changes in the functioning and competence of the institutions involved in the process of offering support, which were introduced in 2006 with the implementation of the “Model of support/protection of victims of trafficking in human beings,” make it necessary to redefine and reformulate the reference mechanism.

The task will be implemented by: the Ministry of the Interior, in cooperation with the institutions and organisations involved in preventing trafficking in human beings

Implementation date: mechanism definition and formulation – 2014

finalisation of consultations with the involved institutions – 2015

2. Implementation of new solutions concerning legalisation and conditions of stay of human trafficking victims who are third country nationals, which are to be introduced by the new Act on foreigners.

Under the new Act on foreigners, it is *inter alia* planned to:

- Introduce certificates for alleged victims of trafficking in human beings that would serve, among others, to prove their stay in Poland is legal;
- Allow foreign victims of trafficking in human beings to attend school on special terms;
- Allow victims of trafficking in human beings to obtain a permanent residence permit on special terms, i.e. after two years of staying in Poland on the basis of a temporary residence permit for victims of trafficking in human beings;
- Allow the Border Guard to make controlled purchases in cases relating to trafficking in human beings.

The task will be implemented by: the Office for Foreigners, the Border Guard Headquarters, the Ministry of the Interior

Implementation date: 2014, depending on the date of entry into force of the Act

3. Developing and implementing a new “Algorithm of conduct of law enforcement officers when trafficking in human beings is detected:”

The task will be implemented by: the Ministry of the Interior, General Headquarters of Police, the Border Guard Headquarters, in cooperation with the Office for Foreigners, the General Prosecutor’s Office, the Ministry of Justice and non-governmental organisations

Implementation date: developing the concept and design of the Algorithm – 2013

finalisation of the consultations process and implementing the Algorithm once the amended Act on Foreigners enters into force – 2014

3.1. Drafting and disseminating information for identified victims of trafficking in human beings on their rights (in a language a victim would be able to understand).

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations

Implementation date: 2014

3.2. Implementation of a tool (in the form of a questionnaire) to facilitate identification of human trafficking victims, taking into account different forms of abuse.

The task will be implemented by: the Ministry of the Interior/General Headquarters of Police, Border Guard Headquarters, in cooperation with non-governmental organisations

Implementation date: pilot use of the tool in Border Guard units – 2013
evaluation/proposals for improving the tool – 2014
tool implementation – 2015

3.3. Defining the rules of performing a risk analysis of a victim's return to his/her country of origin.

The task will be implemented by: Border Guard Headquarters, General Headquarters of Police, the Ministry of the Interior, in cooperation with non-governmental organisations and the Warsaw Office of the International Organization for Migration

Implementation date: 2014

4. Implementing standards to be met by the institutions that are fit and authorised to help victims/witnesses of trafficking in human beings, and centres where victims can stay.

The Minister of the Interior commissioned analyses on the standards to be met by safe centres and the rules of providing support to victims of trafficking in human beings. On the basis of these analyses, the Ministry of Labour and Social Policy prepared a draft document with guidelines in this respect.

The task will be implemented by: the Ministry of Labour and Social Policy, in cooperation with the Ministry of the Interior and non-governmental organisations

Implementation date: finalisation of consultations – 2013
dissemination of the guidelines – 2014-2015

5. Continuation and development of the concept of comprehensive fulfilment of the needs of victims and victims/witnesses of trafficking in human beings – National Consultation and Intervention Centre for victims of human trafficking.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations

Implementation date: 2013, 2014, 2015

6. Promotion of the model of reintegration of victims of trafficking in human beings, monitored and supported by professional social services and non-governmental organisations.

The task will be implemented by: the Ministry of Labour and Social Policy

Implementation date: 2013, 2014, 2015

7. Implementation of the model of support/protection of a child who has fallen victim to trafficking in human beings:

On the initiative of the Ministry of the Interior, a pilot project aimed at establishing a system for support and protection of juveniles who are victims of trafficking in human beings, which covers inter alia setting up a network of safe centres and drafting information materials on how to identify juvenile victims, has been implemented in selected voivodeships since 2009. Another step towards building a comprehensive system for support and protection of juvenile victims is to define standards to be met by safe centres, which would serve as a point of reference for other centres where juvenile victims stay, and an algorithm of conduct for individual institutions if it is suspected that a child is a victim of trafficking in human beings.

7.1. Devising standards to be met by centres that provide shelter and care to juvenile victims of trafficking in human beings.

The task will be implemented by: the Ministry of the Interior, in cooperation with the Ministry of Labour and Social Policy and non-governmental organisations

Implementation date: 2013, 2014

7.2. Developing an algorithm of conduct when it is suspected that a juvenile person is a victim trafficking in human beings.

The task will be implemented by: the Ministry of the Interior, in cooperation with the General Headquarters of Police, the Border Guard Headquarters, the Office for Foreigners, the General Prosecutor's Office, the Ministry of Justice and non-governmental organisations

Implementation date: 2013, 2014

7.3. Implementation of the Programme for support and protection of juvenile victims of trafficking in human beings.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations

Implementation date: 2015

Part III

Improving the effectiveness of prosecution

1. Analysis of the possible ways of improving the coordination of actions taken by the Police, Border Guard and the Prosecutor's Office in the area of combating trafficking in human beings.

Due to organisational and competence changes in the Police, Border Guard and the Prosecutor's Office, it is necessary to analyse the possible ways of streamlining cooperation in the area of combating trafficking in human beings.

The task will be implemented by: the General Headquarters of Police, the Border Guard Headquarters, the Ministry of the Interior in cooperation with the General Prosecutor's Office

Implementation date: Analysis of the existing structures and coordination mechanisms, and of experience to-date – 2014
presenting recommendations – 2015

2. Organisation of annual meetings of Border Guard and National Labour Inspectorate representatives who control of the legality of employment in the territory of the Republic of Poland.

The task will be implemented by: the Chief Labour Inspectorate, Border Guard Headquarters

Implementation date: 2013, 2014, 2015

3. Organisation of a seminar on allowing to make controlled purchases in cases relating to trafficking in human beings.

The current regulations on controlled purchase refer to objects. According to the position of the General Prosecutor's Office, they do not apply to trafficking in human beings.

The task will be implemented by: the Ministry of the Interior

Implementation date: 2013

4. Initiating the activity of voivodeship units against trafficking in human beings, with the participation of representatives of social policy departments of Offices of the Voivode, the Police, the Border Guard, the Labour Inspectorate, local authorities and non-governmental organizations

Following the amendment to the Act on social assistance, which entered into force on 1 April 2010, a voivode is responsible for "coordinating actions to prevent trafficking in human beings and to grant support to victims of such practices, within the framework of the social assistance system." On the basis of the above-mentioned provision, the Masovian Unit against Trafficking in Human Beings was appointed. It is a regional platform for exchanging information between various institutions engaged in dealing with the problem of human trafficking in this region. It seems necessary to set up similar units in other voivodeships, having trained their potential members first.

The task will be implemented by: the Ministry of the Interior, in cooperation with competent Offices of the Voivode and institutions whose representatives make up the units

Implementation date: 2014, 2015

Part IV
Upgrading qualifications

1. Trainings for law enforcement bodies and representatives of the judiciary:

1.1. Organising training workshops for coordinators and members of units from Police voivodeship headquarters and for coordinators from Border Guard branches in order to exchange experience and information.

The task will be implemented by: Border Guard Headquarters, General Headquarters of Police
Implementation date: 2013, 2014, 2015

1.2. Trainings for Border Guard officers in the framework of a comprehensive system of trainings devoted to trafficking in human beings.

The task will be implemented by: Border Guard Headquarters
Implementation date: 2013, 2014, 2015

1.3. Implementation of a comprehensive system of trainings devoted to trafficking in human beings in the Police:

1.3.1. Analysis of training needs.

The task will be implemented by: the Ministry of the Interior, in cooperation with the General Headquarters of Police
Implementation date: 2013

1.3.2. Evaluation of the current training system.

The task will be implemented by: the Ministry of the Interior, in cooperation with the General Headquarters of Police
Implementation date: 2014

1.3.3. Presentation of proposals for changes.

The task will be implemented by: the Ministry of the Interior, in cooperation with the General Headquarters of Police
Implementation date: 2015

1.4. Trainings on identification of and approaching victims of trafficking in human beings for personnel of guarded centres and detention facilities.

The task will be implemented by: the Ministry of the Interior, in cooperation with Border Guard Headquarters and non-governmental organisations
Implementation date: 2013, 2014, 2015

1.5. Training for spokespersons of law enforcement bodies on the scope of information to be provided and methods of preparing effective media communications on instances of trafficking in human beings.

The task will be implemented by: the Ministry of the Interior, in cooperation with the General Headquarters of Police and the Border Guard Headquarters
Implementation date: 2013, 2014, 2015

1.6. Training devoted to the methodology of organising classes devoted to trafficking in human beings for Police and Border Guard officers who conduct meetings with young people.

The task will be implemented by: the Ministry of the Interior, in cooperation with the General Headquarters of Police, the Border Guard Headquarters and non-governmental organisations

Implementation date: 2013, 2014, 2015

1.7. Training devoted to forensic, criminological and legal aspects of trafficking in human beings for judges and prosecutors.

The task will be implemented by: Polish National School of Judiciary and Public Prosecution, depending on the available budget and its organisational capacity

Implementation date: 2014, 2015

1.8. Workshops devoted to cooperation in the area of prosecuting trafficking in human beings for Border Guard officers and prosecutors.

The task will be implemented by: the Border Guard Headquarters, in cooperation with the Ministry of the Interior and the General Prosecutor's Office

Implementation date: 2014, 2015

1.9. Workshops devoted to appointing and practical aspects of activity of Joint Investigation Teams for prosecutors and Police and Border Guard officers.

The task will be implemented by: the Ministry of the Interior, in cooperation with the General Headquarters of Police, the Border Guard Headquarters and the General Prosecutor's Office

Implementation date: 2014 or 2015

2. Trainings for people/professionals who help victims of trafficking in human beings:

2.1. Specialised trainings devoted to identification of victims of trafficking in human beings, crisis intervention and rules of cooperating with other institutions for social assistance personnel, primarily staff of crisis intervention centres.

The task will be implemented by: the Ministry of Labour and Social Policy, in cooperation with the Ministry of the Interior, the Border Guard Central Training Centre and non-governmental organisations

Implementation date: 2013, 2014, 2015

2.2. Trainings devoted to the "Voluntary Returns" programme, including on how to deal with human trafficking victims and unaccompanied children, for the personnel of the Office for Foreigners and for Border Guard officers.

The task will be implemented by: International Organization for Migration (IOM), in cooperation with the Border Guard Headquarters and the Office for Foreigners – in terms of delivery of the trainings

Implementation date: 2013, 2014, 2015

2.3. Training devoted to supporting victims of trafficking in human beings for personnel of non-governmental organisations.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations

Implementation date: 2013, 2014, 2015

2.4. Trainings for health care personnel who may come into contact with victims of trafficking in human beings.

The task will be implemented by: the Ministry of the Interior, in cooperation with the Ministry of Health and non-governmental organisations

Implementation date: analysis of needs – 2013
preparing proposals – 2014
delivery of trainings – 2015

2.5. Organisation of an information meeting devoted to trafficking in human beings, particularly for forced labour, for consular staff from the countries of origin of the victims identified in Poland.

The task will be implemented by: the Ministry of the Interior, in cooperation with the International Organization for Migration

Implementation date: 2014

2.6. Organisation of trainings on trafficking in human beings for Polish consular staff who work in destination countries for Polish victims of trafficking in human beings identified abroad.

The task will be implemented by: the Ministry of Foreign Affairs, in cooperation with the Ministry of the Interior

Implementation date: 2014

3. Trainings to support identification of victims:

3.1. Trainings devoted to identification of victims of trafficking in human beings for personnel of the Office for Foreigners who interview those applying for the refugee status and of Centres for Refugees.

The task will be implemented by: the Office for Foreigners

Implementation date: 2013, 2014, 2015

3.2. Trainings for labour inspectors devoted to trafficking in human beings for forced labour.

The task will be implemented by: the Chief Labour Inspectorate, in cooperation with the Ministry of the Interior, Border Guard Headquarters and non-governmental organisations responsible for running the National Consultation and Intervention Centre for victims of human trafficking

Implementation date: 2013, 2014, 2015

Part V

Studies on trafficking in human beings / Evaluation of actions

1. Developing and publishing annual reports on trafficking in human beings in Poland.

The task will be implemented by: the Ministry of the Interior, in cooperation with the institutions and organisations involved in preventing trafficking in human beings

Implementation date: 2013, 2014, 2015

1.1. Preparing a publication that summarises the implementation of national actions plans against trafficking in human beings in the years 2003–2013.

The task will be implemented by: the Ministry of the Interior

Implementation date: 2014

2. Improving the system for collecting data on trafficking in human beings at the disposal of law enforcement bodies, the judiciary and organisations and institutions that provide support to victims of human trafficking, taking into account EU *acquis* and recommendations in this respect.

The task will be implemented by: the Ministry of the Interior, in cooperation with the institutions and organisations involved in preventing trafficking in human beings

Implementation date: 2013, 2014, 2015

3. Studies on trafficking in human beings

3.1. Analysis of the situation of victims of trafficking in human beings offered help and support in the years 2006–2012.

The task will be implemented by: the Ministry of the Interior, in cooperation with La Strada Foundation

Implementation date: 2014

3.2. Analysis of verdicts in cases concerning trafficking in human beings following entry into force of Article 115(22) of the Penal Code – the definition of trafficking in human beings (8 September 2010).

The task will be implemented by: the Ministry of the Interior

Implementation date: 2015

3.3. Analysis of files in cases concerning trafficking in human beings and prostitution-related crimes involving juveniles.

The task will be implemented by: the Ministry of the Interior, in cooperation with Nobody's Children Foundation

Implementation date: 2014, 2015

4. Studies on awareness of the threat of trafficking in human beings:

4.1. National public opinion survey on awareness of/knowledge on the threat of trafficking in human beings and support for its victims.

The task will be implemented by: the Ministry of the Interior

Implementation date: 2014, 2015

4.2. Surveys on awareness of the threat of trafficking in human beings carried out in selected schools.

The task will be implemented by: the Ministry of the Interior, in cooperation with non-governmental organisations

Implementation date: 2013, 2014, 2015

4.3. Surveys on awareness of the threat of trafficking in human beings carried out in selected universities.

The task will be implemented by: the Ministry of the Interior

Implementation date: 2014, 2015

5. Organisation of a “round table” debate on the plausibility of and grounds for appointing the National Rapporteur on Trafficking in Persons, recommended by the Council of Europe Convention on action against trafficking in human beings and Directive 2011/36/EU.

The task will be implemented by: the Ministry of the Interior

Implementation date: 2014 or 2015

Part VI

International cooperation

1. Strengthening cooperation with institutions competent for combating and preventing trafficking in human beings from countries of origin, transit and destination countries – from the Polish perspective – in order to exchange experience, best practices and information on developments in the area of trafficking in human beings:

1.1. Organisation of expert meetings devoted to consolidating cooperation in preventing trafficking in human beings with representatives of Eastern Partnership countries.

The task will be implemented by: the Ministry of the Interior

Implementation date: 2013, 2014, 2015

1.2. Organisation of international projects with the participation of the countries of origin, transit and destination countries of victims of trafficking in human beings.

The task will be implemented by: the Ministry of the Interior

Implementation date: 2013, 2014, 2015