



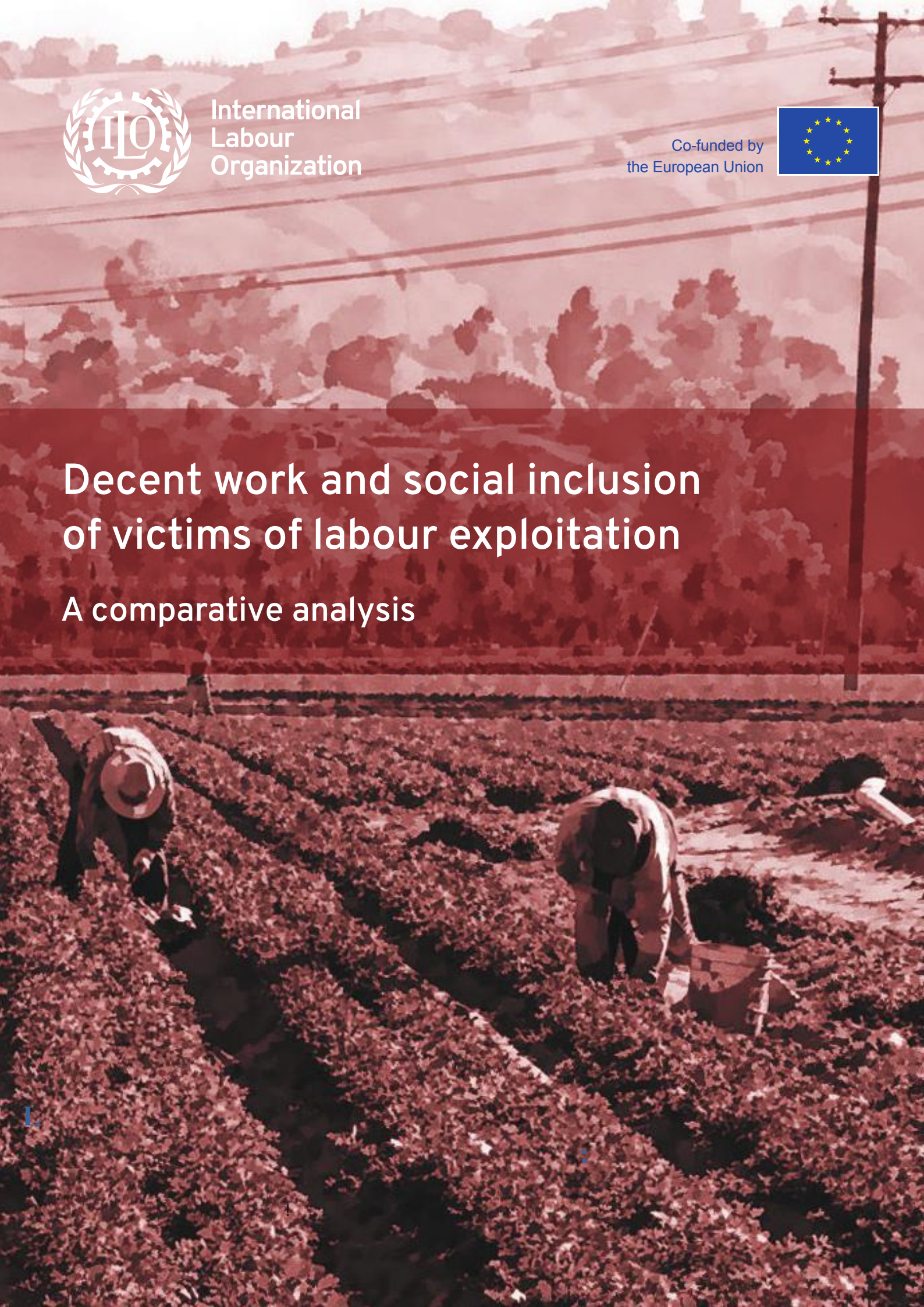
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Decent work and social inclusion of victims of labour exploitation

A comparative analysis





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1. Introduction

This technical note reviews the labour market reintegration services targeting victims of exploitation in European countries, as well as their governance structures and delivery mechanisms. It is based on the review of existing literature and the policy measures enacted at the national level to comply with international and European instruments on the protection and assistance of victims of forced labour, human trafficking and related practices.¹

The systems reviewed in the text were originally designed for the social and labour market integration of victims of human trafficking, and especially for victims of sexual exploitation. There are no examples of longer-term reintegration services and programmes specifically targeting victims of labour exploitation. This is due to several factors, including the higher incidence of trafficking for sexual exploitation, the hidden nature of labour exploitation compared to other forms of exploitation and the late expansion of protection and assistance systems to victims of other types of exploitation (labour exploitation, forced begging, domestic servitude).² Given the limited availability of national practices on the social and labour market integration of victims of exploitation, this technical notes extends also to services and programmes targeting migrants, refugees and asylum seeker, as these services provide useful insights for the design and implementation of long-term support for groups at risk of exclusion.

In most European countries, the identification, protection and assistance of victims of trafficking for exploitation are managed through national referral systems, where government agencies coordinate their efforts in partnership with civil society organizations.³ The immediate protection and assistance services available to victims of exploitations are similar across countries and include accommodation, health care, legal assistance, psychological support, financial assistance (cash benefits) and repatriation services.⁴ This type of support, however, is available only for the recovery and reflection period, which usually ranges from 30 to 90 days.

The social and labour market integration services available to victims after the recovery and reflection period differ by country and, foremost, by the residence status of the victim. Despite these differences, however, four features are acknowledged as key for the social and labour market integration of victims of trafficking, namely:

¹ See the United Nations Protocol to prevent, suppress and punish trafficking in persons (2000); the Council of Europe Convention on Action against Trafficking in Human Beings (2005); the European Union Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims; and the International Labour Organization Forced Labour Protocol and the Forced Labour (Supplementary Measures) Recommendation (No. 203) of 2014. A summary of international, European and national instruments to address trafficking, forced labour and related practices can be found in ILO, *Review of Policies and Programmes to Tackle Labour Exploitation, Illegal Recruitment and Forced Labour in Europe*, 2020.

² Data collected by the European Commission shows that the most widespread form of trafficking is for the purpose of sexual exploitation (56 per cent of all victims recorded), while another quarter (26 per cent) was trafficking for labour exploitation. EC, *Second Report on the Progress Made in the Fight against Trafficking in Human Beings*, 2018; EC, *Data Collection on Trafficking in Human Beings in the EU. Final Report*, 2018.

³ ODIHR, *National Referral Mechanism: Joining Efforts to Protect the Rights of Trafficked Persons*, 2004. The European Union defines a national referral system as “Mechanism aimed at identifying, protecting and assisting victims of trafficking in human beings, through referral, and involving relevant public authorities and civil society” (definition derived from the Conclusions on the new EU Strategy towards the Eradication of Trafficking in Human Beings 2012-2016 of the 3,195th Justice and Home Affairs Council meeting, 25th October 2012).

⁴ Protection and assistance services for victims of exploitation are examined in ILO: *Protection and assistance of victims of exploitation: A comparative analysis*, 2020.

- (i) *Early intervention*: the social and labour market reintegration of victims should start as soon as the victim is identified and enters the protection and assistance system, in order to guarantee a continuum of support aimed at responding to multiple needs. These needs range from safe housing to social protection and job placement.
- (ii) *Duration of support and alignment to individual needs*: the duration of reintegration services and programmes should be flexible to respond to individual circumstances and needs, but also long enough to ensure that victims no longer run the risk of being re-victimized. Some victims of labour exploitation may wish to find a job quickly to send remittances home, while others may have suffered more traumatic experiences and need more time for independent living.⁵
- (iii) *Type of labour market services and programmes*: the portfolio of services and programmes needs to be broad and include: language programmes combined with vocational training and workplace experience (for foreign victims of exploitation); short and long vocational training programmes, combined with work experience schemes, private sector subsidized employment; and start-up subsidies for victims wishing to start their own business activity.
- (iv) *Service delivery*: the range, sequencing and duration of reintegration services are better managed through a case management approach, where a single case worker coordinates service delivery among several providers. Case workers may be staff of the Public Employment Service (PES), or of social assistance or immigration services, or of civil society organizations that are part of the victim protection system and/or the national referral mechanism.

2. Social and labour market reintegration measures

The social and labour market integration of victims of exploitation has multiple dimensions. Although international and European instruments against trafficking specifically envisage protection and assistance services tailored to victims' needs, countries are not always able to provide long-term support to help victims regain control over their lives and achieve full social and economic integration, either in the host country or in the country of origin.⁶

Integration starts from immediate assistance and progress to long-term recovery, rehabilitation and support measures.⁷ Most of the victim protection systems developed in European countries were originally developed as part of policy frameworks to tackle trafficking of human beings, and foremost trafficking for the purpose of sexual exploitation. In the last few years, these protection and assistance mechanisms have gradually expanded their scope to

⁵ C. Andreatta, "Protection, Assistance and Social (Re)integration of Human Trafficking Survivors: A Comparative Analysis of Policy Approaches and Practices in the UK and in Italy", University of East London, Centre for Social Justice and Change, Working Paper Series No. 2, 2015.

⁶ One of the key recommendations stemming from the second round of evaluation on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings centres on the gaps in ensuring long-term assistance and reintegration of victims into society. See GRETA, *9th General Report on GRETA's Activities*, 2019; C. Andreatta, "Protection, Assistance and Social (Re)integration of Human Trafficking Survivors: A Comparative Analysis of Policy Approaches and Practices in the UK and in Italy", University of East London, Centre for Social Justice and Change, Working Paper Series No. 2, 2015; C. Adams, "Re-trafficked Victims: How a Human Rights Approach Can Stop the Cycle of Re-victimization of Sex Trafficking Victims", *George Washington International Law Review*, 43 (1), 201–234. According to the data on trafficking published by the European Commission only 12 per cent of all victims under treatment receive reintegration, training and job placement assistance. CE, *Data Collection on Trafficking in Human Beings in the EU. Final Report* (2018).

⁷ For a review of first assistance measures for victims of exploitation see ILO, *Protection and Assistance of Victims of Labour Exploitation. A Comparative Analysis*, 2020.

cater to the needs of victims of different forms of exploitation (labour exploitation, forced begging, organ harvesting).⁸ Longer-term reintegration programmes targeting victims of exploitation are still limited in number, mostly focus on women victims of sexual exploitation and their primary aim is victims' empowerment and social integration, rather than employment.⁹

The needs of trafficked victims may vary depending on their sex, age, type and duration of exploitation. Some victims present high-level needs and require assistance to overcome physical and psychological problems deriving from the exploitation (e.g. anxiety, depression, post-traumatic stress disorder and physical illnesses contracted during the exploitation), while others require less time in order to move on to social and labour market integration services.¹⁰

The needs of victims change over time. In the immediate period after rescue and identification, victims require emergency accommodation, food, clothing, and other personal necessities. As basic survival needs are met, the focus shifts toward medical assistance and psychological support to process the trauma and legal assistance to regularise migration status. As time progresses, victim needs change and become more complex. In order to rebuild their self-confidence and start the process of social integration, victims will need to access employment opportunities and acquire the cultural, linguistic and social competences they need to be able to support themselves, to live independently and to establish relationships within the host community.¹¹

The victims' reintegration pathways of United Kingdom and Italy show the opposite attention that national protection systems give to the immediate and longer-term needs of victims. In United Kingdom protection and assistance is provided to victims of trafficking during the recovery and reflection period, which lasts 45 days.¹² Care service providers try to ensure that victims are given the support they need to make the transition towards independent living as soon as possible. To this end an exit plan is developed as soon as the victim enters the protection and assistance service. There are three main avenues available to victims of exploitation after the recovery and reflection period, based on their personal circumstances. If victims choose to voluntarily return to their home country, they are referred to the Assisted Voluntary Return Programme managed by the Home Office.¹³ If victims apply for international protection and asylum, they are referred to the National Asylum Support Service, where their claim will be reviewed and assistance provided until a final decision is taken. If victims are legally entitled to stay in the country, after exiting the reflection period, they are automatically placed under the responsibility of local authorities, responsible for housing and welfare benefits. Across the country, there are only a few small-

⁸ Data collected by the European Commission shows that the most widespread form of trafficking is for the purpose of sexual exploitation (56 per cent of all victims recorded), while another quarter (26 per cent) was trafficking for labour exploitation. EC, *Second Report on the Progress Made in the Fight Against Trafficking in Human Beings*, 2018.

⁹ Women are the victims exposed to a more visible form of exploitation and are those that more frequently enter in protection and assistance programmes. See C. Andreatta, "Protection, Assistance and Social (Re)integration".

¹⁰ C. Zimmerman et al., *The Health Risks and Consequences of Trafficking in Women and Adolescents: Findings from a European Study* (London: School of Hygiene and Tropical Medicine, 2003); S. Oram et al.: "Prevalence and risk of violence and the physical, mental, and sexual health problems associated with human trafficking: Systematic review", *PLoS Med* 9(5), 2012.

¹¹ S. Da Lomba, "Legal Status and Refugee Integration: A UK Perspective", *Journal of Refugee Studies* 23 (4), 2019, 415–436; D. Davy, "Understanding the Support Needs of Human-trafficking Victims: A Review of Three Human-trafficking Program Evaluations", *Journal of Human Trafficking* 2015/1, 318–337.

¹² This is the maximum time envisaged by the UK Modern Slavery Act of 2005 for a final decision on the victim status. In reality, the recovery and reflection period is normally longer (approximately 75 days), as the final decisions of the Home Office often experience delays.

¹³ United Kingdom, Home Office, *Voluntary and assisted returns*, 2019.

scale projects that provide follow-on support to victims after their exit from the protection system. The Latin American Women's Rights Service (LAWRS) and City Hearts, which operate in the network of the United Kingdom National Referral Mechanism, implement programmes that aims to increase the employability of trafficked men and women.¹⁴ The Salvation Army, the main first responder of the UK referral mechanism, has a special victim care fund for persons who are ending the reflection period and it is piloting Modern Slavery Community Hubs to link victims to local community services.¹⁵ These after-care programmes, however, are independently funded and run by volunteers, which means that they can only support a limited number of people and cannot compensate for the lack of government-funded programmes of reintegration.

In Italy, assistance to victims of trafficking is provided through the *Single programme for the emergence, assistance and social integration of victims of trafficking and exploitation* managed by the Gender Equality Department of the Council of Ministers. This Department regularly publishes calls for project proposals from Regions, Autonomous Provinces, municipalities and civil society organizations. These calls detail the required protection and assistance services (e.g. outreach, accommodation, healthcare, legal aid and support in applying for a temporary residence permit, language courses, vocational guidance and training, support in job search). The approved 15-month projects are structured in such a way that during the first few months, beneficiaries are encouraged to acquire literacy and language skills while they are psychologically supported to make decisions about their future. Once victims receive their residence permits, they are given an opportunity to gain work experience through training courses and internships carried out mainly in the hospitality and tourism industry. Usually, it takes between 12 to 24 months for most of them to find a permanent job, which is required to convert the temporary resident permit into a work permit and afford independent housing.¹⁶

The type of social and labour market integration services available to victims of exploitations is similar across countries, as these services are the same offered to individuals at risk of exclusion, including migrants and refugees. They include:

- (i) individualized assessment and the development of an individual integration plan, which complements or expands the initial needs assessment carry out during the reflection and recovery period
- (ii) language training
- (iii) skills assessment and validation of prior learning
- (iv) short- and long-term vocational training
- (v) work experience programmes, including apprenticeships and internships, and
- (vi) subsidized employment.

¹⁴ These programmes include English as a second language; guidance on writing resumés, job search and job interviews; training on labour rights; and work placement in local enterprises, community renovation projects and charity shops. FLEX, *Identification and Support of Victims of Trafficking for Labour Exploitation in the Netherlands, the UK and Romania*, 2016.

¹⁵ See <https://www.salvationarmy.org.uk/community-hubs>.

¹⁶ C. Andreatta, "Protection, Assistance and Social (Re)integration of Human Trafficking Survivors".

In some countries (e.g. Denmark, Germany, Finland, Sweden), these services are part of the integration package targeting migrants, refugees and asylum-seekers and they are combined with welfare services (housing, children support, cash benefits). The difference observed across countries relates mainly to the overall approach implemented for labour market integration (mainstreamed vs. targeted approach) and the institution responsible to coordinate service delivery (local authorities, Public Employment Services, social services, migration offices, or civil society organizations).

2.1 Individualized assessment and individual integration plan

Although there is no unique strategy for the successful integration of victims of trafficking, two elements emerge as essential from the literature and national practices. First, victims of different types of trafficking face unique problems, have specific needs and confront specific barriers, thus integration of these groups requires different approaches. Assistance should be centred on the victims' needs, age and should be gender-specific, as well as specific to the form of trafficking the victim has experienced.¹⁷ Second, the duration of the assistance should not have an established end-point and should be carefully and continuously assessed by trained caseworkers.

A needs assessment is usually carried out immediately after the identification of the potential victim. In countries where there is a national referral mechanism (e.g. Czech Republic, Italy, United Kingdom, the Netherlands) the assessment of protection and assistance needs is done at intake. This preliminary assessment is then reviewed during the recovery period by the caseworker and the victim with a view to supporting the latter in making the transition to longer-term socio-economic inclusion services.¹⁸

In countries where the delivery of longer-term social and integration services is not included in the protection and assistance package (e.g. United Kingdom, the Netherlands), victims are referred at the end of the recovery and reflection period to different authorities according to their residence status. Victims with a regular residence status are mostly referred to the national or local authorities responsible to manage social and labour market integration services (social and employment services), while those who claim international protection are directed to the social integration programmes for refugees and asylum seekers.

In United Kingdom, for instance, victims of modern slavery lawfully in the country need to register with the welfare services after the protection period. Welfare caseworkers develop in collaboration with the victim an individual integration (or social activation) plan that details the type, duration and sequence of the different services the individual will receive, as well as the service providers that will be responsible for the delivery.

In countries where there is a continuum of assistance for victims of trafficking, the service provider responsible for protection and first assistance is also assigned the task to coordinate the delivery of longer-term integration services in partnership with other service providers, and especially with the Public Employment Service for labour market inclusion (e.g. Belgium, Croatia, Portugal, Sweden). In these instances, the integration plan just complements the individual needs assessment carried out during the identification of the victim, as modified during the recovery process. In Belgium, for example, victims of trafficking may be referred by the main protection and assistance provider to the integration and orientation programmes for refugees and newly arrived migrants and to the vocational

¹⁷ EIGE, *Gender-specific Measures in Anti-trafficking Actions*, 2018.

¹⁸ ILO, *Protection and Assistance of Victims of Labour Exploitation*.

training programmes organized by the Public Employment Services.¹⁹ In Finland the municipal social service units that focus on service provision for migrants normally also handle integration services for victims of trafficking. The integration plan is drafted by the social worker in cooperation with the client to make sure it responds to their specific needs, skills and circumstances. The early stage integration services included in the plan include guidance and advice, a language skills test, a skills assessment language training, education, labour market training or a work try-out.²⁰

2.2 Language training

There is an ample body of evidence demonstrating the positive relationship between the knowledge of the host country language and the labour market integration of migrants and refugees.²¹ Several studies emphasize the importance of timing, length, flexibility of provision (format and times in the day) of language training and its combination with work-related experiences.²²

Language training delivered on-the-job enables individuals whose foreign credentials are not equivalent to domestic qualifications to acquire the missing skills needed to achieve equivalence to practice an occupation in the host country. This type of programme is quite promising as it offers real-life language practice, helps to build core employability skills and promotes employment over welfare dependence.²³

In Belgium, for instance, the Flanders Public Employment Service (VDAB) provide language training and a work coach in enterprises to help foreign-speaking migrants and refugees to communicate with their Dutch co-workers. In Finland, language-training programmes envisage that part of each workday is spent in language classes. In Norway there are similar “language apprenticeships” that are part of individualised employment plans. Beneficiaries spend two days in a workplace to learn work-related vocabulary and gain Norwegian labour market experience.²⁴ In Denmark, the so called “staircase” (or transitional) model is directly aimed at introducing migrants and refugees to the Danish labour market in a step-by step process. The first step (four-eight weeks) is to identify the competencies of the individual, combined with Danish language lessons. The second step is a trainee placement in an enterprise, followed by more Danish lessons. At his point, the individual is ready to enter a subsidized job.²⁵

¹⁹ OECD, *International Migration Outlook 2018*, 2018.

²⁰ Council of the Baltic Sea States, *Road Map for Integration of Victims of Human Trafficking among Migrants in Finland, Germany, and Sweden*, 2018.

²¹ There are several researches that show that migrants who are proficient in the host country language have higher employment and earnings compared to non-proficient migrants. This holds true in Europe, United States, Canada and Australia. See B. Chiswick, “The Economics of Language: An Introduction and Overview”, IZA Discussion Paper No. 3568, 2008; A. Damas de Matos e T. Liebig, “The Qualifications of Immigrants and their Value in the Labour Market: A Comparison of Europe and the United States”, in OECD and European Union, *Matching Economic Migration with Labour Market Needs*, 2014; J. Clausen et al., “The Effect of Integration Policies on the Time until Regular Employment of Newly Arrived Immigrants: Evidence from Denmark”, *Labour Economics* 16, 2009, 409–441.

²² P. Andersson Joona, e L. Nekby, “Intensive coaching of new immigrants: An evaluation based on random program assignment”, *Scandinavian journal of economics* 114 (2), 2012, 575–600; O. Aslund and P. Johansson, “Virtues of SIN: Can Increased Public Efforts Help Disadvantaged Immigrants?”, *Evaluation Review* 35(4), 2011, 399–427.

²³ I. Martin et al., *From Refugees to Workers: Mapping Labour-market Integration Support Measures for Asylum Seekers and Refugees in EU Member States* (Bertelsmann Stiftung e European University Institute, 2016).

²⁴ OECD, *Making Integration Work: Refugees and Others in Need of Protection*, 2016.

²⁵ European Parliament, Directorate-General for Internal Policies, *Labour Market Integration of Refugees: Strategies and Good Practices*, 2016.

Since 2015, the German Government has made vocational language a core element of its migrant integration policy by introducing a vocational language training programme in its migrants' Integration Course.²⁶ The programme — available to participants with certified German language skill level of B1 or higher — include work-specific language tuition, including vocabulary for communication in the workplace, as well as a training module. The content of the training module depends on the course provider as well as the individual skills profile of participants, but they are supposed to include three components: specialised classes (including labour market information and job search training), an internship and site visits (for a maximum duration of six months).²⁷

2.3 Skills assessment and recognition of prior learning

Aside the knowledge of the host country language, the skills level of victims is perhaps the most critical component in determining their labour market integration pathway. Victims of trafficking — like asylum seekers and refugees — do not have documentation that may prove their educational and/or professional background, which complicates the planning of labour market services and the matching with job opportunities.²⁸

A preliminary identification (mapping) of skills is generally carried out at an early stage, during the interviews the victims undertake as part of the assessment of protection and assistance needs. This, however, is just the first step in the validation of informal and non-formal skills and competences, which is necessary for employment service providers to plan further training and ultimately match individuals with employment opportunities. Only some countries in Europe (e.g. Belgium, Denmark and Finland) have a standardized system for the validation of informal and non-formal learning, but these are not designed to account for the specific needs of migrants or refugees. In other countries (e.g. Austria, Germany, Sweden) different approaches and tools have been developed, especially by the Public Employment Services, to assess and validate informal and non-formal skills (Box 1).

2.4 Remedial education programmes

Available data on the profile of victims of trafficking relates only sex, age, country of origin and type of exploitation suffered, with no reference to the level of education the victim had at the time of identification. If the share of victims with only basic skills is as high as that recorded among migrants and refugees in countries like Italy, Spain, Greece, Germany and Sweden, this would point to the need of including remedial education schemes into national integration programmes.²⁹ Despite the need of intensive remedial education, early skills training for newly-arrived immigrants and refugees is mainly focused on language training. This may imply that host country language courses may be tasked *de facto* to provide beneficiaries with basic skills or that low-educated beneficiaries remain parked in

²⁶ The German Integration Course in Germany offers 100 hours of orientation (practical, cultural and historical information on Germany) and 600 hours of German language classes. See OECD, *Labour Market Integration of Refugees in Germany*, 2017.

²⁷ OECD, *Labour Market Integration of Refugees in Germany*.

²⁸ EC, *Public Employment Services (PES) Initiatives around Skills, Competencies and Qualifications of Refugees and Asylum Seekers*, 2017.

²⁹ In 2018, the share of migrants (15-64) with less than secondary educational attainment was 54 per cent in Italy, 46 per cent in Greece, 45 per cent in Spain and 41 per cent in Germany and Sweden. Eurostat, "Population by educational attainment level and citizenship", 2016 (online code: edat_lfs_9911).

language courses well beyond the integration period.³⁰ There is anecdotal evidence that in cases where victims cannot read and write, the main service provider responsible for reintegration will orient them to specialised structures that run literacy classes or provide direct assistance through volunteers.³¹

Box 1: National practices to assess informal and non-formal skills

In 2015, Public Employment Service (PES) of Austria piloted a multilingual competence check (Kompetenzcheck) aimed at collecting information on education, language skills, previous work experience, vocational training, desired profession economic sector and job tasks of previous employment of migrants and refugees registered as unemployed. The objectives are to: (i) correctly identify the skills of migrants and refugees who could speak little German and had no documentation and (ii) allow PES caseworkers to plan the necessary integration measures. The measure was rolled out in 2016 and it is now offered in nine different languages by every local PES office in the federal provinces.

The vocational competence tests, 'MYSKILLS', was launched in Germany in 2016 in order to identify the competencies and work-relevant skills of refugees and migrants. There are different multilingual tests for around thirty different professions that use pictures and videos to assess the job-relevant skills of refugees, as well as domestic low-qualified jobseekers with work experience. The professions were chosen according to a mix of factors like work experience of refugees and formally low-qualified workers, the existence of partial qualification models, the duration of vocation education and training qualification and skills demand. The aim of the test, available in six different languages, is to make informal or non-formal learning (competencies) visible and usable for job entry.

The Swedish Public Employment Service help refugees assess their own skills and qualifications through multi-lingual, online guides on different occupations (property maintenance, catering, transport, cleaning, care, commerce and technology). The guides were developed together with employers' organisations, and PES counsellors can assist refugees in using the guides.

Since 2017, Norway has been using a tool to map the individual skills and qualification of asylum seekers and refugees. It consists of about 70 different questions, covering languages, education and qualifications. For those with limited educational background, the tool maps basic skills. The tool also maps work experience and interests in order to have a foundation to evaluate the individual's possibilities in the Norwegian labour market. There are also questions about their family and network in Norway, which can provide a foundation for the job placement decision. The tool is constructed to route respondents to the set of questions most relevant to them and it uses standardised responses like yes and no or lists from which candidates must select the most suitable answer.

Source: EC, *Austria PES Practice: Competence Check*, 2019; EC, *Germany PES Practice : MYSKILLS — Recognising Professional Competencies*, 2019; EC, *Public Employment Services (PES) Initiatives around Skills, Competencies and Qualifications of Refugees and Asylum Seekers*, 2017; OECD, *Labour Market Integration of Refugees in Germany*, 2017).

³⁰ OECD: *Skills and labour market integration of immigrants and their children in Sweden* (OECD, Paris, 2016)

³¹ C. Talens and C. Landman, *Good Practices on the (Re)integration of Victims of Trafficking in Human Beings in Six European Countries* (BlinN, Change, and Oxfam GB, 2003).

2.5 Vocational training programmes

Training is the most common measure offered to victims of trafficking, migrants and refugees. The evaluation of vocational training measures implemented by European countries over the last two decades have identified several key features that contribute to increasing the employment and earning outcomes of beneficiaries (Box 2).

Box 2: Key success features of vocational training programmes

The success of labour market training programmes depends on the skills imparted and the degree to which they meet labour demand. Successful programmes use labour market information to identify emerging sectors and occupational areas, including through employers' survey, skills forecasting systems or sectoral committees.

Evidence indicates that programme design that combines different training approaches have a higher probability of yielding positive labour market impacts. Compared to in-classroom training alone, a combination of in-classroom and workplace training increases the likelihood of positive labour market impact. When this is combined with other services (career counselling and guidance, placement services), the probability of a positive impact increases further.

The duration of training is key factor in determining effectiveness. Long training programmes (over nine months) risks locking-in participants and lead to lower employment outcomes, while programmes that are less than two months may fail to deliver the required skills. The length of training programmes should be based on the skill/occupational area, the level of skill participants already have and the different components of the training programmes. On average, the length of most comprehensive training programs is three to four months for technical training with an additional two to four months of work experience in enterprises.

Training programmes have the best outcomes when they target individuals with low skills, who have spent time out of work and have no previous (or relevant) work experience.

Source: D. Card, J. Kluve and A. Weber, "Active Labor Market Policy Evaluations: A Meta-analysis", CESifo Working Paper No. 2570, 2009; S. Dench et al., *The Impact of Learning on Unemployed, Low-qualified Adults: A Systematic Review*, Research Report No. 375 (United Kingdom, Department for Work and Pensions, 2006); J. Kluve: "The effectiveness of European Active Labor Market Programs", *Labour Economics* 17, 2010, 904-918; J.P. Martin, "Activation and Active Labour Market Policies in OECD Countries: Stylized Facts and Evidence on Their Effectiveness", IZA Policy Paper No. 84, 2014.

Impact evaluations researches aimed at measuring the effectiveness of vocational training schemes delivered as part of migrant and refugee integration programmes, substantially confirm the importance of training content, mix of delivery modes, duration and targeting. Vocational training seems to help migrants the most when it is combined with language training and work experience, it leads to a recognized qualification and lasts no longer than six months, as this decreases the lock-in effects that delay job entry.³² Sweden, for example, introduced Vocational Packages in its Introductory Programme targeting newly-

³² Ö. Bilgili, *Evaluating Impact: Lessons Learned from Robust Evaluations of Labour Market Integration Policies* (Migration Policy Group, 2015). In Belgium, short term vocational training programmes were found to raise employment probabilities for migrants by 15 percentage points one year after programme start, with lock/in effects lasting only as long as the programme, see B. Cockx, M. Lechner and J. Bollens, "Priority to Unemployed Immigrants? A Causal Machine Learning Evaluation of Training in Belgium", CEPR Discussion Paper No. 14270, 2020.

arrived migrants and refugees. These modularized programmes combine language and vocational training, leading to a partial qualification in occupations most demanded in the labour market. The Packages are defined, at regional or national level, by employers, industry experts, local authorities and training providers.³³

In addition to the above-mentioned features, the design of vocational training programmes for victims of labour exploitation should factor in two additional considerations. First, victims of labour exploitation may be more work-ready compared to victims of other types of exploitation, and this calls for programmes with a strong enterprise-based learning component, which would also address employers' concerns in recruiting individuals with no documented work experience. Second, the appropriateness of re-integrating victims of trafficking in the same occupation or economic sector in which they were exploited needs to be balanced against the possibility of re-victimization.

2.6 Subsidized private sector employment

Wage subsidies provide incentives to employers for recruiting new workers by lowering the cost of labour. These interventions usually take the form of direct wage subsidies, temporary waivers of social security contribution or monetary grants to enterprises to cover, in full or in part, the labour costs for worker.

Private sector wage subsidies have been found to be especially effective for the labour market integration of migrants, especially when implemented early in the unemployment or welfare spell or within the first year since arrival in the host country.³⁴ There is evidence that subsidised employment is also cost-effective, as work-based incomes lowers public expenditure on social transfers and eases the permanent transition into employment.³⁵

Recruitment subsidies for a limited period are more efficient than open-ended ones. The duration of the subsidy should reflect the type of problems that it seeks to overcome. Short-term subsidies (six months or less) are useful for overcoming an employer's initial reluctance to recruit due to the absence of signals on the individual's productivity. Medium-term and longer subsidies (from nine months to two years) can help low-skilled and other disadvantaged workers (especially migrants and refugees) to develop the necessary skills and increase their productivity.

In Denmark, for example, the integration programme targeting refugees includes various types of measures, including counselling and guidance, education and training, wage subsidies (mainly in the private sector) and direct employment programmes in the public sector. The impact of the Danish integration programme was evaluated twice, on newly-arrived migrants and on refugees receiving social assistance. Both studies found that that private sector employment subsidies were the most effective in improving refugees' likelihood of obtaining a regular job and exiting social assistance. Participants took, on average, 14-24 fewer weeks to find a job and the programme reduced the duration of social assistance

³³ M. Kuczera and S. Jeon, "Vocational Education and Training in Sweden", OECD Reviews of Vocational Education and Training, 2019.

³⁴ L. Nekby, "Active Labor Market Programs for the Integration of Youths and Immigrants into the Labor Market. The Nordic Experience", CEPAL Serie Macroeconomía del desarrollo No. 73, 2008; U. Rinne, "The Evaluation of Immigration Policies", IZA Discussion Paper No. 6369, 2012; J. Kluve, "The effectiveness of European Active Labor Market Programs". *Journal of Labour Economics* 17, 2010, 904-918; D. Card, J. Kluve and A. Weber, "Active Labor Market Policy Evaluations: a Meta-analysis", CESifo Working Paper No. 2570, 2018; S. Butschek and T. Walter, "What Active Labour Market Programmes Work for Immigrants in Europe? A Meta-analysis of the Evaluation Literature". *IZA Journal of Migration* 3, 48, 2014.

³⁵ Ö. Bilgili, *Evaluating Impact: Lessons Learned from Robust Evaluations of Labour Market Integration Policies* (Migration Policy Group, 2015).

by 10-15 months (compared to a reduction of duration of social assistance of only four months for the direct employment programme).³⁶ These findings were included in the design of the “staircase” (*Integrationsgrunduddannelsen*–;IGU) programme, negotiated with the social partners and aimed at easing the entry of refugees in the Danish labour market. After Danish language training, refugees undergo 20 weeks of learning at the workplace and then are placed in a subsidized job in the private sector for a period ranging from six to 12 months.³⁷

In a similar fashion, Sweden has been implementing since 2007 the Special INtroduction (SIN) programme to promote the integration of newly arrived immigrants into the labour market. This programme offers the possibility for new arrivals to combine language training with subsidized part-time employment. Entry in the programme is contingent on participating in the Swedish Tuition for Immigrants provided by the municipalities. Private sector employers receive 80 per cent of the salary costs for a period ranging from six to 24 months. The salary is fixed in accordance with collective agreements. The evaluation of the pilot implemented in 2006 in twenty municipalities show that the SIN programme increased the rate of outflow of migrants and refugees into employment by 12 per cent.³⁸

2.7 Other labour market measures

Other labour market integration measures that included in the support package targeting victims of exploitation include temporary public sector jobs and business start-up schemes.

Subsidised public sector jobs do not significantly influence employment outcomes for any population groups (migrants, refugees, native workers), and in some instances they even worsen their employment prospects.³⁹ However, for victims of trafficking these measures may offer a period of work experience, which in turn is valued by employers when screening potential workers.

Self-employment and start-up schemes that have positive outcomes combine vocational and business training with business development services and financial support (e.g. non-refundable grants, loans and fiscal incentives), as well as counselling, guidance and quality mentoring and coaching. Programmes should be alert to the differences between individual’s skills, experience, status, aspirations and capacity to obtain resources, all of which in-

³⁶ J. Clausen et al., “The Effect of Integration Policies on the Time until Regular Employment of Newly Arrived Immigrants: Evidence from Denmark”, *Labour Economics* 16, 2009, 409-417; E. Heinesen et al., “The Effects of Active Labour Market Policies for Immigrants Receiving Social Assistance in Denmark”, IZA Discussion Paper No. 5632, 2011.

³⁷ European Parliament, Directorate-General for Internal Policies, *Labour Market Integration of Refugees*.

³⁸ O. Aslund and P. Johansson, “Virtues of SIN”.

³⁹ See J. Kluve, “The effectiveness of European Active Labour Market Programs”, *Journal of Labour Economics* 17, 2010, pp 904–991; D. Card et al., “What Works? A Meta-analysis of Recent Active Labour Market Program Evaluations”, *Journal of the European Economic Association* 16/3, 2018, 894–931; S. Butschek and T. Walter “What active labour market programmes work for immigrants in Europe? A meta-analysis of the evaluation literature”, *IZA Journal of Migration* 3/48, 2014.

fluence their ability to establish and run a business successfully.⁴⁰ Although there are examples of start-up schemes with a positive effect on migrants' transition to unsubsidised self-employment, only few among them have the skills and potential to work as entrepreneurs. Furthermore, these programmes usually reach a small number of beneficiaries every year.⁴¹

3. Governance structure and delivery mechanism

The governance structures and delivery mechanisms of social and labour market integration services for victims of exploitation vary according to three key factors, namely

- (i) the inclusion of longer-term victim integration services in the national protection and assistance system
- (ii) the presence of a national referral system or mechanism, and
- (iii) the policy approach adopted at national level for the integration of migrants, refugees and asylum seekers.

In countries where social and labour market inclusion is part of the protection and assistance system for victims of exploitation (e.g. Italy, Croatia, Portugal), the government agency (or inter-ministerial institution) tasked to coordinate the identification, protection and assistance of victims is also responsible to manage longer-term reintegration services.

In countries that do not offer longer-term integration services as part of the victim protection system (e.g. United Kingdom, the Netherlands, Sweden), but have a national referral system or mechanism in place, victims are referred to another national and local authority that coordinates social and labour market service delivery. Finally, when foreign victims of exploitation are directed to the national integration programmes for migrants, refugees and asylum seekers, the governance structures and service delivery mechanisms vary across countries, but often primary responsibility is given to local authorities (municipalities, social or welfare services).

Notwithstanding the differences that exist in the governance structures and service delivery mechanisms across countries, the Public Employment Service (PES) is always involved — in some countries early on, while in others they came on at a later stage — in integration pathways of victims.

3.1 Longer-term integration services that are integral part of the victim protection system

The 2018 ILO review of country practices on policies and programmes against forced labour highlights that many national victim protections systems prioritize immediate assistance (i.e. temporary shelter, health care and psychological counselling) over longer term support (i.e. labour market integration programmes and financial assistance), which, conversely, is of the essence to ensure the long-term reintegration of persons exposed to labour

⁴⁰ M. Caliendo and S. Kunn, "Start-up Subsidies for the Unemployed: Long-term Evidence and Effect Heterogeneity", *Journal of Public Economics* 95, 2011, 311–331; J. Wolff and A. Nivorozhkin, "Start Me Up: The Effectiveness of a Self-employment Programme for Needy Unemployed People in Germany", *Journal of Small Business and Entrepreneurship* 25/2012, 499–518.

⁴¹ In Germany two self-employment programmes were found to be effective for migrants. The first provided relatively high financial support for six months, while the second programme made lower monthly lump-sum payments for up to three years. Both programmes successfully helped two quarters of participants to secure employment and leave welfare benefits five years after their company's start-up. See M. Caliendo and S. Kunn, "Start-up Subsidies for the Unemployed"; J. Wolff and A. Nivorozhkin, "Start Me Up".

exploitation and prevent their re-victimization.⁴² This shortcoming was also highlighted during a recent evaluation of national practices under the Convention on Action against Trafficking in Human Beings, where State parties were recommended to ease long-term assistance and reintegration of victims into society, including vocational training, education and work.⁴³

In the few countries where longer term reintegration services are part of the victim protection system (e.g. Italy, Croatia, Portugal), their governance system and delivery mechanisms depends on how victim identification and protection is organized.

In Italy, for example, assistance to victims of trafficking is coordinated and financed by the Department for Equal Opportunities of the Council of Ministers. The delivery of protection and assistance services is assigned through calls for project proposals submitted by Regions, Autonomous Provinces, municipalities and civil society organizations. In order to be approved, project proposals need to include immediate assistance services, support in obtaining a residence permit, language courses, vocational training and support to enter the labour market or return to the home country (Box 3). Service delivery needs to comply with the standard operational procedures established at national level.⁴⁴

Box 3: Social and labour market integration for victims of trafficking in Italy

In Italy, the protection, assistance and integration services of victims are contracted by the Department of Equal Opportunities to local-level actors (Regions Autonomous Provinces, municipalities, civil society organizations) for a maximum period of 15 months. In order to be approved, project proposals are mandatorily required to cover the following activities:

- First contact with population groups at risk of exploitation, including refugees and asylum seekers
- Identification of victims and delivery of protection and immediate assistance services (accommodation, health care and legal aid)
- Support in the attainment of a temporary residence permit
- Training: language skills, job search, vocational training, and
- Support to social integration: individualized integration plan, vocational guidance, skills development and labour market programmes

A review of the assistance provided to victims of trafficking in the period 2000-2007 shows that approximately 27 per cent of identified victims received social and labour market integration services (language training, employment counselling, vocational training, job search support), while 18 per cent of the victims identified in 2008 had access to employment opportunities (212 persons out of the 1,172 victims identified and included in immediate assistance services), mainly in personal care services, industry and commerce.

Source: Italy, Department for Equal Opportunities, "Bando per progetti di assistenza a favore delle vittime di tratta", 2017; S. Caneppele and M. Mancuso, "Are Protection Policies for Human Trafficking Victims Effective? An Analysis of the Italian Case", *European Journal on Criminal Policy and Research* September 2012.

⁴² ILO, *textitEnding Forced Labour by 2030: A Review of Policies and Programmes*, 2018.

⁴³ GRETA, *9th General Report on GRETA Activities*, 2020, 54.

⁴⁴ See Italy, Department for Equal Opportunities, "Piano d'azione nazionale contro la tratta e il grave sfruttamento degli esseri umani 2016-2018", 2016, Annex I (in Italian only).

In Croatia, the coordination of protection and assistance activities is entrusted to the Operational Team of the National Committee for Combatting Trafficking in Human Beings. This National Committee — chaired by the Deputy Prime Minister responsible for social welfare and human rights — includes representatives of several Government ministries (Interior, Health, Social Policy and Youth Labour, Foreign and European Affairs, Justice, Education and the Office for Human Rights) other public agencies (Public Prosecution Service and the Croatian Employment Service) and civil society organizations. At the local level, assistance to victims of trafficking is co-ordinated by mobile teams composed of trained representatives of the social services, the Croatian Red Cross and civil society organizations active in the field of anti-trafficking. The mobile teams have the responsibility to collaborate with the police to identify victims, develop an individualised assistance and protection programme tailored to victim's needs and organize their referral to different service providers, including the Croatian Employment Service. Standard Operational Procedures for the identification, protection and assistance of victims were developed by the Ministry of Social Policy and Youth and are applied by the mobile teams. According to the 2012 Protocol on the integration/reintegration of victims of trafficking, the Employment Service is tasked to provide victims of trafficking the whole spectrum of employment services (labour market information, employment counselling and vocational guidance, individual employment planning, job search assistance and job vacancy referral) and active labour market programmes (vocational training, work experience schemes, wage subsidies and self-employment support) that are available to disadvantaged population groups.⁴⁵

Portugal has a rather complex system for the identification, assistance and protection of victims of trafficking. The Network of Support and Protection to Victims of Trafficking (RAPVT) serves as a mechanism of enhanced co-ordination and information-sharing at the national level. It brings together governmental agencies (Migration, Foreign Affairs, Interior, Justice, Health, Labour Conditions Authority, and the Institute of Social Security) and roughly twenty non-governmental organisations active in the anti-trafficking field. The Network was instrumental to the changes made in 2013 to the National Referral Mechanism, which now provides protection and assistance to victims of different forms of exploitation (sexual, labour, forced begging and illicit activities). The delivery of protection and assistance is entrusted to regional Multi-disciplinary teams (EME), which comprises staff of local government, law enforcement agencies (police and immigration services), health structures, children protection services, employment agencies and civil society organizations.⁴⁶ The delivery of the specialized services a victim may need (health, housing, education, vocational training and employment) is managed through the multi-agency protocols of agreements signed for the setting up of the regional multi-disciplinary teams. As it occurs in Croatia, the Portuguese Public Employment Service (*Instituto do Emprego e Formação Profissional* — IEFP) provides mainstreamed employment services and programmes (counselling, guidance, training, job subsidies), but it also has a line of services targeting migrants and refugees, like Portuguese language classes (*Português Para Todos* at

⁴⁵ GRETA, *Report Concerning the Implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Croatia. Second Evaluation Round*, 2015; Council of Europe. *Compendium of good practices on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings*, 2016; Croatia, Government, textitProtocol on Trafficking in Human Beings: Victims Integration/ Reintegration, 2012.

⁴⁶ GRETA, *Report Concerning the Implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Portugal. Second Evaluation Round*, 2016; OECD, *The Integration of Refugees in Portugal*, 2017; Portugal, "Observatório do Tráfico de Seres Humanos / Observatory on Trafficking in Human Beings", n.d..

level A2 and B2); mentors for migrants (where volunteer mentors support migrants with all aspects of daily life in Portugal, including finding a job); and “Migrant Entrepreneurship”, an entrepreneurial skills development training course, which serves as an induction programme for the other business start-up offers of the Public Employment Service.⁴⁷

3.2 Longer-term integration services provided outside the victim protection system

As already mentioned, in several European countries the focus of the protection systems for victims is to provide immediate assistance for a pre-established period from 30 to 90 days, with possibility of extension if the victim cooperates in criminal proceedings).⁴⁸ At the end of this period, the social and labour market integration services victims have access to depends on their residence status.

In United Kingdom, for example, at the end of the recovery and reflection period victims may take three different routes managed by three different authorities, according to their residence status and personal circumstances. If victims have the right to remain in the country, they may register with the social welfare office for support. If the victim claims international protection, s/he becomes the responsibility of the National Asylum Support Service, which provides access to the National Health System (NHS), housing and financial support until a final decision on the claim is made (usually within six months). If a victim of trafficking wishes to return to his/her home country, s/he is directed towards the Voluntary Return Service, which can assist with flights, travel documents and financial assistance.⁴⁹ Several shortcomings were identified in relation to the transition of victims of modern slavery to the mainstreamed Department of Work and Pension (DWP) benefit systems managed at local level. Much depends on the willingness of service providers (the Salvation Army or its sub-contractors) to follow-up with local welfare and employment offices and help victims in complying with the required procedures and paperwork, as these tasks are outside the Victim Care Contract funded by the Home Office.⁵⁰ In geographical areas with a prevalence of modern slavery, District JobCentrePlus offices (the United Kingdom Public Employment Service) have identified a lead staff responsible to network with local support providers catering to modern slavery victims and coordinate the delivery of employment services and labour market programmes on a case management approach.⁵¹

In the Netherlands the responsibility for trafficked victims passes to local authorities after their exit from the victim protection and assistance system managed by the Anti-trafficking Centre (CoMensha). The transition from one system to the other, however, is eased by the extensive mandate of local municipalities in the organization and delivery of public services (housing, education, adult training, health care, migrant reception and integration, welfare and employment services) and their more intensive interaction and networking with civil society organizations that cater to the needs of specific population groups.

⁴⁷ OECD, *The Integration of Refugees in Portugal*, 2017.

⁴⁸ See ILO, *Protection and Assistance of Victims of Labour Exploitation*.

⁴⁹ United Kingdom, Home Office, *Modern Slavery Act 2015 — Statutory Guidance for England and Wales*, 2020.

⁵⁰ See United Kingdom, House of Commons, [Victims of Modern Slavery: Twelfth Report of Session 2016–17](#) 2017.

⁵¹ Council of Europe, *Compendium of good practices*.

In Sweden, municipalities are responsible to assist victims of trafficking (housing, financial assistance, interpretation and psychosocial support). This is done through the municipal social services, which are responsible for preparing an individual treatment plan for each victim. Actual service delivery is often entrusted to civil society organizations. What makes Sweden different from the other countries is the far-reaching mandate given to the Public Employment Service for the integration of newly-arrived migrants and refugees. In 2010 the country introduced a sweeping reform that shifted the responsibility for migrant integration from local municipalities to the Public Employment Service (PES). The PES provides individualized assistance through the “introduction plan”. This plan includes language training; employment counselling and guidance; validation of education and professional experience, civic orientation, assistance in finding accommodation, and incentives for employers to offer apprenticeship and traineeship schemes. Participation is voluntary but comes with financial benefits (administered by the Swedish Social Insurance Agency) conditioned to active and full-time participation in integration activities. The benefits continue for six months after participants have found work, with the amount being reduced in proportion to the time spent working (in-work benefits).⁵²

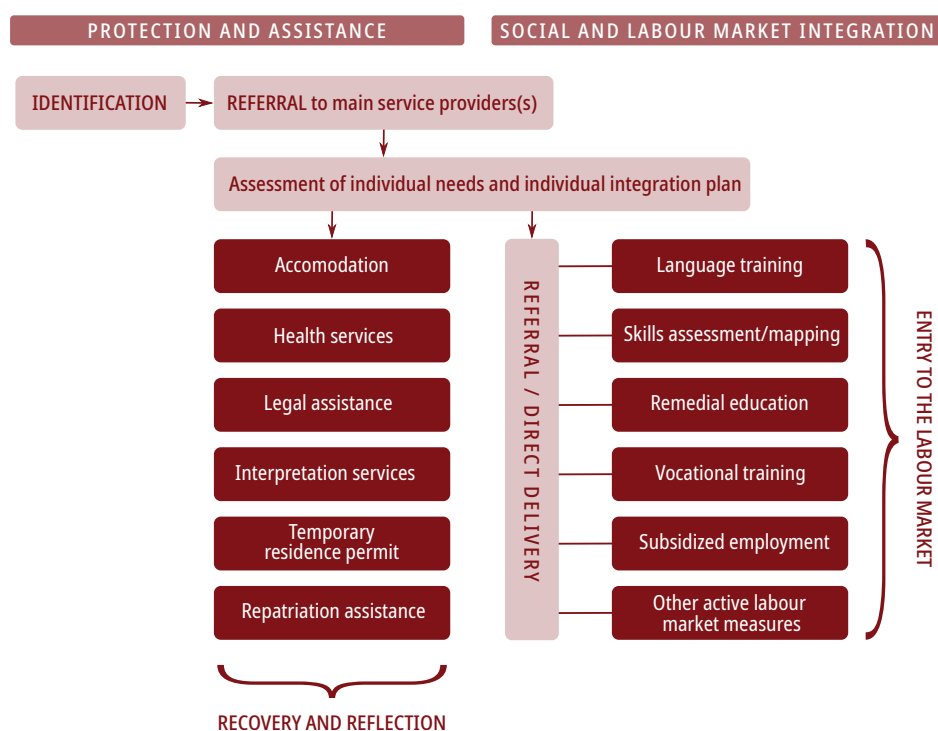
The flowcharts below show the two main approaches used by countries in Europe to manage the transition from the protection system to longer-term social and labour market integration of victims of trafficking. The first chart (Figure 1) reflects the “continuum of assistance” approach, where the same actors that provide protection and immediate assistance services are also responsible to coordinate integration measures. This is the approach used by Croatia, Italy and Portugal. Whereas Croatia and Portugal rely on the local network of existing public social and employment services, in Italy the services are often organized and managed in-house by the civil society organizations contracted to assist victims of trafficking.

The second chart (Figure 2) reflects the experience of countries like United Kingdom, the Netherlands and Sweden, where the responsibility for longer term integration of victims is transferred at the end of the recovery and reflection period to other national or local authorities, according to the victim’s residence status. The effectiveness of this model depends crucially on referral and networking between service providers.

4. Conclusions and key learning

The legal instruments adopted at international and European level to tackle labour exploitation, human trafficking and modern slavery practices call for the protection and immediate assistance of victims, as well as their longer-term social and labour market integration. Most of the victim protection systems developed in European countries were originally developed as part of policy frameworks to tackle trafficking of human beings, and foremost trafficking for sexual exploitation. In the last few years, these systems have gradually expanded to encompass other types of exploitation (labour exploitation, forced begging, organ harvesting). The focus of victim protection systems, however, remains centred on immediate assistance (shelter, healthcare, psychological counselling and legal aid), with less attention paid to the more complex requirements that emerge as time passes and essential needs are satisfied.

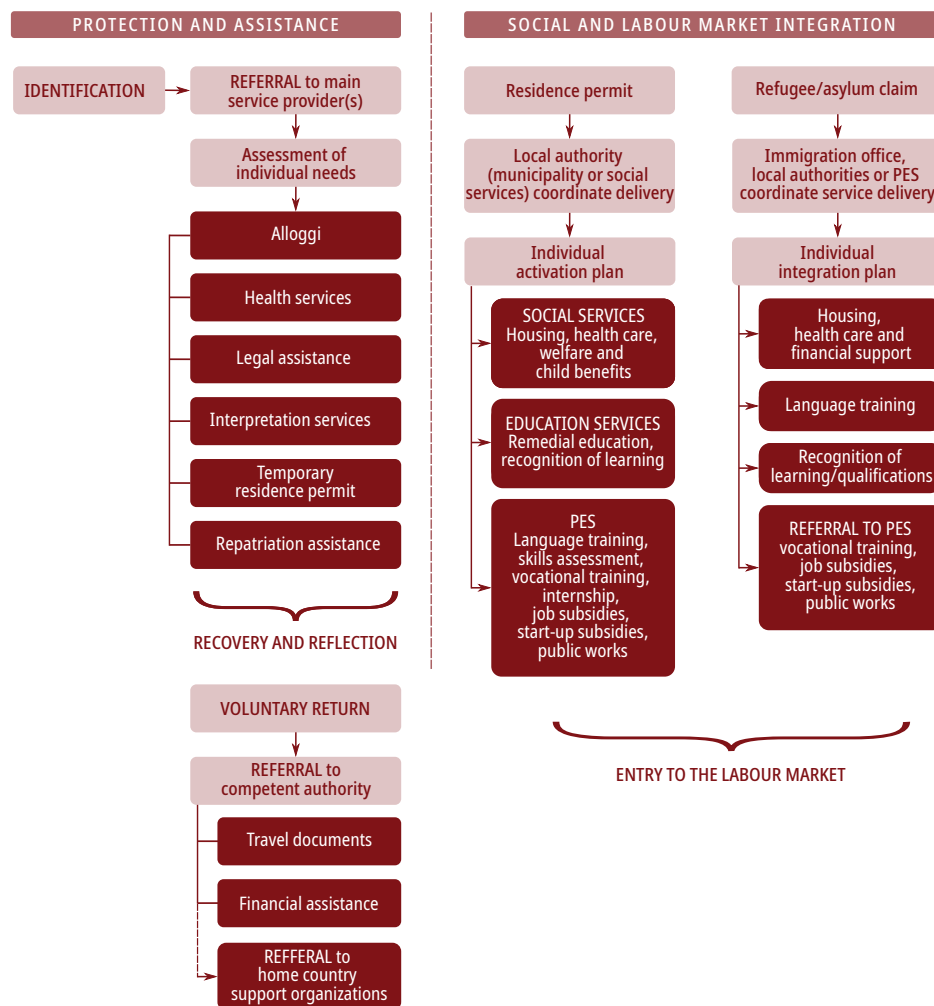
⁵² S. Aiyar et al., “The Refugee Surge in Europe: Economic Challenges”, IMF Staff Discussion Notes No. 2, 2016; EC, *Public Employment Services (PES) Initiatives around Skills, Competencies and Qualifications of Refugees and Asylum Seekers*, 2017.

Figure 1: Integration as part of victim protection system

There are no country examples of longer-term integration services targeting specifically victims of labour exploitation and only few examples concerning women victim of sexual exploitation. The national practices analysed in this technical note also cover the integration programmes targeting migrants, refugees and asylum seekers, as the boundaries between victims of trafficking, migrants and beneficiaries of international protection tend to blur once individuals exit the victim protection system.

National practices that although there no single approach for the integration of victims of exploitation, services and programmes are fairly similar and cover language training, skills assessment and recognition of learning, vocational training, work experience schemes, job subsidies and business start-up incentives. The main cross-country differences are found in governance structures and delivery mechanisms, as the service pathways victims undertake after the protection period depend on their residence status (regular residence permit vs. international protection claimant). Despite country differences, early intervention, duration and type of support based on individual circumstances, and case management approaches are considered key to achieve sustainable outcomes.

Social and labour market integration needs to be planned early in the victim recovery process to ensure uninterrupted support, minimize the lock-in effects of certain measures (mainly language and vocational skills acquisition) and maximize the positive impact of labour market integration measures, as suggested by evidence. Countries that provide longer-term social and labour market integration services as part of the victim protection system are better able to guarantee a continuum of support, but may face challenges in coordinating multiple public and private service providers or in securing the financial resources required to engage the needed range of professional expertise. In countries where the longer-term integration services available to victims are the same of those provided to the general public, the spectrum of measures may be wider and better able to respond to multiple and complex needs. The transitioning to a different support system, however, may cause delays in service delivery and be subject to administrative procedures that vic-

Figure 2: Integration outside the victim protection system

tims have difficulties to comply with, thus increasing the risk of re-victimization. Also, different levels of assistance may be granted to victims according to their residence status. This is, for example, the case in United Kingdom where victims of modern slavery with a regular residence status receive less intensive assistance than those who choose to return to their home country or apply for international protection.

The needs of trafficked victims vary depending on their sex, age, type and duration of exploitation. Some victims present high-level needs and require assistance to overcome physical and psychological problems deriving from their experience before they can transition to social and labour market integration services, while other victims need lower levels of support to move on to independent living. In order to enable victims to integrate successfully in society and avoid re-trafficking, support programmes should not be conceived as short-term care, but rather consider the totality of victims' needs, providing for basic needs as well as long-term goals and aspirations. In all European countries reviewed for this technical note, the duration of support is determined by the individual integration (or social activation) plan, which in theory is developed according to individual circumstances and needs, but in practice often reflect the resources available at the local level.

The type of services and programmes victims attend more frequently is not always aligned to the findings of impact evaluation researches. Victims are more likely to attend long vocational training programmes with little work-based learning, while evidence suggests that shorter programme organized on the job increase both employment and earning proba-

bilities. Even though a substantial share of victims of exploitation have low educational attainment, very few among them are given the option of attending combined remedial education and vocation training programmes. Notwithstanding strong evidence on the positive impact of private sector job subsidies for the labour market integration of migrants and refugees, only a small share of them are included in this measure.⁵³

The governance structures of national integration systems vary based on the inclusion or exclusion of social and labour market services in the victim protection system. In the few countries where they are included in the victim protection and assistance, coordination is ensured by the same government agency or inter-ministerial mechanism responsible for victims' identification and protection, while implementation is entrusted to one or more service providers contracted among civil society organizations. In all other countries, longer-term integration services are entrusted to local authorities, except for Sweden, where the Public Employment Service has been given mandate to coordinate the integration programme for migrants and refugees. Local authorities, in turn, delegate responsibility to the social/welfare services or to the immigration services (for migrants and refugees). Their role is direct delivery for the services under their mandate (housing, welfare, childcare assistance) and referral to other public service providers, as needed (healthcare, education and training, employment services). The Public Employment Services come in at a later stage when social needs are satisfied, and the victim is ready for entry in the labour market.

Finally, there is scant information on how countries monitor the quality and effectiveness of the protection and integration services delivered to victims. In the European Union, the gathering and reporting of statistics on trafficking in human beings is required by the Directive 2011/36/EU against trafficking. Data is regularly collected from Member States via their national rapporteurs and/or equivalent mechanisms by the European Commission. In the last data collection exercise (2015-2016), ten countries failed to respond to the more detailed requests on the type of assistance and support received by registered victims.⁵⁴ The figures show that in the period 2015-2016, over 20,500 persons were registered as victims of trafficking. Of these 4,497 received/were receiving assistance (22 per cent), mostly accommodation (66 per cent of all victims receiving assistance) and medical and psychological assistance (56 per cent). Of those victims receiving assistance, only few received reintegration assistance (13.6 per cent), training (11.9 per cent) and job placement (11.2 per cent). According to the information provided by the European Commission, Italy performs rather well in terms of delivery of reintegration, training and job placement assistance, but no information is available on the social and labour market outcomes of victims who have been treated with longer-term integration services.⁵⁵

⁵³ In Sweden, for example, only 2 per cent of migrants assisted through the national Introduction Programmes are included in subsidized employment. See OECD, *Skills and labour market integration of immigrants and their children in Sweden*, 2016.

⁵⁴ Austria, Belgium, Finland, France, Germany, Hungary, Ireland, the Netherlands, Spain and Sweden did not provide data on the assistance provided to victims. See EC, *Data Collection on Trafficking in Human Beings in the EU. Final Report*, 2018.

⁵⁵ In the period 2015-2016, the Italian protection and assistance system offered services to 1,170 victims (out of 1,660 registered victims, of whom only 6 per cent were victims of labour exploitation), reintegration assistance, training and job placement assistance covered 15.6 per cent, 18.4 per cent and 17.5 per cent of all registered victims who received assistance. EC, *Data Collection on Trafficking in Human Beings*, 44.

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