



National Rapporteur on Trafficking in
Human Beings and Sexual Violence
against Children

Trafficking in Human Beings

Tenth Report of the National Rapporteur

SUMMARY

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Reference: National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children (2017)
Tenth Report of the National Rapporteur. The Hague: National Rapporteur.

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Graphic and digital realization: Studio Kers

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Tenth Report on Human Trafficking

Human trafficking assumes many forms, and that diversity means that a report on the phenomenon covers a wide range of subjects. For the Tenth Report on Human Trafficking, it was decided to make clearly defined choices regarding the subjects to be covered. Every topic is connected with the basic theme of ‘identifying human trafficking’, which is fleshed out in three separate studies.

The first study focuses on the identification and protection of non-Dutch victims of human trafficking. This aspect is particularly important because these victims sometimes have no legal residence status in the Netherlands. The current policy prescribes that victims must be offered a reflection period at the slightest indication of human trafficking. The purpose of the reflection period is to give victims an opportunity to calmly consider whether to cooperate with an investigation into the trafficker. The study explores how the policy on the reflection period is applied in practice.

The second study in the Tenth Report on Human Trafficking discusses the identification of possible victims of human trafficking by professionals in the medical sector in the Netherlands. International research and case law in the Netherlands shows that victims of human trafficking are likely to come into contact with medical professionals. This study explores the extent to which this occurs and whether these medical professionals are equipped to identify signs of human trafficking and to act on them. A questionnaire was distributed to seven different groups of medical professionals who have been shown in academic literature and case law to have a significant likelihood of coming into contact with victims of human trafficking.

The third and final study looks at the role of municipalities in combating human trafficking. Municipalities have an important role to play in identifying human trafficking, but various studies have shown that the engagement of municipalities leaves something to be desired. To examine this issue, a survey was distributed to every municipality in the Netherlands; just over 42% of them responded.

1 Identification of non-Dutch victims of human trafficking

Introduction

This study examines the policy on granting the reflection period to suspected victims of human trafficking. The Aliens Act Implementation Guidelines 2000¹ (hereinafter the Guidelines) provide that the police must offer a suspected victim a reflection period at the slightest indication of human trafficking. The purpose of the reflection period is to allow the victim to recover from the human trafficking situation and so make a carefully considered decision on whether to cooperate with the investigation and prosecution of the trafficker.² If the reflection period is granted, the Immigration and Naturalization Service (IND) suspends the deportation of the suspected victim from the Netherlands. The reflection period is for no longer than three months and is needed, according to the policy, ‘because it often takes some time before victims of human trafficking are able to talk about their experiences’.³ The reflection period is offered by the police, as well as by employees of the Royal Netherlands Marechaussee⁴ and the Inspectorate for Social Affairs and Employment, Investigation Department (hereinafter ‘the Inspectorate’).⁵ Although the Royal Netherlands Marechaussee and the Inspectorate adhere to the ‘slightest indication’ criterion in practice, it is unclear from the legislation to what extent the criterion applies to them or whether they are even formally permitted to grant the reflection period.⁶

The reflection period is important in providing early protection for victims and is also, according to the policy, in the interests of the investigation: because a possible deportation is suspended, the victim remains available to the investigative services and the reflection period will ideally increase his or her

1 The procedure for victims of human trafficking under immigration law is laid down in the Dutch Aliens Act 2000 and the Aliens Act Implementation Guidelines. The procedure for victims and witnesses reporting human trafficking is described in Chapter B8, section 3, of the Aliens Act Implementation Guidelines.

2 *Parliamentary Documents II* 2013/14, 28638, 121, p. 3.

3 Appendix on Human Trafficking (version of 1 July 2013) to Chapter B8/3 of the Aliens Act Implementation Guidelines 2000, which can be consulted at <https://www.mensenhandelweb.nl/system/files/documents/6%20jan%202014%20-%2014%3A51/bijlage%20IND%20bij%20B8.3%20Vc.pdf> (last consulted on 2 October 2017).

4 Combating human trafficking is not specified as a task of the Royal Netherlands Marechaussee in the law, but the force is responsible for carrying out the general policing tasks at Schiphol Airport and other designated air bases. Consequently, the Royal Netherlands Marechaussee also has a responsibility to prevent human trafficking at these locations. At the other locations visited for the purposes of this study, the Royal Netherlands Marechaussee encounter human trafficking mainly during checks as part of the Mobile Security Monitoring programme. In these cases, however, they are only authorized to launch their own investigation if there is a suspicion of human trafficking. In that case, the Royal Netherlands Marechaussee can make an arrest. If there is no suspicion of human trafficking, but there is an indication, the information is generally passed on to the police.

5 The Inspectorate focuses exclusively on investigating human trafficking for the purpose of labour exploitation. Its remit does not extend to exploitation in the sex industry.

6 It is impossible to tell from this policy whether the criterion of the ‘slightest indication’ also applies for the Royal Netherlands Marechaussee. A different criterion applies in any case for suspected victims who have not yet entered the Netherlands. That criterion is ‘sufficient signs of human trafficking’. The Ministry of Justice and Security informed the National Rapporteur that in cases where the alien has already entered the Netherlands, the criterion of ‘slightest indication’ does apply for the Royal Netherlands Marechaussee. The role of the Inspectorate in granting the reflection period is not mentioned at all in the legislation, but the Inspectorate itself says that it also adopts the criterion of ‘slightest indication’ as its point of departure.

willingness to file a Police report and improve the quality of the Police report.⁷ In other words, the decision to grant a person the reflection period serves a variety of interests.⁸

The Minister for Migration sees the reflection period as a ‘right’ of suspected victims of human trafficking.⁹ Once the reflection period has been granted, the victim can claim various services, allowances and benefits, including shelter (arranged by CoMensha, the coordination centre for human trafficking), the assignment of a care coordinator (who is responsible for day-to-day counselling and legal assistance for the possible victim) and a medical examination and treatment, if necessary. Furthermore, the victim is entitled to a benefit and health insurance pursuant to the Regulation on allowances for certain categories of aliens [Regeling verstrekkingen aan bepaalde categorieën vreemdelingen].¹⁰ Whether to grant the reflection period can therefore be seen as an important decision.

The principal criterion for granting the reflection period is the existence of the ‘slightest indication’ of human trafficking, which has not been clearly defined. Decision-makers in the investigative agencies that have to use this criterion also have ‘discretion’ in interpreting it when deciding whether to grant the reflection period. The personal considerations of the individual official can therefore play a role in the decision. Accordingly, decision-makers occupy a key position when it comes to offering the reflection period. The main research question in this study is: how is the reflection period granted in practice? That question is divided into two separate questions: (1) What is the procedure for granting the reflection period? and (2) What factors do decision-makers consider in deciding whether or not to grant the reflection period?¹¹

Methodology

For this study, 30 individuals whose job includes responsibility for granting the reflection period were interviewed. Some individuals who do not themselves decide on whether to grant the reflection period, but deal with the process on a day-to-day basis in a more coordinating role, were also interviewed. Fourteen of the interviewees worked for the police, seven for the Royal Netherlands Marechaussee and nine for the Inspectorate. The length of the interviews ranged from 40 minutes to more than 90 minutes. The interviews were all transcribed and anonymized afterwards, of which the participants had been informed in advance. The transcribed interviews were then presented to the participants, who were allowed to make any corrections they wished, but practically no use was made of that option. The changes that were made related almost exclusively to sensitive information concerning the way in which the relevant agency conducted investigations.

7 Tankink & Lambrichts (2017, p. 13-25) explain the problem of inconsistent statements of victims of human trafficking and the underlying reasons. The findings of the authors underlie how important it is that victims, before cooperating with an investigation, are given time to rest.

8 In this context, the State Secretary for Justice and Security has referred previously to the dual points of departure of the residence scheme for victims of human trafficking. *Parliamentary Documents II* 2013/14, 28638, 121, p. 3.

9 *Parliamentary Documents II* 2013/14, 28638, 121, p. 3.

10 Article 11(2)(c) of the Aliens Act 2000. Appendix on Human Trafficking to Chapter B.8/3 of the Aliens Act Implementation Guidelines 2000, §2.2.

11 The term ‘decision-maker’ means the person responsible for making the actual decision on whether to grant the reflection period.

Results

The study shows that the process preceding the granting of the reflection period is far more complex than can be discerned from the policy. Before granting the reflection period, the available information is filtered by various persons within the relevant organizations. This means that signals are weighed and investigated before a decision is made on the reflection period. Future research could focus on the question of what considerations play a role in this filtering process. The study also reveals that the intake interview with the possible victim,¹² which is required by the Instructions on Human Trafficking issued by the Public Prosecution Service (PPS), is structurally embedded in the procedure for granting the reflection period. This interview is in fact the key moment when information is gathered to make a decision on whether or not to grant the reflection period. Because the decision on the reflection period (which is intended to protect victims) and the interview (which serves the purposes of criminal procedure) coincide in practice, there is the risk of a conflict between the interests of investigation and protection. That raises a difficult question for the decision-makers: should the interests of protection, including granting the reflection period, take precedence in this interview over the interests of the investigation, namely finding an offender? The decision-makers themselves said in this study that they struggle with this conflict.

The second aspect explored in the study concerns the factors that decision-makers take into account in granting the reflection period. The study shows that there are differences in the considerations underlying decisions to grant the reflection period. The discrepancies arise both between and within organizations. Decision-makers in the Inspectorate and the Royal Netherlands Marechaussee, in particular, employ a more extensive assessment framework in granting the reflection period. One explanation for this could be that the police usually encounter potential victims of human trafficking who are being exploited within the sex industry and in situations where the exploitation has already occurred, so the signs are stronger. Since the Royal Netherlands Marechaussee operates in border areas, it is often still unclear to both the potential victim and the decision-makers at that point whether there is or could be an indication of human trafficking, which complicates efforts to identify warning signs. In the case of the Inspectorate, the grey area between poor employment practices and labour exploitation seems to tempt decision-makers to seek further information before making a decision on whether to offer the reflection period. In practice, this means that some decision-makers in the Inspectorate and the Royal Netherlands Marechaussee already take into account the potential success of an investigation when deciding on the reflection period.

It is more difficult to explain the difference in the volume of information requested within organizations before the reflection period is offered. Previous experience and the official's background are possible factors in this.

The discrepancy that seems to exist between and within the three investigative organizations is undesirable for three reasons. First, it appears that not every decision-maker adopts a low threshold for gran-

12 Parallel to the immigration-law framework, as laid down in the Aliens Act Implementation Guidelines 2000, there is the policy on criminal procedure with respect to human trafficking, which is laid down, *inter alia*, in the PPS's Instructions on Human Trafficking. They provide that prior to a complaint of human trafficking being made, an interview must be conducted with the complainant. The purpose of the interview is to ascertain that the person is a victim and to explain the criminal procedure to the victim, all from the 'perspective of a possible prosecution'.

ting the reflection period. In particular, when it comes to considering the feasibility of a prosecution or the existence of leads for an investigation, it can be argued that this is not congruent with the principle that a low threshold should be adopted for granting the reflection period. Furthermore, this principle is in stark contrast to the rationale behind the reflection period, namely that ‘it often takes some time before victims of human trafficking can describe their experiences’. In an initial interview, a potential victim can therefore not be expected to provide detailed information that will indicate the feasibility of an investigation. A second area of concern is the difference between and within investigative organizations in terms of the volume of information that decision-makers say they require in order to make a decision on the reflection period. This difference creates a risk of legal inequality. Whereas the policy is based on the uniform implementation of the rules, in practice there is a difference not only to which organization a potential victim comes into contact with, but also to which particular decision-maker within that organization. Third, the differences of approach between and within investigative agencies also seem to cause uncertainty for partners in the legal assistance and social services chain, which can lead to discussions about whether or not the reflection period should be granted. All three investigative agencies are bound by the same policy, but implement it in different ways.

Conclusion and recommendations

Three recommendations – all addressed to the Minister for Migration – are made on the basis of this study. First, the study found that the agencies that grant the reflection period are not all named in the relevant rules as laid down in Chapter B8/3 of the Aliens Act Implementation Guidelines 2000. This instrument therefore does not accurately reflect current practice. The regulation should be brought into line with the practice, which leads to the following recommendation:

Recommendation 1

The Minister of Justice and Security should specify in legislation which organizations can grant the reflection period in practice and explicitly enumerate their roles and powers.

The study shows that the objectives, general principles and criteria connected with the rules on the reflection period are not transparent or adequately explained in the policy. For example, the basic principle specified by the Minister that a low threshold should be adopted for granting the reflection period is not mentioned in the Aliens Act Implementation Guidelines, which also fail to state that in principle the interests of investigation and prosecution should not play any role in the decision. The insufficiently precise objectives and general principles, together with the large degree of discretion in making the decision, is possibly the reason for the large differences between decision-makers in offering the reflection period. It is therefore recommended that the regulation is harmonised with the practice. This leads to the following recommendation:

Recommendation 2

The ‘slightest indication’ criterion should apply for every organization that grants the reflection period. The Minister of Security and Justice should specify this in legislation, which also elucidates the general principles and objectives of the reflection period scheme.

Finally, the study shows that the intake interview is structurally embedded in the procedure for the reflection period: it is de facto the moment when the decision on whether to grant the reflection period is made. That fact is not mentioned in the policy at all; the intake interview is prescribed in the PPS’s Instructions for Human Trafficking, but does not appear in the Aliens Act Implementation Guidelines

2000. That the intake interview plays a role in the procedure for offering the reflection period is problematic because the interview arises from policy on criminal procedure and is intended, among other things, to identify victimization with an intent to possibly starting a criminal investigation, whereas the reflection period procedure is based on immigration law and should be seen primarily as a protective measure and therefore separate from any criminal investigation. The risk is that by mixing the reflection period procedure and intake interview, the interests of investigation will take precedence over the reflection period in making a decision. This study found that decision-makers do take the interests of investigation into account when making a decision on the reflection period. This leads to the following recommendation:

Recommendation 3

The Minister of Justice and Security should create transparency about the role of and procedure for the intake interview and make it clear whether and, if so, to what extent the intake interview should play a role in the reflection period procedure.

2 Identification of human trafficking by medical professionals

Introduction

There are growing calls in the international academic literature to give the medical sector a more prominent role in efforts to counter human trafficking. Because of the nature of their work, medical professionals are likely to come into contact with victims of trafficking in a confidential setting, and therefore constitute an important group when it comes to identifying victims of human trafficking and referring them to the right agencies.¹³ Little is known about the role the medical sector currently plays in combating human trafficking in the Netherlands. This study represents an initial exploration of the subject.

Methodology

To investigate the extent to which the medical sector in the Netherlands is adequately equipped to contribute to tackling human trafficking – and to what extent it actually does so – an online questionnaire was circulated to 333 medical professionals in seven professional groups: abortion doctors, general practitioners, forensic doctors, paediatricians, infectious-disease specialists, emergency physicians and mental-health consultants working in asylum centres. It is important to mention that the survey is not based on a random sample. The questionnaires were distributed to their members by the umbrella organizations of the relevant professional groups, but respondents could decide for themselves whether they would participate in the survey. It is therefore possible that medical professionals with an affinity for or experience with the subject of human trafficking were more inclined to complete the questionnaire and are therefore over-represented in the sample. Therefore, the results of the study cannot be automatically generalized to medical professionals who did not take part in the survey.

Results

Half of the medical professionals who took part in the study said they had contact at least once with a patient whom they suspected of having been a victim of human trafficking. The vast majority (77.8%) of the medical professionals in the survey had never received any training in recognizing signs of human trafficking, and only 27.4% said they were familiar with signs that might indicate human trafficking. Another finding from the study is that medical professionals who had followed a course on human trafficking had suspicions of human trafficking significantly more often than peers who had not received any training. It is therefore positive that more than three-quarters of the respondents said they were interested in receiving training in recognizing signs of human trafficking.

A second finding from the survey is that just over one in five of the medical professionals said that they had neither contacted a third party nor recorded their suspicions in the patient's medical file in response to a suspicion of human trafficking. Noting suspicions of human trafficking in a medical file is very important, since small signs frequently provide the basis for identifying a human trafficking situation. Furthermore, in various cases, notes in a medical file have served as supporting evidence during the trial of a human trafficker.

A third finding in this study is that more than 95% of the medical professionals who were surveyed worked at a location where there were no agreements on the procedure to be followed in response to suspicions of specific cases of human trafficking. Furthermore, only 7.4% of the respondents were familiar

13 See, for example, Titchen et al. 2017; Chisholm-Straker et al. 2016; Lederer & Wetsel 2014; Ross et al. 2015.

with the Guidelines on the Identification of Victims of Human Trafficking for Employees in the Health-care Sector',¹⁴ which medical professionals can follow if they suspect human trafficking. It is important for both the medical professional and the victim that suspicions of human trafficking can be followed up safely and correctly. There is a lot of room for improvement in that respect.

Conclusion and recommendations

The conclusions from this study lead to two recommendations. Although they are addressed primarily to the Minister of Health, Welfare and Sport, it is also important for the medical profession and umbrella organizations to take the initiative themselves and actively publicize the information about human trafficking that is already available.

The results of this study show that medical professionals can play an important role in identifying possible victims of human trafficking. The medical professionals who took part in the survey said they come into contact with patients whom they suspect to be victims of human trafficking relatively frequently. At the same time, it appears that a large proportion of them lack a thorough knowledge of human trafficking and or to respond to signs of human trafficking. Medical professionals play an important role in tackling human trafficking, but this potential is not fully utilised at the moment. It is therefore important to train medical professionals in identifying victims of human trafficking and referring them to the competent agencies. This leads to the following recommendation:

Recommendation 4

The Minister and State Secretary of Health, Welfare and Sport should ensure that medical professionals are trained in recognizing and reporting signs of human trafficking.

Finally, it is important for medical professionals who suspect that a patient is a victim of human trafficking to be aware of how they can follow up the signs safely and correctly and which parties they can contact about them. Although there is already a guide about the steps that medical professionals can take, in practice few are familiar with it. It is important for medical professionals to have a clear step-by-step plan for dealing with suspicions of human trafficking – from the perspective of both victims and the medical professionals themselves. However, guidelines do not have the same status as a reporting code, which some medical professionals are required to follow. Research shows that the majority of medical professionals who use the 'Reporting Code on Domestic Violence and Child Abuse' find it very helpful.¹⁵ Other research shows that, on average, professionals who use a reporting code take action three times more often in response to signs of child abuse than professionals who do not use one.¹⁶

14 In 2014, SOA Aids Nederland published a guide designed to improve the identification of human trafficking in the healthcare sector. The purpose of the guidelines was to provide assistance for medical professionals who observe signs of human trafficking during consultations with a patient. It provides advice on how to make a carefully considered decision on whether to breach professional confidentiality and the follow-up steps that the medical professional can take to ensure the patient receives help and protection (SOA Aids Nederland 2014).

15 Ministerie van Volksgezondheid, Welzijn en Sport 2015, p. 2-12.

16 Doeven 2008, p. 3.

Adopting a reporting code also increases familiarity with the relevant phenomenon, which would ideally lead to more victims being identified. This leads to the following recommendation:

Recommendation 5

The Minister and State Secretary of Health, Welfare and Sport should incorporate the subject of human trafficking into the Reporting Code on Domestic Violence and Child Abuse.

3 Identification of human trafficking by Dutch municipalities

Introduction

Municipalities can take various measures to prevent and end human trafficking situations. This study examined four distinct roles played by municipalities in combating human trafficking. The first lies in identifying trafficking. When municipalities are aware of the signs they need to be alert to, human trafficking can be effectively recognized, victims can be protected and the warnings can be passed on to partners in the chain. The municipalities also perform a role as policy-makers in light of their responsibility for drafting and coordinating the implementation of security policies. Third, the municipalities are actors in the integrated approach to combating human trafficking and play an important role in shaping the administrative approach, in which municipalities employ a range of administrative powers in conjunction with measures under criminal law. Finally, the municipalities are financially and organisationally responsible for providing care and shelter for victims of human trafficking. The large number of municipalities, together with the discretion they enjoy in deciding whether to formulate local policy in relation to human trafficking, and if so what form it should take, raises the interesting question of how municipalities actually use their powers.

Methodology

For this study, a questionnaire was sent to every municipality in the Netherlands. In July 2016, when there were 390 municipalities in the Netherlands, e-mails were sent to the mayors inviting them to take part. The survey was distributed via the online platform SurveyMonkey and contained questions about the identification of human trafficking, the policy on human trafficking, the integrated approach and regional cooperation in the field of human trafficking, and the care and shelter provided for victims. The questionnaire was completed by 167 municipalities, or 42.8% of the municipalities.

Results

The study shows that just over 35% of municipalities do not know whether human trafficking occurs in their region. This applies mainly for smaller municipalities (up to 25,000 inhabitants), over 61% of which do not know whether human trafficking occurs. Although this percentage is significantly lower among large and medium-sized municipalities, it is worrying that a significant proportion of them also said they knew nothing about the existence of human trafficking within the municipal boundaries.

The level of awareness appears to have an impact on the extent to which municipalities have formulated policies to combat human trafficking. Only 4.5% of municipalities have a policy specifically addressing human trafficking. Although a majority (73.6%) of the municipalities have joined regional anti-human trafficking initiatives, local policy on the issue is seriously deficient. This situation is undesirable because the absence of local policy on human trafficking creates the risk of insufficient political and administrative attention to the subject of human trafficking at local level. Municipal policy is also important for tailoring measures against human trafficking to local conditions. In that context, it is also worth mentioning that the vast majority of municipalities that do have a specific local policy, or are currently formulating one, say that they are aware of human trafficking in their municipalities.

Conclusions and recommendations

Given the important role that municipalities can play in suppressing human trafficking and the key role assigned to them in that regard by the Dutch government and the European Union, significant efforts will have to be made to increase the engagement of municipalities in combating human trafficking in

the future. This will not only involve increasing their knowledge about human trafficking in municipalities, but should also focus on the formulation of policy on human trafficking at municipal level. Against this background, the following recommendation is made:

Recommendation 6

The Minister of Justice and Security should make structural and substantial investments in the coming years to enhance municipal policy to combat human trafficking and to ensure that every municipality is capable of preventing and recognizing human trafficking, protecting victims and passing on signals to the relevant agencies.

To gain an insight into the local situation and to shape adequate policy at the local level, it is important for municipalities to have a policy plan specifically tailored to the municipality, setting out the municipality's position on human trafficking, the rules and enforcement instruments the municipality can use to combat human trafficking, how the municipality is embedded in regional networks and the financial and organisational responsibilities for providing care and shelter for victims. To avoid waterbed effects, regional coordination of local policies is also important. This leads to the following recommendation:

Recommendation 7

Every municipality should adopt a specific policy on human trafficking that is tailored to local conditions. To prevent waterbed effects, municipalities should coordinate their local human trafficking policy at the regional level.

Conclusion

This report concentrated on three studies that reviewed the extent to which various organizations are equipped to recognize human trafficking and design effective procedures to protect victims of human trafficking. The studies show that there is still room for improvement in many respects. One challenge is to include not only the 'usual suspects' – investigative services, social services and municipalities – in combating human trafficking, but also organizations that have had little involvement with the issue of human trafficking up to now but do come into contact with victims or human trafficking situations.

The study into the protection of non-Dutch victims of human trafficking shows that there are still many gaps in the policy on granting the reflection period, a rule under immigration law that is designed to protect foreign victims of trafficking. In this study, there was not only criticism of the policy itself, but also of its implementation in practice.

As far as relatively new actors in terms of combating human trafficking are concerned, this report focused mainly on medical professionals, practitioners who can encounter signs of human trafficking in their contact with patients. From the perspective of victim protection, it is important that, in such cases, they should consider whether to pass on these signals to other agencies. This study shows that a significant proportion of medical professionals encounter possible victims of human trafficking. At the same time, few medical professionals have attended training courses on human trafficking, but there is a strong demand for such training.

This report also considered the role of the municipality as an important partner in taking measures against human trafficking. Although municipalities are assigned a prominent role in combating human trafficking in international instruments (and that role was recently affirmed again in the new Dutch government's coalition agreement), the study shows that a significant number of Dutch municipalities do not know whether human trafficking occurs within their boundaries. It was also found that very few municipalities have adopted policies specifically addressing human trafficking. In other words, municipalities appear to be seriously ill-informed, which is a cause for grave concern given the important role municipalities should play.

In addition to engaging new actors in efforts to suppress human trafficking, it is very important to continue to embed human trafficking in the agenda of organizations that have traditionally been involved in tackling it. Human trafficking is not a subject that can be addressed incidentally; the suffering caused by human trafficking justifies assigning the subject a permanent place on the agendas of numerous organizations, both governmental and non-governmental.

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The National Rapporteur reports on the nature and scale of human trafficking and sexual violence against children in the Netherlands.

What does the National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children do?

The National Rapporteur reports on the nature and scale of human trafficking and sexual violence against children in the Netherlands. The Rapporteur monitors the effects of policy conducted in these domains, identifies bottlenecks and makes recommendations to improve the measures taken to address these themes. The National Rapporteur has no investigative authority and is not a complaints agency.

What activities does the National Rapporteur carry out?

The National Rapporteur collects quantitative and qualitative data by means of independent research, through intensive contact with other bodies, by organizing and participating at meetings and conferences and by participating in task forces and groups of experts. The Rapporteur publishes the research results and the ensuing recommendations in reports, which also contain descriptions of the phenomena of human trafficking and sexual violence against children, relevant legislation and the measures taken in the areas of prevention, investigation and prosecution of perpetrators and help for victims. The Rapporteur monitors the practical implementation of the recommendations. The Rapporteur is also active at international level.

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December 2018