



Schweizerische Eidgenossenschaft  
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The Federal Council

# **National Action Plan to Combat Human Trafficking 2023–2027**

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## Abbreviations

ASEO	Ordinance on Admission, Stay and Employment
BIDIF	Base Intercantonale des Documents d'Identité Frauduleux (intercantonal counterfeit identity documents database)
CCJPD	Conference of Cantonal Justice and Police Directors
CCPCS	Conference of Cantonal Police Commanders of Switzerland
CDSS	Conference of Cantonal Directors of Social Services
COS	Conviction Statistics
CrimPC	Swiss Criminal Procedure Code
CSPP	Conference of Swiss Public Prosecutors
ECHR	European Convention on Human Rights
ECtHR	European Court of Human Rights
FAS	Fondation neuchâteloise pour la coordination de l'action sociale (Neuchâtel Foundation for the Coordination of Social Action)
FDFA	Federal Department of Foreign Affairs
FDJP	Federal Department of Justice and Police
fedpol	Federal Office of Police
FIZ	Fachstelle Frauenhandel und Frauenmigration (an advocacy and support association for migrant women and victims of trafficking)
FNIA	Federal Act on Foreign Nationals and Integration (Foreign Nationals and Integration Act)
FOCBS	Federal Office for Customs and Border Security
FOJ	Federal Office of Justice
FSO	Federal Statistical Office
GRETA	Group of Experts on Action against Trafficking in Human Beings
IOM	International Organization for Migration
KOKES	Conference for Child and Adult Protection
NAP	National Action Plan to Combat Human Trafficking
NGEHT	National Group of Experts on Human Trafficking
NGO	Non-Governmental Organisation
OAG	Office of the Attorney General of Switzerland
OSCE	Organisation for Security and Cooperation in Europe
PCS	Police Crime Statistics
PHRD	Peace and Human Rights Division; FDFA
SCC	Swiss Criminal Code
SCHR	Swiss Centre of Expertise in Human Rights
SDC	Swiss Agency for Development and Cooperation

SEA	Swiss Employers Association
SECO	State Secretariat for Economic Affairs
SEM	State Secretariat for Migration
SFM	Swiss Forum for Migration
SGB	Swiss Trade Union Confederation
SCSWA	Swiss Conference for Social Welfare Assistance
SKG	Swiss Conference of Equal Opportunities Officers
SKK	Swiss Crime Commission
SPI	Swiss Police Institute
SR	Classified Compilation of Federal Legislation
SSN	Swiss Security Network
SVK-OHG	Conference of Swiss Liaison Offices for the Victim Support Act
UNO	United Nations (Organization)
UNTOC	United National Convention against Transnational Organized Crime
VKM	Association of Cantonal Migration Authorities
VSA	Federal Act on the Provision of Support to Victims of Crime (Victim Support Act)
VSKC	Association of Swiss Criminal Police Chiefs
VSS	Victim Support Statistics
WGTS	Working Group on Human Trafficking and Migrant Smuggling
WitPA	Federal Act on Extra-Procedural Witness Protection (Witness Protection Act)
WitPO	Ordinance on Extra-Procedural Witness Protection (Witness Protection Ordinance)

# 1. Introduction

Does human trafficking exist in Switzerland? ‘Not that I know of’ or ‘no’ is usually the reply, for people believe that in Switzerland – an affluent country where the rule of law prevails – there is neither the need nor the opportunity to traffic or exploit human beings. The reality is somewhat different, however. Switzerland is indeed affected by human trafficking and there are huge profits to be made from it. However, like everywhere else, it takes place covertly and in different forms, which is why it is so difficult to detect, both by the public and law enforcement authorities.

Human trafficking is a criminal offence (Art. 182 SCC). It restricts victims’ freedom of choice and action, and poses a threat to their mental and physical integrity. It is therefore the responsibility of the law enforcement authorities to identify and prosecute the perpetrators and to protect the victims.

The European Court of Human Rights (ECHR) has repeatedly ruled that human trafficking violates the European Convention on Human Rights (ECHR). If a person’s human rights have been violated, the state concerned must mitigate the harm. From this arises the obligation of the state to identify instances of human trafficking and to ensure that victims receive help.

Switzerland has ratified various international treaties to combat human trafficking, such as the Council of Europe Convention on Action against Trafficking in Human Beings. The Convention is of key importance to Switzerland because it takes a victim-centred and human rights-based approach. The recommendations of the Group of Experts on Action against Trafficking in Human Beings (GRETA), which monitors the implementation of the Convention, have had a significant impact on Switzerland’s anti-trafficking efforts in recent years.

Switzerland takes a multidisciplinary approach to fighting human trafficking. The approach is based on four pillars: prevention, prosecution, victim protection and cooperation. Following international ‘best practices’, Switzerland has been developing national action plans (NAPs) since 2011. These NAPs contain effective measures that are implemented by stakeholders at all three levels of government.

An important starting point for this latest NAP – Switzerland’s third – was the evaluation of the 2017-2020 NAP.<sup>1</sup> The aim of the evaluation was to assess how well the previous NAP had been implemented and to optimise anti-human trafficking measures.

The 2023-2027 NAP creates a common understanding of combating human trafficking in Switzerland and the roles of government bodies and civil society. It is a testament to Switzerland’s commitment to continue and strengthen its whole system approach, which is aimed at bringing perpetrators – male and female – to justice and at better protecting victims.

This document presents Switzerland’s strategy and framework for action in the coming years in an open and transparent manner. Our politicians regularly submit motions<sup>2</sup> demanding improvements in combating human trafficking: this NAP is a response to their concerns.

## 2. Background

### 2.1 Legal framework

Combating human trafficking in Switzerland is based on the following legal framework:

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<sup>1</sup> <https://www.fedpol.admin.ch/dam/fedpol/de/data/kriminalitaet/menschenhandel/nap-evaluation/ber-nap-evaluation-2017-2020-d.pdf> (not in English)

<sup>2</sup> Motion 19.3265, Resources for effectively combating human trafficking, National Council member Marianne Streiff-Feller (EVP, BE); Motion 20.3630, Labour exploitation as a criminal offence, National Council member Marianne Streiff-Feller (EVP, BE); 20.4146, Motion 22.3369, Improved National Action Plan against Human Trafficking, Legal Affairs Committee of the Council of States.

- Swiss Criminal Code (SCC; SR 311.0); under the SCC trafficking human beings and encouraging prostitution are criminal offences.
- Victim Support Act (VSA; SR 312.5); the VSA states that persons whose physical, sexual or psychological integrity has been directly affected by a criminal act in Switzerland shall receive assistance.
- Foreign Nationals and Integration Act (FNIA; SR 142.20); the FNA provides for the possibility of waiving the requirements on admission in order to legalise the stay in Switzerland of victims or witnesses of human trafficking, and establishes the conditions for granting victims access to return assistance and reintegration support.
- Ordinance on Admission, Stay and Employment (ASEO; SR 142.201); the ASEO regulates the stay in Switzerland of victims and witnesses of human trafficking during the recovery and reflection period, for the duration of criminal proceedings against the perpetrator(s), or in consideration of their personal situation (personal hardship.)
- Swiss Criminal Procedure Code (CrimPC; SR 312.0); the CrimPC contains measures to protect victims and witnesses of human trafficking in criminal proceedings.
- Witness Protection Act (WitPA; SR 312.2); the WitPA regulates the protection of victims and witnesses of human trafficking outside of criminal proceedings or after proceedings are concluded.
- Ordinance against Trafficking in Human Beings (SR 311.039.3); the Ordinance enables the federal government to provide financial support for preventive measures taken by third parties to prevent criminal acts related to human trafficking.

The relevant international treaties for combating human trafficking have been ratified by Switzerland. They include:

- the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (SR 0.311.542) and
- the Council of Europe Convention on Action against Trafficking in Human Beings (SR 0.311.543).

In addition, Switzerland has ratified further conventions on human rights violations involving human trafficking.<sup>3</sup>

Finally, Switzerland is bound by the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR; SR 0.101). Article 4 of the Convention prohibits forced labour and practices similar to slavery, which according to the case law of the European Court of Human Rights (ECtHR) includes human trafficking.

## 2.2. Stakeholders and cooperation

In Switzerland, combating human trafficking is primarily the responsibility of the cantons.<sup>4</sup> Their tasks include protecting victims, dealing with the legal aspects concerning foreign nationals, and prosecuting perpetrators. The federal authorities are only responsible for prosecution if the perpetrators belong to a criminal organisation as defined in Article 260<sup>ter</sup> SCC. In order to improve cooperation be-

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<sup>3</sup> These include: the United Nations Convention on the Rights of the Child (SR 0.107) and its Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography (SR 0.107.2); the Convention on the Elimination of All Forms of Discrimination against Women and its Optional Protocol (SR 0.108); the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (SR 0.311.371); Convention No 29 concerning Forced or Compulsory Labor of the International Labour Organisation ILO (SR 0.822.713.9) and its Protocol (SR 0.822.713.91); ILO Convention No 105 concerning the Abolition of Forced Labour (SR 0.822720.5), and the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (0.311.40).

<sup>4</sup> Art 123 para. 2 of the Federal Constitution (SR 101)

tween law enforcement services, migration authorities and victim support services and organisations, 19 cantons have established anti-human trafficking cooperation mechanisms in the form of cantonal round tables.

Three platforms exist for promoting inter-cantonal cooperation:

- the Working Group on Human Trafficking and Migrant Smuggling (WGTS) whose members include specialised investigators from the member cantons of the various police agreements in Switzerland and who exchange information on human trafficking and migrant smuggling;
- regular meetings between specialised public prosecutors from all cantons for cooperation at judicial level;
- an annual meeting of the heads of the cantonal round tables, where strategic issues are discussed and fedpol provides the latest information on national and international developments.

fedpol heads the operational coordination unit that assists the cantons in inter-cantonal and international human-trafficking investigations. It also works closely with Europol and INTERPOL, and is a member of INTERPOL's Human Trafficking Expert Group and Operational Network on Migrant Trafficking.

In order to ensure coordination between the stakeholder agencies and organisations in Switzerland, to assure a uniform approach and to implement the obligations arising from the various conventions and from national provisions, fedpol performs national coordination tasks as required under the Council of Europe Convention on Action against Trafficking in Human Beings.

To support fedpol with this task and promote networking between the parties involved in combating human trafficking, the National Group of Experts on Action against Trafficking in Human Beings (NEGEM) was established in 2022. It consists of experts from government agencies, the International Organization for Migration (IOM), civil society, science and social partners (see annex).

Combating human trafficking effectively requires international cooperation both at the operational and the policy level. Switzerland is therefore involved in various multilateral bodies like the UN Human Rights Council. Human trafficking is also a regular topic of bilateral diplomatic meetings, such as those that take place within the framework of the migration partnership with Nigeria.

### 2.3 Current situation

Due to its geographical location in the centre of Europe, Switzerland is both a target and a transit country for human trafficking. Police crime statistics reveal an average of 101 victims of human trafficking (Art. 182 SCC) and forced prostitution (Art. 195 SCC) every year between 2019 and 2021. The Federal Statistical Office (FSO), however, only counts cases where a criminal complaint has been made. As a result, the true extent of human trafficking is difficult to determine, not least because it takes place covertly and the number of unknown cases is therefore high.

### *Victims (how they become and remain victims)*

Human trafficking victims in Switzerland are nearly always foreigners. Poverty, lack of prospects, violence and armed conflict in their country of origin are among its driving forces. The perpetrators shamelessly exploit these people's hardship, luring them to Switzerland for example with the promise of attractive jobs that do not exist. Once in Switzerland, they take advantage of their victims' vulnerability, exploiting them in several ways. For example, some pay their victims just enough money to enable them to send a small amount back home to their family, making them believe they are better off in Switzerland than in their country of origin; in fact, some do not even consider themselves to be victims of human trafficking. Victims often also incur very high costs for the journey, the necessary documentation and for board and lodging in Switzerland— costs that often run into several tens of thousands of francs and must be repaid. Perpetrators can also increase their victims' dependency by confiscating their travel documents, putting additional pressure on them when they realise they are living and working in Switzerland illegally (if third country nationals). Finally, victims are made compliant through violence or threats to their family, which discourages them from fighting back, reporting their plight to the authorities or testifying in criminal proceedings. Despite the possibility of obtaining protection from the authorities, few victims choose to testify out of fear for their family or because they do not want to comply with the conditions of the witness protection programme. Investigations are therefore extremely difficult.

With regard to the war in Ukraine, Switzerland has not detected any increase in legal or illegal prostitution by Ukrainian women up to now. Nor have there been any confirmed cases of human trafficking among Ukrainian refugees. The authorities and NGOs have put in place timely regulations and measures to provide the greatest possible protection against exploitation and trafficking, for example with protection status S or by raising awareness among refugees and their carers.

### *Perpetrators: origins, fields of activity, methods*

Most human traffickers operate in small groups or networks. However, there is evidence that large, well-structured criminal groups are also involved in human trafficking in Switzerland, usually operating from a location abroad. These larger groups are often involved in a number of criminal activities, i.e. they are poly-criminal. Groups from the Balkans, for example, typically combine human trafficking with drug trafficking and property crime, while criminal groups from Nigeria tend to specialise in sexual exploitation. Italian mafia groups, on the other hand, are usually active in the construction and catering sector: they procure residence permits for people from their home villages in Italy, then hire them in Switzerland under deplorable conditions and force them to perform favours for the organisation.

Most perpetrators are from abroad. They frequently have the same nationality as their victims, sometimes even coming from the same family or village. In many instances, victim and perpetrator know each other before the act of trafficking. While perpetrators are generally male, women play a key role in trafficking Thai or Nigerian nationals.

Human traffickers are increasingly active in cyberspace, too, where they recruit their victims and offer their services on social media. Once recruited, victims are monitored around the clock by smartphone (e.g. through SMS, phone calls or GPS tracking functions). Digital crime is neither a new form of crime nor a new type of offence; it is just another way of committing crime – including human trafficking – using new technologies. For this reason, human trafficking must be tackled in cyberspace too.

### *Types of exploitation*

Sexual exploitation remains the most common form of exploitation in Switzerland. According to various cantonal police services, an increasing number of Chinese women have been found working as



prostitutes lately, presumably to pay off smuggling costs. Many victims are aware on recruitment that they will be sex workers in Switzerland, but are deceived about the general conditions. Since the outbreak of the COVID-19 pandemic more and more women have been working as escorts, making red-light inspections more difficult because the women work in ever-changing locations rather than in one establishment.

A further problem is the sexual exploitation of girls by young men feigning a romantic relationship<sup>5</sup> and then demanding that they perform sexual services for third parties.

In recent years, there has been increasing evidence of labour exploitation in many sectors. Labour exploitation may involve legal or illegal activities like organised theft or the transportation of drugs. It also affects both sexes. Women, for example, are exploited usually when working as caregivers or domestic helpers in private households or in nail salons. Men, on the other hand, can be found working in precarious conditions particularly in the construction, hospitality or transport sector, or in hair-dressing salons. Organised begging is a further area of exploitation.

### 3. Developing the NAP

#### 3.1 Basis

The 2023–2027 NAP is based on:

- the provisions on combating human trafficking in the Council of Europe Convention on Action against Trafficking in Human Beings] and in its Additional Protocol on human trafficking;
- the recommendations of international organisations and the USA following country reporting and evaluation procedures, with a focus on GRETA's evaluation report of 11 July 2019 concerning the implementation of the CoE Convention and on the recommendations of the USA's annual TIP Report;
- the findings of the 2017–2020 NAP evaluation;
- recent research and reports, including the SFM<sup>6</sup> reports on human trafficking and labour exploitation, the SKMR<sup>7</sup> report on human trafficking and the exploitation of minors in Switzerland, and the SKMR<sup>8</sup> report on combating human trafficking in the cantons.

#### 3.2 Fields of action and strategic goals

Switzerland's strategy prioritises important fields of action and focuses on implementing international guidelines and emphasising best practices in these areas. The evaluation of the 2017–2020 NAP presents numerous findings regarding the challenges of combating human trafficking. The findings are outlined in fedpol's Management Response<sup>9</sup> to the evaluation and have been translated into new fields of action in the latest NAP. These new fields of action include:

- prioritising the exploitation of labour
- strengthening law enforcement
- improving the support and rights of victims
- training further stakeholders

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<sup>5</sup> In the 'Lover Boy' type of scam the perpetrator feigns a romantic relationship with their victim in order to exploit them. This type of scam has been carried out from Switzerland or from abroad. See dissertation by Schulz, p.122 f. with references

<sup>6</sup> [Arbeitsausbeutung im Kontext von Menschenhandel - SFM Studies #65d - März 2016 \(unine.ch\)](#) (in German)

<sup>7</sup> [https://www.fedpol.admin.ch/fedpol/en/home/publiservice/publikationen/berichte/weitere\\_berichte.html](https://www.fedpol.admin.ch/fedpol/en/home/publiservice/publikationen/berichte/weitere_berichte.html)

<sup>8</sup> [Menschenhandel: Bericht zeigt grosse kantonale Unterschiede auf \(admin.ch\)](#) (in German, French and Italian)

<sup>9</sup> <https://www.fedpol.admin.ch/dam/fedpol/de/data/kriminalitaet/menschenhandel/nap-evaluation/management-response-nap-evaluation-2017-2020.pdf> (in German)

Seven strategic goals are derived from these fields of action:

1. The cantons create the conditions necessary for combating human trafficking effectively and take appropriate measures in emergency situations.
2. The parties involved in combating human trafficking in Switzerland are trained to identify instances of human trafficking and take appropriate measures. The public and the business community are aware of human trafficking.
3. Switzerland's anti-human trafficking response is grounded on situation reports and knowledge-based findings.
4. Switzerland takes effective action against human trafficking for the purpose of labour exploitation.
5. All human trafficking victims in Switzerland receive the protection and support they are entitled to.
6. Minors who are victims of human trafficking are identified and receive help and protection based on the child's best interests.
7. Switzerland contributes to reducing the causes of human trafficking and to effective and result-oriented cooperation at international level.

For each of these strategic goals, fedpol has defined specific targets with projected results for their achievement as well as concrete actions. Chapter 5 contains a detailed overview.

### 3.3 Committees and political framework

The 2023–2027 NAP was developed by fedpol together with experts from the federal authorities, the cantons and the towns and cities, as well as from civil society and the IOM. Combating human trafficking in Switzerland – that is, implementing the NAP – is a joint effort by all these stakeholders.

Like the National Action Plan to Prevent and Counter Radicalisation and Violent Extremism, this latest NAP was adopted by the Swiss Security Network (SSN) and its committees. The SSN brings together strategic actors from the relevant authorities and organisations as well as political decision-makers, giving the NAP a broad political base.

The following committees were involved in developing the latest NAP:

- *the NAP Working Group*: The NAP Working Group consisted of the monitoring group for evaluating the 2017–2021 NAP and further stakeholders, ensuring that the strategic goals, projected results and concrete actions have a broad and professional base.
- *NGEHT*: The Committee is made up of 30 experts from the federal authorities, the cantons, civil society and social partners who are key players in the fight against human trafficking.

The following SSN committees were involved in the NAP approval process:

- *Strategic Monitoring Group*: The competent federal and cantonal authorities are obliged under the NAP to implement its actions and are supported in doing so by their respective management board. For this purpose the SSN formed a strategic monitoring group, made up of almost the entire NGEHT management level. The general agreement of the Strategic Monitoring Group to the draft NAP was key to its submission to the political level for approval.
- *Political Platform*: The NAP draft was approved by the SSN's Political Platform. The Political Platform is made up of the head of the Federal Department of Justice and Police (FDJP), the Cantonal Conference of Justice and Police Directors (CCJPD), the Conference of Cantonal Directors of Social Services (CDSS), the Union of Swiss Cities and the Union of Swiss Communes.

The NAP was adopted as follows:

- *Federal Council*: adopted the NAP content relevant to the Confederation

- *Cantons (CCJPD and CDSS)*: adopted the NAP content pertaining to the cantons

## 4. Implementation, monitoring and evaluation

### 4.1 Implementation

The table in Chapter 5 sets out what parties are responsible for what actions. As a rule, actions are assigned to parties already working in the respective field. Some actions require the involvement of more than one party because tasks overlap and cooperation is therefore necessary. The responsible party has the freedom to organise itself in order to implement the concrete action, for example, by involving other players or forming a working group. Cooperation between government agencies and NGOs is particularly encouraged because their experience and knowledge are central to combating human trafficking.

Implementing the actions requires both human and financial resources. These can vary considerably depending on the action in question. The responsible party must not only implement the concrete action, but also provide the necessary resources. It can apply to the next level up for funding.

As the responsibility for combating human trafficking in Switzerland does not lie with a single party, a global budget was not allocated for the 2023–2027 NAP. Its adoption by the political level is confirmation of its transparency and binding character, and is therefore the basis for requesting and approving the necessary funds for implementation.

### 4.2 Monitoring

The time frame for implementing the actions is five years and implementation will be subject to regular monitoring. This makes it possible to react to unforeseen developments and allow adjustments. The agencies responsible must submit regular reports on the current status of implementation, structured according to a pre-defined template. Fedpol will monitor and present the progress results. On account of its experience of monitoring the implementation of the NAP to Prevent and Counter Radicalisation and Violent Extremism, the SSN will support fedpol where necessary.

### 4.3 Evaluation

An evaluation enables stakeholders to reflect on the chosen approach to specific thematic areas. It shows where adjustments are needed and provides a basis for deciding how to continue.

In order to ensure the professional implementation of the actions and an independent assessment of the results, the evaluation of the implementation of the 2023-2027 NAP should be outsourced to an external service provider.

This NAP contains strategic goals that can be evaluated at the end of their respective target date. It also describes the projected result and indicators for each specific goal. This will facilitate the later evaluation of the impact of the NAP 2023–2027.

## 5. National Action Plan to Combat Human Trafficking

**Strategic goal 1: The cantons create the conditions necessary for combating human trafficking effectively and take appropriate measures in emergency situations.**

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
1.1 The cantons have prioritised the identification of human trafficking cases and taken the organisational measures and established the processes necessary for combating this form of crime.	All cantons have a cooperation agreement <sup>10</sup> or guidelines in place for dealing with human trafficking cases. They report on their activities and cooperation.	1.1.1 All cantons define in cooperation agreements the objectives, responsibilities and cooperation in combating human trafficking. The cantons are able to identify instances of human trafficking, deal with them adequately and ensure the victim-centred and human rights-based protection of victims according to a referral mechanism.	All cantons have cooperation agreements or guidelines in place for dealing with human trafficking cases. Cantonal offices cooperate.	CCJPD	2027
		1.1.2 All police services are able to identify victims and in-	Representatives of the cantonal police agreements provide information on organisational	CCPCS	2025

<sup>10</sup> Cooperation agreements define responsibilities, tasks and interfaces in the cantons regarding human trafficking cases and establish procedures that should be followed when identifying cases or victims. This action plan may be issued by the chair of a cantonal round table, concluded as a legal administrative agreement between the parties concerned or approved by the cantonal parliament. Cooperation agreements serve to create transparency and clarity in tackling human trafficking and reflect the strategy of the cantons. They are the basis and a condition for implementing further NAP goals and for ensuring harmonised human trafficking procedures and victim protection and support measures in Switzerland.

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
		investigate perpetrators according to the SKK model. <sup>11</sup>	measures in the WGTS on behalf of the cantonal police services.		
		1.1.3 The cantons prioritise the fight against human trafficking.	The cantons define their strategies and priorities for combating human trafficking. More victims and perpetrators are identified.	CCJPD	2026
1.2 An operational structure is in place for dealing with trafficking issues in emergency situations.	A basic organisational structure exists for dealing with emergency situations.	1.2.1 Define a concept for creating an organisational structure involving all stakeholders.	The concept includes threat scenarios and details on the organisational structure, its members and funding, as well as the funding of measures.	fedpol	2025
1.3 The cantons tackle the challenges of combating human trafficking collaboratively.	The cantonal round tables meet regularly to discuss what action and solutions are needed regarding human trafficking.	1.3.1 Cantonal round tables meet regularly at national level to discuss current issues concerning human trafficking.	The meetings take place at least once a year.	fedpol	2023

<sup>11</sup> Decision by the SKK at the meeting on 19.11.2020 on the WGTS paper 'National Action Plan to Counter Human Trafficking, Action 14, Identification guidelines / Recommendations / Good Practices

**Strategic goal 2: The parties involved in combating human trafficking in Switzerland are trained to identify instances of human trafficking and take the appropriate measures. The public and the business community are aware of human trafficking.**

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
2.1 The responsibilities, scope and possibilities for training and raising awareness of human trafficking in Switzerland are clarified.	The organisations responsible for training are defined. Courses and awareness-raising events on human trafficking are under way.	2.1.1 Develop a concept for training all vocational sectors and provide information on training needs and implementation.	The concept has been discussed in the NGEHT, approved by fedpol and communicated to the organisations responsible.	fedpol	2023
		2.1.2 Provide regular training courses for the vocational sectors defined in the training concept (2.1.1).	Members of the various vocational sectors and social partners undergo training each year according to the training concept.	fedpol	2024
2.2 Members of the FOCBS and law enforcement services have a heightened awareness of human trafficking issues. Trained specialists can apply their knowledge when conducting investigations and dealing with victims. They recognise the importance of the 'non-punishment rule'.	The FOCBS and the law enforcement services of all cantons have appointed human trafficking specialists and are trained to identify victims.	2.2.1 Organise and carry out specialist training courses for staff from the police and public prosecution services. The training courses include: dealing with minors (including young children); the non-punishment rule; digital investigations.  Empower these specialists to raise awareness among	Regular training courses.	SPI, CSPP, VSKC	From 2023

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
		officers who provide basic police services in their corps according to measure 2.2.2 and among officers undergoing basic police training.			
		2.2.2 Raise awareness among non-specialised public prosecution and basic police staff and ensure they know how to respond if they suspect human trafficking.	Regular training courses.	CSPP, CCPCS	From 2024
		2.2.3 Inform FOCBS inspection staff about human trafficking and ensure they know how to respond.	Regular training courses on human trafficking for FOCBS staff.	FOCBS	From 2023
2.3 Human trafficking PR activities support those working to combat human trafficking.	More events on combating human trafficking.	2.3.1 Carry out awareness-raising events or action weeks around the EU's Anti-Trafficking Day. The events should include information on how to respond to suspected human trafficking.	Events take place in all of Switzerland's language regions and in collaboration with various partners.  Action weeks take place every 2 years.	fedpol <sup>12</sup>	Annual action weeks in 2023, 2025 and 2027 instead of action days.

<sup>12</sup> Awareness-raising events are coordinated by IOM Bern.

**Strategic goal 3: Switzerland's anti-human trafficking response is grounded on situation reports and knowledge-based findings.**

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
3.1 Switzerland compiles situation reports on all types of human trafficking. It identifies the latest developments and threats, and utilises this knowledge.	Situation reports based on statistics, operational intelligence, surveys, other situation reports, open source information and other sources are available and updated at regular intervals.	3.1.1 Compile and update situation reports on human trafficking in Switzerland, taking into account international developments and digital trends.	Annually updated situation reports are available to the police and are used for evaluations and reports.	fedpol	2023
		3.1.2 Conduct research on human trafficking-related topics.	Research topics have been identified and work is under way.	fedpol	2025
3.2 Switzerland has all relevant and accessible statistical data on human trafficking and uses it to coordinate anti-human trafficking action.	Practice-relevant data is provided by the PCS and VSS.	3.2.1 Examine whether it is possible to expand victim support statistics (VSS) in future and in cooperation with the CDSS to include data from NGOs or information on the origin and nationality of victims.	A feasibility report is available.	FSO, CDSS	2025
3.3 Review Swiss case law on human trafficking and in-	A discussion on court decisions relevant to law	3.3.1 Create the legal basis for collecting and evaluating	The legal provisions have been amended and the amendments have been	fedpol	2025



Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
form law enforcement services about developments in this area.	enforcement and case law has taken place.	court decisions concerning human trafficking.	reviewed by the relevant body.		
		3.3.2 Carry out a summary evaluation and presentation of relevant court decisions of the last few years.	The evaluations are available and updated every year.	fedpol	2026

**Strategic goal 4: Switzerland takes effective action against human trafficking for the purpose of labour exploitation.**

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
4.1 The criminal provisions on human trafficking for the purpose of exploiting labour are in line with international treaties.	Switzerland's legal instruments are in line with international definitions and are applied efficiently and effectively.	4.1.1 Examine whether specific sub-categories of human trafficking for the purpose of labour exploitation (e.g. slavery, servitude, forced labour) and the criminal means for committing this crime should be specified in Art. 182 SCC.	A written report is available on the results of this review.	FOJ	2025
		4.1.2. Examine whether human trafficking for the purpose of labour exploitation should be made a separate criminal offence.	A written report is available on the results of this review.	FOJ	2025
4.2 Labour market inspectors have an increased awareness of the signs of human trafficking and labour exploitation. Their role and tasks as well as cooperation with other stakeholders have been clarified.	Labour market inspectors have the opportunity to acquire the expert knowledge necessary for identifying human trafficking and know how to respond.	4.2.1 Make information available on human trafficking for the purpose of labour exploitation and provide awareness-raising activities for cantonal (labour market) inspectors, which enable them to identify human trafficking and respond appropriately.	SECO has conducted awareness-raising activities for cantonal inspectors; there is increased awareness among specialists and there are greater efforts to combat human trafficking.	SECO	2023–2027 (recurring activities)
		4.2.2 Invite labour market inspectors, social partners	Labour market inspectors, social partners and other	Cantonal round tables	2024

		and other stakeholders that could be involved in combating human trafficking in the cantons to participate in round tables.	stakeholders participate in round tables on human trafficking and have an optimal effect.		
		4.2.3 Discuss at the cantonal round tables coordinated and joint inspections <sup>13</sup> of businesses by all relevant bodies, show the advantages of combating human trafficking for labour exploitation and discuss ways of implementing measures.	More joint inspections are conducted throughout Switzerland.	Cantonal round tables	2026
4.3 The private sector is made aware of human trafficking and exploitation and motivated to take measures to counter it.	The topic of human trafficking for the purpose of labour exploitation is part of the awareness-raising activities on due diligence in the private sector.	4.3.1 Raise awareness on human trafficking for labour exploitation within the private sector as part of existing and future measures and projects on 'Human rights and the economy' and motivate this sector to take countermeasures.	Existing synergies have been strengthened and new ones established between the NAP and future projects on 'Human rights and the economy' in the fight against human trafficking for labour exploitation.	SECO	2023–2027 (recurring activities)
		4.3.2		SECO, social partners	2023–2027

<sup>13</sup> Joint inspections are targeted inspections of businesses or companies in a coordinated action by various parties (e.g. labour and labour market inspectors, migration authorities, tax authorities, food inspectors and others) in their field of competence. The aim is to gain as comprehensive a picture of the situation as possible to better identify human trafficking.

		Raise awareness of human trafficking for the purpose of labour exploitation among the social partners.	Awareness-raising literature is available and disseminated. Each year a follow-up takes place, for example in the form of an event or newsletter.		
4.4 Use findings from checking (identity) documents to identify human trafficking.	Switzerland has a system in place for identifying forged identity documents.	4.4.1 The <i>Base Intercantonale des Documents d'Identité Frauduleux (BIDIF)</i> is available in all cantons.	The BIDIF is in operation and can be used by all cantons that have the necessary legal base.	fedpol	2024

Strategic goal 5: All human trafficking victims in Switzerland receive the protection and support they are entitled to.

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
5.1 Human trafficking investigations are carefully conducted and victims are guaranteed effective protection and care. The needs of all human trafficking victims are taken into account.	The processes for identifying victims and the content of the services provided to victims are defined. All cantons have a designated victim support office with special know-how to assist victims; special services are available for victims of labour exploitation.	5.1.1 Set out and explain in the cantonal directives for the public prosecution services the meaning and application of the 'non-punishment rule' for offences that victims were forced to commit.	Directives have been issued in all cantons.	CSPP <sup>14</sup>	2025
		5.1.2 The cantons ensure in the cooperation agreements or guidelines that they pay particular attention to signs of human trafficking in the course of administrative checks and when establishing violations against the Foreign Nationals and Integration Act (FNIA).	The cantonal cooperation agreements or guidelines have been modified and take into account the 'Competo Process'. <sup>15</sup>	Cantonal round tables	2025
		5.1.3		Cantonal round tables	2025

<sup>14</sup> For recommendation to the cantonal public prosecutors to issue directives

<sup>15</sup> [https://www.sem.admin.ch/sem/de/home/publiservice/weisungen-kreisschreiben/auslaenderbereich/aufenthalt\\_ohne\\_erwerbstaetigkeit.html](https://www.sem.admin.ch/sem/de/home/publiservice/weisungen-kreisschreiben/auslaenderbereich/aufenthalt_ohne_erwerbstaetigkeit.html) (not available in English)

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
		<p>The cantons ensure that specialised victim support services are in place to care for and support human trafficking victims. These specialised services are also consulted on matters concerning the identification of victims.</p>	<p>The cantons have services with specialised know-how on caring for and supporting human trafficking victims.</p>		
		<p>5.1.4 Examine the expediency of the following measures (and their alternatives) for potential human trafficking victims, including minors:</p> <ul style="list-style-type: none"> <li>• Establish a screening system in the federal asylum centres;</li> <li>• Designate a single-point-of-contact in the federal asylum centres to ensure the flow of information and the implementation of safety/support measures for all people with special needs;</li> <li>• Raise the awareness of all the relevant actors in the federal asylum centres about people with special needs;</li> </ul>	<p>The expediency of the measures and their alternatives have been examined.</p>	SEM	2024

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
		<ul style="list-style-type: none"> <li>• Provide additional assistance in individual cases if needed to reduce the risk of re-trafficking;</li> <li>• In the event that specific target 5.2 is not achieved, provide funding for external counselling for victims in the asylum procedure who have been exploited abroad.</li> </ul>			
5.2 People in Switzerland who were victims of human trafficking abroad receive the protection and support they require.	The services which must be offered according to the Council of Europe Convention on Action against Trafficking in Human Beings are provided to all human trafficking victims regardless of where they were exploited.	5.2.2 Establish a concept for a national case management office (including its operation) for people who become victims of human trafficking abroad.	The concept (including operating costs) is in place.	CDSS	2025
		5.2.3 Analyse possible funding for the concept taking into account the further development of the concept (5.2.1).	Present proposals for funding the concept.	SSN	2025
		5.2.4 Examine the expediency of accommodating human trafficking victims in the	The expediency of the measure has been examined.	SEM	2024

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
		asylum procedure in external accommodation if their safety cannot be guaranteed in a federal asylum centre or if there is a high risk of re-trafficking or reprisals.			
5.3 The cantonal victim support authorities and representatives are aware of human trafficking and apply the legal provisions on victim support consistently.	Lawyers and the relevant cantonal authorities have better knowledge regarding victim support and on compensation and damages. The authorities apply a standard practice when providing services, particularly when granting compensation and damages.	5.3.1 Carry out a one-day training course on the VSA. The course should take account of various aspects relating to the support of human trafficking victims, particularly the question of compensation and damages.	An all-day training course has taken place.	FOJ	2024
5.4 All cantons apply the minimum requirements according to international standards on victim protection and support.	The minimum standards regarding counselling, care and accommodation (according to the Council of Europe Convention) are incorporated into the cantonal cooperation agreements or guidelines.	5.4.1 Develop standardised procedures and minimum standards for victim protection and support. These procedures and standards take account of the legal base, incorporate the roles and tasks of the parties involved and include cooper-	The cantons have adopted the procedures in their cooperation agreements or guidelines.	CDSS, fedpol	2025



Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
		ation and victims' expectations. They are intended for the cantons and serve to standardize processes in Switzerland while taking into account the Competo processes.			
		5.4.2 The cantons adapt their cooperation agreements or guidelines to incorporate standardised procedures and comply with minimum standards (5.4.1).	All cantons comply with the minimum standards and procedures have been adapted.	Cantonal round tables	2027

**Strategic goal 6: Minors who are victims of human trafficking are identified and receive help and protection based on the child's best interests.**

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
<p>6.1 There is a common understanding of human trafficking in minors among all parties involved (child protection services/persons of trust/guardians/specialised victim support services). They know their role and tasks if they suspect human trafficking in minors.</p>	<p>The parties know and can perform their tasks if they suspect human trafficking in minors.</p>	<p>6.1.1 Develop basic principles for understanding, recognising and dealing with underage victims of human trafficking in line with the Human Trafficking in the Context of Minors report.</p>	<p>The basic principles have been developed and implemented.</p>	<p>KOKES, CDSS</p>	<p>2024</p>
		<p>6.1.2 Define in the cantonal round tables/guidelines coordination mechanisms for identifying, protecting and supporting trafficked minors, as well as the roles, cooperation mechanisms and procedures for the parties involved.<sup>16</sup></p>	<p>The cooperation agreements/guidelines have been adapted.</p>	<p>Cantonal round tables</p>	<p>2026</p>
		<p>6.1.3 The cantonal cooperation platforms ensure their services and staff are trained and have better awareness in caring for minors. Training is based on the online handbook 'Trafficking in</p>	<p>Specific training courses have taken place.</p>	<p>Cantonal round tables</p>	<p>2026</p>

<sup>16</sup> The City of Bern's AGORA process is an example of practical action.

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
		children' published by Child Protection Switzerland.			
6.2 Minors of compulsory school age are aware of the dangers of sexual exploitation and human trafficking.	School pupils can recognise the signs associated with human trafficking recruitment.	6.2.1 Produce a film and leaflet for use in schools.	The film has been produced and is available for use in schools.	fedpol	2026

**Strategic goal 7: Switzerland contributes to reducing the causes of human trafficking and to effective and result-oriented cooperation at international level.**

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
7.1 Guarantee the exchange of information between law enforcement services and victims' country of origin or exploitation, taking into account the legal provisions on victim protection and victims' interests, and allow parallel investigations on perpetrators' networks.	An organised and improved exchange of information takes place with the victims' country of origin or exploitation.	7.1.1 Improve the exchange of police information with Nigeria.	A dialogue takes place at the criminal police level with Nigeria.	fedpol	2025
		7.1.2 Review and improve the exchange of police information with the main countries where human trafficking takes place.	A dialogue takes place at the criminal police level.	fedpol	2025
7.2 Switzerland uses bilateral diplomacy instruments, promotes the exchange of experiences and dialogue, and supports measures in specific geographical contexts.	Switzerland supports measures to combat human trafficking in countries of origin and priority countries.  Human trafficking is part of the bilateral dialogue.	7.2.1 Human trafficking is included as a topic in strategies, guiding documents and programmes.	Strategies, guiding documents and programmes on human trafficking and exploitation.	SEM, FDFA	ongoing
		7.2.2 Projects abroad to combat human trafficking and exploitation, including victim protection, reintegration and the protection of migrant workers.	Implemented projects.	FDFA (PHRD, SDC), SEM, SECO	ongoing
		7.2.3 Address human trafficking within the framework of		SEM; FDFA (PHRD, SDC)	ongoing

Specific target	Projected result	Concrete action	Indicator	Responsibility	Target date
		the migration partnership with Nigeria and, where possible, in other migration partnerships, as well as in bilateral and regional dialogues.	Dialogues where human trafficking (also in the context of labour migration) is on the agenda.		
7.3 Switzerland uses its multi-lateral diplomacy instruments to promote a human rights-based approach to combat human trafficking.	Switzerland uses multi-lateral instruments to further develop and strengthen international standards.	7.3.1. Where opportune, Switzerland speaks out and gets involved in the following platforms: <u>Global platforms:</u> <ul style="list-style-type: none"> <li>• Human Rights Council</li> <li>• UNTOC State Conference and Working Groups</li> <li>• UN General Assembly</li> <li>• UN Security Council</li> </ul> <u>Regional platforms:</u> <ul style="list-style-type: none"> <li>• Council of Europe</li> <li>• OSCE</li> </ul>	Speeches, negotiations on resolutions, side events, conferences.	FDFA (PHRD) SEM	ongoing

## Annexes

### NAP Working Group members

FDFA
fedpol (chair)
FIZ
IOM Bern
Zurich Cantonal Police, Structured Crime Division
Child Protection Switzerland
Bern City Police, Residential, Migration and Foreign Nationals Services
SECO
SEM
CDSS
SVS

### NGEHT members

ACT212
Office for Society and Social Affairs, Social Institutions and Victim Assistance Solothurn
Antenna Mayday
FOCBS
Protestant Social Centre Geneva
FDFA
fedpol (chair)
FIZ
Neuchâtel Foundation for the Coordination of Social Action
IOM Bern
Canton Zurich, Cantonal Victim Assistance Bureau
Zurich Cantonal Police, Structured Crime Division
Child Protection Switzerland
Child and Adult Protection Authority Basel-Stadt
Geneva Cantonal Police, Anti-Trafficking and Illegal Prostitution Squad
Bern City Police, Residents, Migration and Foreign Nationals Services
SAV
SECO
SEM

Residents Service Vaud
Office for Adult and Youth Protection Neuchâtel
SGB
CDSS
Public Prosecution Service Canton Bern
University of Neuchâtel, SFM

### SSN Strategic Monitoring Group members

FOCBS
FOJ
FDFA
FIZ
fedpol
IOM Bern
Child Protection Switzerland
CCJPD
CCPCS
Union of Swiss Communes
Union of Swiss Cities
SECO
SGB
CDSS
CSPP
SSN (chair)
VKM

### Political oversight

FDJP, Head (chair)
CCJPD
Union of Swiss Communes
Union of Swiss Cities
CDSS

## Developments in combating human trafficking since 2016

Efforts by countless governmental and non-governmental bodies are under way in Switzerland to combat human trafficking, with NGOs playing an important role. The measures outlined below are considered to be milestones in improving the legal and institutional framework for combating human trafficking since the 2017–2020 NAP was adopted in 2016:<sup>17</sup>

- Switzerland regularly participates in **Europol's Joint Action Days** against human trafficking and migrant smuggling. fedpol coordinates the inspections carried out by the cantonal police authorities and FOCBS throughout Switzerland and maintains close contact with Europol in The Hague in order to compare data. The Joint Action Days serve to identify victims and perpetrators and to raise the participating authorities' awareness of various phenomena.
- Between 2010 and 2020, Switzerland hosted international roundtables against human trafficking one to two times a year. The aim of this platform, initiated by the FDFA/Peace and Human Right Division and IOM Bern, was to promote the exchange of experiences between national and international practitioners and develop specific courses of action.
- In March 2016, fedpol published the study **Labour exploitation in the context of human trafficking - An assessment of the situation in Switzerland**.<sup>18</sup> The study was conducted by the SFM on behalf of fedpol and was the first to examine the various forms and extent of labour exploitation in Switzerland. Besides its findings, the study provided suggestions for discussing appropriate measures.
- In November 2016, Switzerland adopted the **2017-2020 NAP – the second of its kind**. It set out Switzerland's approach to human trafficking, commented on the recommendations in GRETA's first report on Switzerland and formulated 28 concrete actions to improve the fight against human trafficking. **An evaluation of the implementation of the 2017-2020 NAP took place in 2021**. It showed that Switzerland's approach had moved closer to the GRETA recommendations. The NAP not only had an impact through its concrete actions, it also promoted the networking of stakeholders in Switzerland and served as a reference document for further anti-human trafficking activities and measures by various agencies and organisations.
- On **European Anti-Trafficking Day, on 18 October, awareness-raising and information events** are held every second year in a so-called Action Week. On this day in 2017, a campaign was launched using a **tour bus** providing information on human trafficking for the public. The project was led by IOM Bern and the FAS. A large number of organisations and agencies co-funded the project and helped implement it. The bus stopped at 34 locations in 16 cantons over a period of two years.
- In June 2018, fedpol launched an **awareness-raising campaign against human trafficking in the health sector** with an event at the Inselspital in Bern. The campaign was aimed at staff working in the emergency departments of Swiss hospitals. As part of the campaign, fedpol produced a short film and a leaflet for healthcare staff, and a pocket card for potential victims, which were delivered to all hospitals in Switzerland. Additional information was added to fedpol's website.<sup>19</sup>
- In October 2018, the CDSS published a new framework document drawn up jointly with the SVK-OHG and the SCSWS on victim support and social welfare assistance. The document also

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<sup>17</sup> The milestones in combating human trafficking in Switzerland up to 2016 are listed in the annex to the 2017–2020 NAP, see: <https://www.fedpol.admin.ch/dam/fedpol/de/data/aktuell/news/2017/2017-04-13/nap-2017-2020-d.pdf.download.pdf/nap-2017-2020-d.pdf>

<sup>18</sup> <https://www.fedpol.admin.ch/dam/fedpol/de/data/aktuell/news/2016/2016-04-06/ber-sfm-menschenhandel-d.pdf.download.pdf/ber-sfm-menschenhandel-d.pdf> (in German)

<sup>19</sup> [www.fedpol.admin.ch/fedpol/de/home/kriminalitaet/menschenhandel/kampagne.html](http://www.fedpol.admin.ch/fedpol/de/home/kriminalitaet/menschenhandel/kampagne.html) (in German, French and Italian)



covers human trafficking. It provides information on **which benefits a victim receives on the basis of the VSA and which benefits are covered by social welfare support**,<sup>20</sup> especially for longer stays in Switzerland. This framework document harmonised cantonal practices and led to more legal certainty.

- In 2018, the **Swiss-Hungarian Transnational Cooperation on the Referral of Victims of Trafficking** project was completed. The project was initiated by Hungary and funded by the EU, as it also included other target countries of Hungarian trafficking victims. It served to improve cooperation on the return of victims to their home country and also dealt with certain aspects of criminal prosecution. As a result, a Transnational Referral System<sup>21</sup> was developed, aimed at facilitating transnational networking and transferring practical knowledge through delegation meetings and study visits. The most important result of this cooperation was the ratification of the Second Additional Protocol to the European Convention on Mutual Assistance in Criminal Matters by Hungary. This created the conditions for establishing joint Swiss-Hungarian investigation teams<sup>22</sup> at Eurojust, closing a gap in criminal prosecution.
- In 2018, the **enlargement contribution project with Bulgaria to improve bilateral cooperation for the benefit of trafficking victims** was completed. The project was led in Switzerland by the FIZ and in Bulgaria by the Animus Association Foundation, and resulted in the 'Swiss-Bulgarian Bilateral Guidelines for the Identification, Protection and Referral of Trafficked Persons'.<sup>23</sup> The guidelines describe in detail cooperation procedures between Switzerland and Bulgaria, facilitating the work with Bulgarian victims.
- In November 2019, fedpol published a new list of **indicators for identifying potential victims of human trafficking**,<sup>24</sup> replacing the old checklist from 2005. It contains a definition of human trafficking, recommendations on how to use the list and the indicators for identifying victims. The indicators vary according to the different purposes of human trafficking (e.g. for the purpose of sexual exploitation, labour exploitation, forced begging, forcing a person to commit a criminal act, removing a human organ, trafficking in minors and committing the so-called lover boy scam). The list takes into account current developments and findings in combating human trafficking.
- In July 2020, SECO launched an **awareness-raising campaign on human trafficking for the purpose of labour exploitation**. The campaign included the publication and distribution of a brochure<sup>25</sup> on labour exploitation for cantonal labour and labour market inspectors and information on various events. Three regional one-day training sessions were held providing information on combating human trafficking from the perspective of the labour market inspection authorities.
- In September 2020, fedpol took over the **role of National Coordination Office against Trafficking in Human Beings** in accordance with Article 29 of the Convention on Action against Trafficking in Human Beings from the KSMM, after the KSMM steering group decided to dissolve this coordination unit. The move ensures that the FDJP assumes political responsibility for combating human trafficking. The NGEHT, which is headed by fedpol, was formed to network stakeholders and coordinate projects against human trafficking in Switzerland. The

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<sup>20</sup> [https://ch-sodk.s3.amazonaws.com/media/files/0e78ece5/53e4/4a12/afb4/b1afdc848fdd/2018.09.18\\_Grundlagenpapier\\_SVK-OHG\\_SKOS\\_Opferhilfe\\_u.pdf](https://ch-sodk.s3.amazonaws.com/media/files/0e78ece5/53e4/4a12/afb4/b1afdc848fdd/2018.09.18_Grundlagenpapier_SVK-OHG_SKOS_Opferhilfe_u.pdf) (in German)

<sup>21</sup> [www.ravot-eur.eu/en/transnational-referral-mechanism](http://www.ravot-eur.eu/en/transnational-referral-mechanism)

<sup>22</sup> Joint investigations teams (JIT)

<sup>23</sup> [https://www.fiz-info.ch/images/content/news/2018/ENG\\_Guidelines\\_Long\\_def.pdf](https://www.fiz-info.ch/images/content/news/2018/ENG_Guidelines_Long_def.pdf)

<sup>24</sup> <https://www.fedpol.admin.ch/dam/fedpol/de/data/kriminalitaet/menschenhandel/berichte/indikatoren-opferidentifizierung-mh-d.pdf.download.pdf/indikatoren-opferidentifizierung-mh-d.pdf>

<sup>25</sup> [www.seco.admin.ch/menschenhandel](http://www.seco.admin.ch/menschenhandel)

NGEHT began its work in July 2022. A first meeting has taken place and the group will continue to meet twice a year.

- In March 2021, the **Police Crime Statistics published figures on Article 182 SCC**, based for the first time on the type of exploitation (e.g. trafficking for the purpose of sexual exploitation, labour exploitation or the removal of human organs). Up to this point, there was no distinction between the various types of exploitation. The new figures provide a better picture of the situation and specific findings on human trafficking and efforts to combat it in Switzerland.
- In May 2021, SEM published the **results of the Asylum and Human Trafficking working group**,<sup>26</sup> established as a result of the 2017-2020 NAP to better identify and support victims of human trafficking who are in the asylum procedure. At the same time, the working group published the Management Response – A Conclusion by SEM<sup>27</sup> in the working group's report. The working group has brought about a number of improvements in the asylum procedure. For example, victims who find themselves in the asylum procedure now receive a recovery and reflection period of 30 days. In addition, a special interview takes place if there is a suspicion of human trafficking. And, additional training is provided for staff and tools for dealing with this issue have been developed. Further improvements based on the results of the working group are being reviewed. Statistics from SEM show that more victims of human trafficking have been identified thanks to the newly introduced measures.<sup>28</sup>
- Based on the anti-human trafficking ordinance, **CHF 400,000 is granted annually to specialised NGOs**. Support is given to organisations and projects that work to prevent human trafficking in all parts of Switzerland. The funding has enabled NGOs to offer new services to human trafficking victims and expand existing ones. For example, Switzerland has had a **National Reporting Office for Human Trafficking** since 2015, while other NGOs have become more accessible and have **expanded their capacity to provide care services for victims**.
- In 2021, an **evaluation of financial assistance based on the Ordinance against Trafficking in Human Beings** took place. Based on this ordinance, financial support is granted to organisations and projects that have a preventive focus on human trafficking. The evaluation showed that fedpol's financial assistance has had a proven effect, but that it is not sufficient. As a result, the annual amount was increased from CHF 400,000 to CHF 600,000, beginning in 2023.
- The first meeting of the **public prosecutors' exchange platform on human trafficking** took place in September 2021. The aim of this platform is to exchange practical knowledge about specific human trafficking phenomena in the cantons as well as to network. The meetings take place once a year in person. This ensures that an institutionalised exchange on combating human trafficking takes place also between public prosecution services.
- In September 2022, the **report Combating Human Trafficking in a Cantonal Context**<sup>29</sup> was published. It was prepared by the University of Bern on behalf of fedpol. The report focuses on the efforts of the cantons to combat human trafficking; it examines the risk of human trafficking in each canton and compares the measures they have taken. Its findings were useful for formulating concrete actions in the 2023-2027 NAP.

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<sup>26</sup> <https://www.sem.admin.ch/dam/sem/de/data/publiservice/berichte/ber-menschenhandel-202105.pdf.download.pdf/ber-menschenhandel-202105-d.pdf> (in German)

<sup>27</sup> <https://www.sem.admin.ch/dam/sem/de/data/publiservice/berichte/ber-menschenhandel-202105-mgmt-response.pdf.download.pdf/ber-menschenhandel-202105-mgmt-response-d.pdf> (in German)

<sup>28</sup> The percentage of asylum seekers identified as human trafficking victims was: 2015, 0.081%; 2016, 0.268%; 2017, 0.536%; 2018, 0.721%; 2019, 0.561%; 2020, 0.815%

<sup>29</sup> Menschenhandel: Bericht zeigt grosse kantonale Unterschiede auf (not available in English)

- In December 2022, the report **Exploitation of Minors in Switzerland in the Context of Human Trafficking**<sup>30</sup> was published. The report was prepared by the SFM on behalf of fedpol. The report seeks to gain more insight into the extent and forms of human trafficking in minors in Switzerland and to identify challenges that need to be addressed with measures. The report was helpful for formulating concrete actions in the 2023-2027 NAP. It also provides the basis for defining further measures against trafficking in minors.

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<sup>30</sup> [https://www.fedpol.admin.ch/fedpol/de/home/publiservice/publikationen/berichte/weitere\\_berichte.html](https://www.fedpol.admin.ch/fedpol/de/home/publiservice/publikationen/berichte/weitere_berichte.html)