

The background is a light blue color filled with various colorful geometric shapes like circles, arcs, and rectangles in shades of orange, teal, and dark blue, resembling confetti. At the bottom, there is a dark blue graphic consisting of two thick, jagged, horizontal lines that resemble a stylized wave or a mountain range.

# Annual Report 2021

A year to remember:  
HEUNI's 40th Anniversary

# From the director

Highlights of the year by Dr Natalia Ollus

**The year 2021 could perhaps best be described as a roller-coaster.**

Multiple waves of the COVID19-pandemic continued to affect the world to the frustration of many. At HEUNI we moved from mostly remote work to hybrid work, and back to mostly remote work as the Delta- and Omicron waves advanced in Europe and Finland at the end of the year. Luckily the summer and fall saw several face-to-face events and activities, and there was some longed-for respite from meeting partners and counterparts only online.

If 2020 was HEUNI's year of outreach and online-networking, 2021 was the year when HEUNI produced several new research outputs and publications. I wish to highlight in particular our continued work to strengthen the response to counter labour exploitation. At the end of 2021, HEUNI launched its latest tool; a guide for risk management in national supply chains for public procurement agencies. The guide is unique in that it offers concrete and hands-on examples, checklists and models for how labour exploitation and human trafficking can be prevented in public procurement in particular in high-risk sectors such as cleaning, construction and catering. Although the guide covers the Finnish context, I am convinced that it can also be applied to many other countries and settings, and that HEUNI's expertise can be exported to strengthen the role of public procurement also

<sup>1</sup> Flows of illicit funds and victims of human trafficking: uncovering the complexities. Grant Agreement number: 814791

<sup>2</sup> Flows of illicit funds and victims of human trafficking: uncovering the complexities. Grant Agreement number: 814791

elsewhere. Please be in touch if you want to know more or wish to explore partnerships in this regard!

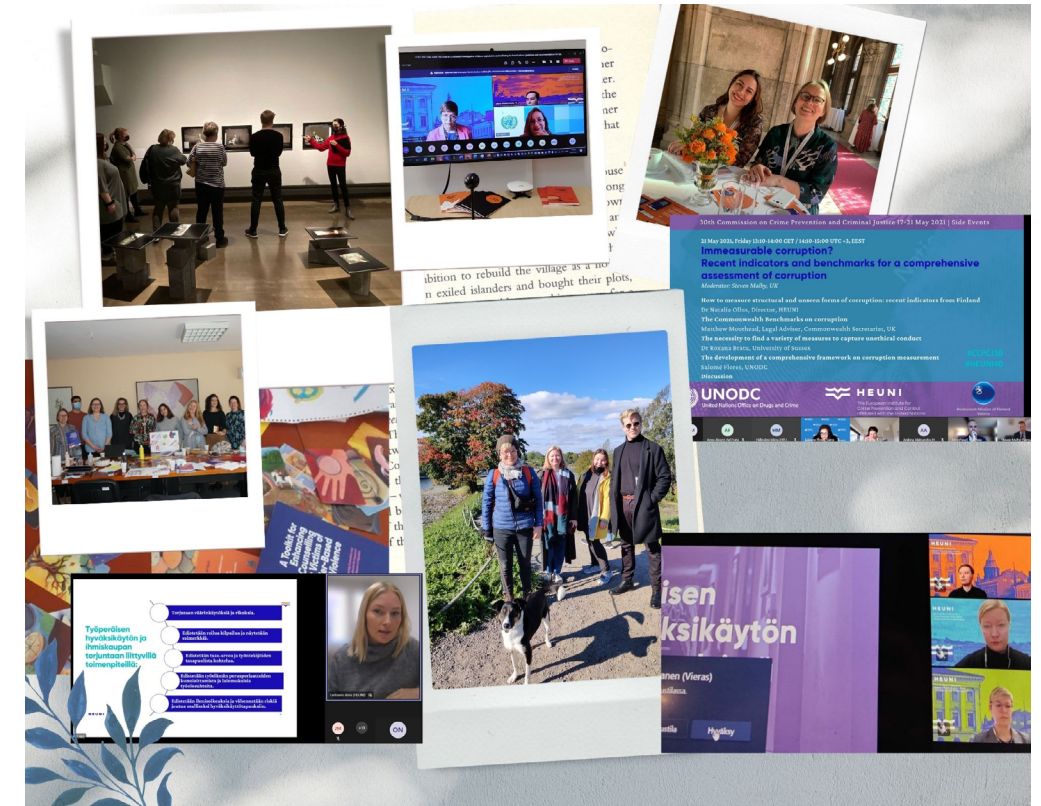
In the fall, HEUNI also published two other reports that aim to strengthen the work to prevent labour exploitation. We also launched a highly useful toolkit to support counsellors who work with women in migration who have experienced gender-based violence. The toolkit is a valuable resource for anyone working with gender-based violence in the migration context.

In 2021 HEUNI also took steps into new media formats as we launched our first podcasts series. As part of our project to support migrant women who have experienced violence HEUNI and partners created podcasts where migrant women themselves discuss – in Arabic, Farsi, Somali and English – gender-based violence and the importance of professional support in dealing with their experiences.

HEUNI turned 40 years in December 2021. Due to the pandemic, we could not plan physical events, and instead focused our efforts on celebrating online. We organized several interesting webinars, which can be accessed on HEUNI's YouTube channel. We also received several videoed greetings from HEUNI friends, which can likewise be seen on our YouTube channel. In addition, we created a #HEUNI40 podcast series where we discuss with our partners and friends the highlights of the developments in crime prevention during the past four decades as well as future trends. Many thanks to Rick Brown from the Australian Institute for Criminology, the chair of HEUNI's Advisory Board Miklos Levay, and our former colleagues Matti Joutsen and Terhi Viljanen for agreeing to be our guests!

I wish to extend my thanks to all HEUNI colleagues for their hard work and dedication during the past year, and for keeping the spirits high despite the difficult circumstances. In particular, I wish to thank Senior Programme Officer Inka Lilja, who went on a leave of absence at the end of the year. Inka has tirelessly worked to develop HEUNI over the past years, and many of our developments are the result of her innovations.

**Natalia Ollus**  
HEUNI Director



HEUNI values include 4 pillars: fairness and justice; knowledge, professionalism and quality; courage and confidence; imagination and resourcefulness. During 2021 we continued to explore ways to innovate our work and use online resources, support each other in worklife and beyond, enjoyed various recreational activities together to keep our spirits up.

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(LINKEDIN.COM/COMPANY/HEUNI) .

**IF YOU HAVEN'T DONE SO ALREADY,**  
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**NEWSLETTER:**  
[HTTP://BIT.LY/HEUNI\\_NEWS](http://bit.ly/heuni_news)

# 2021 at a glance

## February

### Amendments to the Aliens Act Analysed

A research report "The combined effects of the amendments to the Aliens Act and the practice of applying the Act with regard to the status of those requesting and receiving international protection" commissioned by the Finnish Prime Minister's Office analysed the changes made to the Alien's Act during the last Government's term, and the impact these changes have had on the situation of asylum seekers, including particularly vulnerable groups such as children and victims of trafficking.

## March

### 14th United Nations Crime Congress

The Kyoto Congress was the first to be organised as what is now termed a hybrid conference, with some participants on-site roaming the conference halls and others participating remotely from all around the world. Dr Matti Joutsen, former director of HEUNI, attended the Kyoto Congress as a representative of Finland and introduces the Kyoto Declaration, the main outcome of the Congress.

## May

### The UN Commission on Crime Prevention and Criminal Justice (CCPCJ)

HEUNI organised two side events at the annual meeting of the UN Commission on Crime Prevention and Criminal Justice (CCPCJ).

The first session focused on showcasing our recent work to prevent labour exploitation, in particular the collaboration between labour inspectors and the police. Speakers from Finland, Norway and the UNODC presented their experiences and good practice.

The second session revolved around the measurement of corruption, and laid out the recent indicators for measuring corruption in the Finnish context, followed by a presentation of a measurement framework developed by the Commonwealth Secretariat, and a discussion with input from academia and the UNODC.

## November

### Online discussion "Victims of labour exploitation – falling between the cracks?"

HEUNI engaged researchers and other interested parties in a discussion on how to address impunity, how to ensure that sanctions are sufficient, and how to ensure that victims get access to justice and remedy. The webinar presented new research on how different European countries tackle labour exploitation, and what gaps exist in these approaches. Prominent researchers provided commentaries from the perspectives of the UK, Belgium and the Netherlands, and Norway.

## September

### Empowering counsellors and beneficiaries to assess the needs and the impact of counselling with women in migration. The SARAH Impact Toolkit published.

The toolkit can be used to improve the quality and impact of counselling by assisting:

- the beneficiaries to understand their own strengths, resources and priorities
- the counsellor to make informed decisions about the possible steps in supporting the beneficiaries
- organisations and professionals in collecting data for impact evaluation as well as for advocacy.

## October

### HEUNI published a report that compares measures against the exploitation of migrant labour in different countries.

In particular, the report examines multidisciplinary cooperation models developed in Norway, Belgium and the United Kingdom to address labour exploitation.

The report commissioned by the Ministry of Economic Affairs and Employment also assesses legislation which has been introduced in the Netherlands, Belgium and the United Kingdom to address labour exploitation. The report also describes Estonia's labour dispute committee and the Swedish legislation on exploitation of human beings.

The report shows that combating exploitation of migrant labour requires good structural cooperation from occupational safety and health authorities, the police, tax authorities and other key operators. One of HEUNI's recommendations in the report is that key authorities need to regularly meet and develop operational ways of exchanging information. This is the starting point for organic exchange of information, joint practices and a culture of cooperation.

## November

### International workshop for counsellors in Athens

During the workshop the challenges of counselling female victims of GBV, best practices, as well as practical tips were shared among professionals. The group visited the Elaonias refugee camp in Athens and this visit sparked a lot of discussion on the current European policies related to asylum seekers as well as the on the practical challenges in identification and support for victims of GBV in the refugee camps.

## December

### Launch of a guide for risk management in national supply chains

Commissioned by the Ministry of Finance, the European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUNI), produced a guide for risk management in national supply chains for public procurement agencies in Finland. Public procurement agencies include the central government and municipalities, which are required to comply with the Act on Public Procurement and Concession Contracts. The guide has been prepared in connection with the Action plan for effective public procurement and the implementation of the Procurement Finland Strategy.



# Operational Framework

**THE EUROPEAN INSTITUTE FOR CRIME PREVENTION AND CONTROL, AFFILIATED WITH THE UNITED NATIONS (HEUNI) FUNCTIONS** under the joint auspices of the Government of Finland and the United Nations as an independent research and policy-making institute. HEUNI was established in 1981 with an agreement between Finland and the United Nations.

**HEUNI's work is guided by its founding statutes, which state that HEUNI:**

- organises seminars for policy-makers, administrators, experts and researchers;
- collects, provides, publishes and disseminates information;
- conducts research;
- and holds conferences and meetings.

HEUNI's work is increasingly focusing on conducting research, on publishing the findings in easily accessible formats, disseminating the findings to relevant stakeholders, and participating in policy-making related to the institute's areas of focus.

HEUNI's menu of services include the development of research methodologies, the collection and analysis of various forms of data, the development of indicators, measures, practical tools and guidelines, and the provision of training.

HEUNI selects and develops its areas of focus independently but is guided by the priorities of the United Nations.

**HEUNI's mandate of work covers all of Europe but HEUNI aims to transfer European practices and knowledge also beyond this geographic region.**

HEUNI is the European regional institute in the United Nations Criminal Justice and Crime Prevention programme network (PNI). HEUNI's affiliation with the United Nations means that HEUNI collaborates with other members of this network, closely follows the work of the UN vis-à-vis the prevention of crime and crime control within the framework of criminal justice and supports the UN in the implementation of its priorities, in particular the Agenda 2030 for Sustainable Development and the Sustainable Development Goals.





## HEUNI'S ORGANISATION

HEUNI has a professional and motivated team of experts and efficient administrative processes that supports the work of the institute. In 2021, HEUNI staff consisted of 8 persons. HEUNI employed 4 interns in 2021: *Roosa Näsi* (MA student of the "Societies and Change" programme at University of Helsinki), *Miina Hiilloskivi* (Master of Laws student at the University of Helsinki) and *Annareetta Rantala* (Master's student in sociology at Tampere University) participated in several EU-funded projects; *Kasper Kannosto* (Peace, Mediation, and Conflict Research Student at Åbo Akademi University) served as communications intern and later on continued to work as communications assistant until the end of 2021.

### Director

Dr. Natalia Ollus

### Senior Programme Officers

Inka Lilja

Anniina Jokinen

### Researchers

Anni Lietonen

Anna-Greta Pekkarinen

### Communications Officer

Aleksandra Anikina

### Administrative Assistant

Jaana Ryan

### Project Secretary

Aili Pääkkönen

In December 2021 HEUNI appointed Adjunct Professor Julia Korkman as Senior Programme Officer and Ieva Silinevica as the new Administrative and Finance Specialist, both for a fixed-term position.

*Julia Korkman* is an adjunct professor in legal psychology. Dr. Korkman has led several large research projects in the field of legal psychology and has expertise in, among other things, investigative interviewing and assessing witnesses in legal processes, investigating alleged cases of crimes against children, eyewitness identifications, factors associated with rape victims' tendencies to make police reports and asylum processes. In her new role, Korkman will be responsible for the planning and implementation of HEUNI's EU and other international and national projects, especially regarding the rights of victims of crime and the fight against violence against women. Dr. Korkman will commence her position as of 1 January 2021 until 31 August 2023.

*Ieva Silinevica* has a master's degree in social sciences. She has extensive experience in coordinating various EU projects at the Finnish National Agency for Education, where she worked as a project coordinator in the Internationalization Services Unit for Youth, Culture and Sports, and as a financial planner and coordinator in the EU Program Coordination Unit. At HEUNI, Ms Silinevica's responsibilities include developing the institute's project and financial management processes. Ms Silinevica's position is between 1 January 2021 and 31 December 2023.

*Saara Haapasaari* joined HEUNI as a sustainability specialist starting from 2022, and she is responsible for developing HEUNI's CSR operations and collaboration with companies. Saara has a background in the corporate world, and she holds a master's degree in Economics and Business Administration. Before joining HEUNI, Saara worked as a sustainability specialist at Finland's largest construction company. In her studies and previous experience, Saara has focused on responsible sourcing, human rights and due diligence, including the identification and prevention of labour exploitation in a high-risk industry.

## ADVISORY BOARD

The international Advisory Board of HEUNI serves as an important link with the United Nations and the various regions of Europe. The Chairman of the Advisory Board and four of its members are appointed by the Secretary-General of the United Nations after consultation with the Government of Finland. Four members of the Board, including the Director of HEUNI, are appointed by the Government of Finland.

### The members of the Advisory Board are appointed for a period of five years. For the 2018 – 2022 term the composition of the Board is as follows:

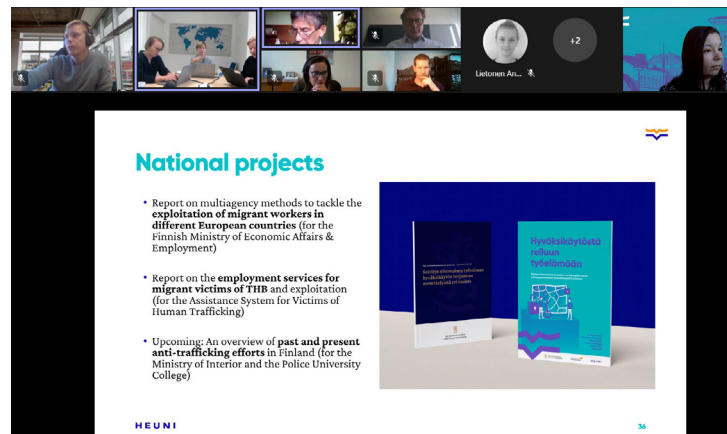
- Dr. Miklós Lévay, Professor of Criminology and Criminal Law, Head of the Department of Criminology, Faculty of Law, Eötvös Loránd University, Chairman of the Board
- Dr. Anna Alvazzi del Frate, Chair of the Alliance of NGOs on Crime Prevention and Criminal Justice

- Dr. Marcelo Aebi, Professor of Criminology, University of Lausanne and Universitat Autònoma de Barcelona, Switzerland
- Ms Corinne Dettmeijer-Vermeulen, Elected member of CEDAW for the term 2021-2024, The Netherlands
- Director of the Division for Treaty Affairs, UNODC (ex officio member)
- Dr. Aarne Kinnunen, Deputy Director, Department of Criminal Policy, Ministry of Justice, Finland
- Dr. Kimmo Nuotio, Professor of Criminal Law, University of Helsinki, Finland
- Ms Sirpa Rautio, Director of the Human Rights Centre, Office of the Parliamentary Ombudsman, Finland
- Dr. Steven Malby, International law, justice and human rights expert, UK
- Dr. Natalia Ollus, Director, HEUNI

A representative of the United Nations Office on Drugs and Crime participates ex officio in all deliberations of the Advisory Board.

The 2021 annual meeting of the Advisory Board was held online and in 2 sessions.

Advisory Board Meeting  
Online Session



HEUNI team enjoying a walking tour of Helsinki focusing on the criminal history of the city and a lunch outdoors afterwards.

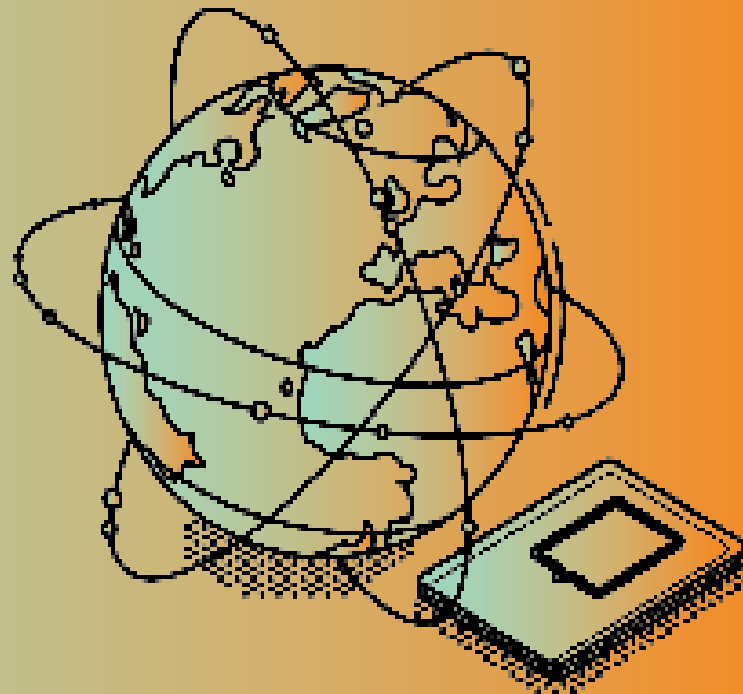


Colleagues exploring an exhibition at the Helsinki Photography museum.



# Focus areas

**Strengthening the criminal justice responses to, including identification of human trafficking and similar crimes (such as forced marriage, exploitation of children and young people, labour exploitation)**



## #ELECT THB

Enhanced Law Enforcement  
Cooperation and Training on  
Trafficking in Human Beings

### **ELECT THB. Enhanced Law Enforcement Cooperation and Training on Trafficking in Human Beings**

**2020 - ongoing**

The ELECT THB project aims to enhance the identification and investigation of trafficking in human beings (THB) for sexual and labour exploitation and increase collaboration between law enforcement authorities and other key actors to combat it.

The project has been developed in close cooperation with law enforcement and other authorities in Finland, Estonia and Latvia to strengthen the knowledge of and approach to human trafficking.

**Evidence shows that trafficking criminality spans across the countries. Criminals use complicated structures to hide their activities – e.g. fronts, cascade sub-contracting, posting of workers – and to launder and hide the illicit flows and proceeds of crime.**

Human trafficking and the wider shadow economy and financial crime are also closely linked. Therefore, the project aims to disrupt the financial business model of trafficking which will help counter the impunity of traffickers, exploiters, profit makers, users and abusers and untangle the trafficking chain.

#### **ELECT THB outcomes will:**

- strengthen the capacity to investigate and prosecute human trafficking cases;
- disrupt the financial gains of trafficking and
- help victims access justice.

#### **Key project activities:**

- collection of best practices of functioning models and lessons learned of collaboration between the different authorities;
- comprehensive online investigation resource;
- a visualisation tool for untangling the trafficking chain;

- online training resource based on the latest information on modus operandi of traffickers schemes & routes used;
- 4 national trainings;
- 2 international training workshops;
- 2 operational exchange visits to Poland and Ukraine.

#### Contacts:

- Project coordinator (for all the general enquiries about the project), project manager in Finland: Anniina Jokinen, Senior Programme Officer at HEUNI, [anniina.jokinen@om.fi](mailto:anniina.jokinen@om.fi)
- Anna Markina, project manager in Estonia, Lecturer in Sociology of Law, Institute of Law, University of Tartu, [anna.markina@ut.ee](mailto:anna.markina@ut.ee)
- Agnese Zīle-Veisberga, project manager in Latvia, Senior expert, Ministry of the Interior of Latvia, [agnese.veisberga@iem.gov.lv](mailto:agnese.veisberga@iem.gov.lv)



Ministry of the Interior  
Republic of Latvia

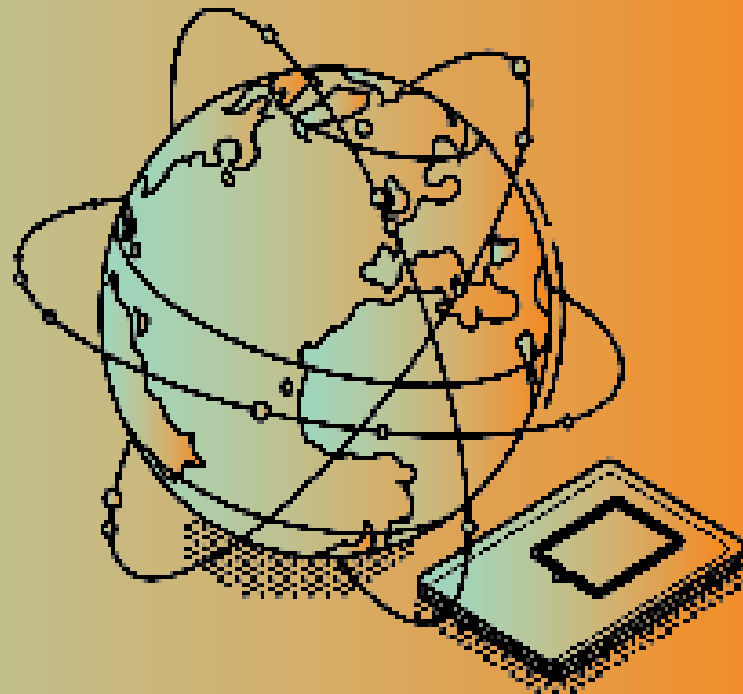


This project was funded by the European Union's Internal Security Fund — Police. Grant agreement number 101021497



# Focus areas

Enhancing the skills of businesses and public procurement agencies to identify and prevent exploitation in supply chains.



## Regional mappings on sector-specific risks to migrant workers in European supply chain contexts

2021 - ongoing

HEUNI is working on a new project in cooperation with the International Organisation for Migration (IOM) Regional Office for EEA, EU and NATO as a part of their undertaking on [Sustaining and Scaling Private Sector Engagement to Protect Migrant Workers in Europe](#). In this project HEUNI is conducting four regional mappings on sector-specific risks to migrant workers in European supply chain contexts. The sectors of interest are agriculture, food processing, hospitality and manufacturing.

**HEUNI's four regional mappings aim to form a deeper understanding of the risks, gaps and good practices related to protecting migrant workers and the role of both private and public sectors. HEUNI's work will inform and support businesses in advancing the rights of migrant workers in a wider European context.**

The work will utilize information on the differences between different European regions and approaches to due diligence, corporate governance, and supply chains in order to identify ways to support businesses in their work concerning migrant workers' rights. The project findings will be presented in two online workshops organized by the IOM in April. For more information, visit the [Labour Mobility and Ethical Recruitment website](#) by the IOM Regional Office.

### The mapping outcomes will:

- advance the rights of migrant workers
- deepen the understanding of risks, gaps and good practices related to the issue
- help understand the role of private and public sectors in protecting migrant workers
- inform and support businesses in advancing the rights of migrant workers in the European context
- focus on barriers and best practices in migrant worker's access to protection rights, justice and remedy

**Contacts:**

- Project coordinator: Anna-Greta Pekkarinen, researcher at HEUNI, [anna-greta.pekkarinen@om.fi](mailto:anna-greta.pekkarinen@om.fi)
- Saara Haapasaari, sustainability specialist at HEUNI, [saara.haapasaari@om.fi](mailto:saara.haapasaari@om.fi)

The project is funded by the IOM (internal fund).



**New tools for public procurement agencies in Finland to prevent labour exploitation in local procurement and subcontracting chains (Hankinta-Suomi - Julkisten hankintojen Strategia) 2021**

Osana kansallisen hankintastrategian toteutusta



Finland has launched a first of a kind National Public Procurement Strategy in September 2020, prepared by the Ministry of Finance and the Association of Local and Regional Authorities and municipalities, central government, tenderers, and expert organisations.

Commissioned by the Ministry of Finance, HEUNI, has produced a guide for risk management in national supply chains for public procurement agencies in Finland titled Labour Exploitation and Public Procurement. Public procurement agencies include the central government and municipalities, which are required to comply with the Act on Public Procurement and Concession Contracts. The guide has been prepared in connection with the Action plan for effective public procurement and the implementation of the Procurement Finland Strategy.

**The project aimed to:**

- cooperate with key professionals to collect information on the specific challenges that procurement units face in their work in preventing labour exploitation. Increase awareness of risks of becoming involved in labour exploitation and trafficking in local subcontracting chains.
- develop tools for public procurement units to manage risks and prevent labour exploitation in local subcontracting chains.
- increase and facilitate discussion on socially responsible procurement methods as part of Finland's National Public Procurement Strategy.

The guide provides information on of exploitation of migrant workers and human trafficking in Finland, and advice on how to react when cases of labour exploitation are suspected or encountered. The guide also proposes measures for the prevention of exploitation at different stages of the procurement procedure.



“By protecting workers’ rights, we improve employee wellbeing and the position of responsible companies and organisations. It is essential to ensure that workers’ rights are not violated in

public procurement. This requires expertise from the procurement agencies. The purpose of the new guide is to provide support in these issues,” says *Minister of Local Government Sirpa Paatero*.

The guide is available online in [Finnish](#), [Swedish](#) and [English](#), and it can be downloaded free of charge on the websites of HEUNI and Procurement Finland. For a printed version, please contact HEUNI.

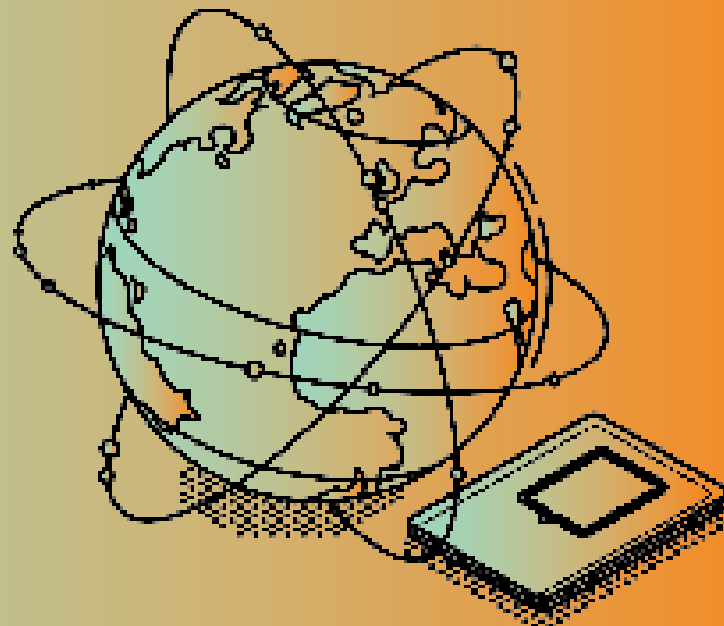
#### Contact:

- Saara Haapasaari, sustainability specialist at HEUNI, [saara.haapasaari@om.fi](mailto:saara.haapasaari@om.fi)



# Focus Areas

Strengthening the role of HEUNI in implementing the priorities of the United Nations vis-à-vis the prevention of crime and crime control.



**HEUNI AND THE PERMANENT MISSION OF FINLAND IN VIENNA WITH THE SUPPORT OF UNODC HOSTED A SIDE EVENT ON CORRUPTION DURING THE CCPCJ. THE EVENT WAS ATTENDED BY OVER 80 PEOPLE.**

*Dr Natalia Ollus*, the Director of HEUNI, commenced the event by presenting findings from a recent study on structural and unseen forms of corruption in Finland. Dr Ollus emphasised that despite Finland performing well in international anti-corruption rankings, “corruption in Finland does exist in certain areas and certain sectors”, particularly in the financing of political parties and candidates, urban planning, construction and the so-called Old Boys’ networks. She emphasised that “in order to really capture all the various elements of corruption, we need additional data”. Tackling corruption effectively “requires resources, specific funding and a specific mandate”.

*Matthew Moorhead* from the Commonwealth Secretariat proceeded to introduce the Commonwealth Anti-Corruption Benchmarks. The Benchmarks are a tool to help governments and public sector organisations assess their anti-corruption measures in achievable, practical, and auditable ways across different cultures. They are intended to “provide a holistic and interlocking system that aims to reduce and deal with the risk of corruption in the private and public sectors”. Organisations can review their policies against the Benchmarks and consider upgrading them to meet or even exceed the standards.



The tool also includes an example of an anti-corruption program intended for private sector organisations wishing to enter public sector contracts. Overall, “the benchmarks promote the concept of honesty, loyalty, accountability, and transparency and provide for specific anti-corruption measures”.

*Dr Roxana Bratu* from the University of Sussex offered insights on capturing corruption and integrity. Dr Bratu called for an escape from the classical understanding of corruption to be able to develop up-to-date tools to measure it, because contemporary measurements are “unable to capture change or progress”. Indeed, contemporary anti-corruption paradigm is based on the assumptions that corruption can be defined, measured, and controlled. However, the current approach is problematic in several ways. For example, there are issues concerning the perception of corruption, particularly in terms of hidden corruption, lack of transparency of the contemporary methodologies, lack of clarity with proxy measurements, and potential cultural biases. Dr Bratu identified two potential ways forward in measuring corruption: firstly, measuring unethical behaviour more widely, or secondly, measuring integrity. We should also “move beyond the nation state, because we know that corruption doesn't stop at the border”.

*Salomé Flores* from UNODC Mexico concluded the event by speaking about a holistic approach to measuring corruption and announced that a Task Force on Corruption Measurement will be launched in July 2021 in line with the UNCAC. The purpose of the task force is “to produce new guidelines for countries to adopt them and use them to produce information that is comparable across the world”. Ms Flores emphasised that according to the UNCAC, “all countries should be able to collect, exchange and analyse information on corruption”.

The side event's moderator, *Steven Malby* from the HEUNI Advisory Board summarised the key points of the discussion.



### **HEUNI and the Permanent Mission of Finland in Vienna with support from the UNODC also hosted a CCPCJ side event on labour exploitation. The event was attended by some 35 persons.**

*Anniina Jokinen* from HEUNI kicked off the event by introducing the FLOW Investigation Tool for labour inspectors and police. She advocated for a victim-sensitive approach to criminal investigations. Victims may initially be hesitant to share information with the authorities, which means that the relevant authorities must be able to build trust with the victims. Ms Jokinen emphasised that “labour exploitation is a low-risk, high-gain form of corporate crime motivated by profit-making” and that “legal structures are used to hide grey and illegal activities”. Consequently, Jokinen called for the use of efficient financial investigation techniques. Tracking financial transactions and asset flows of both the suspects and potential victims may reveal useful information.

*Katja-Pia Jenu*, a Finnish Labour Inspector, proceeded to analyse the role of labour inspectors in detecting and preventing labour exploitation and trafficking. Ms Jenu emphasised the importance of listening to employees' stories, since, according to her, “in most cases, there is a conflict between what the employer and the employees say”. What is more, in her experience it is rare that employees are willing to share their experiences of exploitation straight away during an inspection as they may not feel comfortable sharing this kind of information to a stranger. To combat this, labour inspectors give out information leaflets and leave their contact details. The relevant information may include, for example, salary scales from collective agreements, as particularly employees with a migrant background may not be aware of the salaries they can reasonably expect.

*Marius Martinsen*, a Norwegian Detective Superintendent, talked about his experience with applying the HEUNI Investigation Tool in the shipyard industry. According to Mr Martinsen, efficient inter-agency co-operation and establishing an onsite command centre at the shipyard were crucial parts of the project. They collected data from both employees and employers, which revealed a discrepancy between the working hours reported by the employers and those reported by the employees. Based on the employers' reports, it appeared that the workers received a minimum hourly wage. However, based on the working hours reported by the employees, it became clear that the hourly wage was lower, and only 53% of the workers received minimum wage or more.

Finally, *Silke Albert* from UNODC Mexico provided a commentary on HEUNI’s Investigation Tool commending the concrete nature of the Tool and called for its wider dissemination. Ms Albert called for the police to be trained in both recognising indicators of labour exploitation as well as treating potential victims in a victim-sensitive manner. Police should “not expect free flowing accounts that are from the beginning to the end consistent and non-contradictory”, but rather anticipate that victims may even be unfriendly and unwilling to cooperate. As a result, proactive investigation and financial tracking are important, as victims may not report labour exploitation.

*Natalia Ollus*, the Director of HEUNI, moderated a brief discussion; all panellists called for a comprehensive approach to tackling labour exploitation with increased resources and better awareness.



## Video recordings of the CCPCJ events



[Link to watch the recording on YouTube](#)



[Link to watch the recording on YouTube](#)



# Case study

## "Victims of labour trafficking: falling between the cracks?"

We at HEUNI try our best to provide practitioners with the research-based information to help them identify the victims and assist them. Tackling labour exploitation requires a holistic approach.

**Analytical tool** *"Shady business. Uncovering the business model of labour exploitation"* raises awareness on the business model of labour exploitation and focuses on various forms of exploitation of workers as well as associated economic crimes.

*"Navigating through your supply chain"* **toolkit** provides companies an overview of labour exploitation and trafficking, and includes five hands-on tools that can be used to navigate through and control complex subcontracting and supply chains. Labour trafficking investigation tool for law enforcement agencies and labour inspectors with case examples, best practices and checklists helps authorities effectively address exploitation.

In April 2021 an **extensive investigative report** by Finland's largest daily newspaper Helsingin Sanomat revealed alarming shortcomings in how Finnish police handle human trafficking cases. The journalist Paavo Teittinen analyzed over 100 cases. The reported shortcomings are similar to those which we at HEUNI have highlighted for years in several HEUNI reports focusing on human trafficking and exploitation of migrant workers. Especially the lack of awareness on human trafficking and the lack of capacity and specialization among law enforcement are key challenges which we have identified over the years. HEUNI produced one solution to this by developing an Investigation tool for law enforcement together with Finnish police

officers who have successfully investigated several trafficking cases. As the tool shows, investigation of human trafficking is very different from conventional criminal investigations and requires a different mindset from the police. The tool describes effective ways to reach out to a victim, to break the control of an offender over a victim and to encourage a victim to tell their story so that they can be given assistance and the offenders can be brought to justice.

As the Helsingin Sanomat article demonstrated, the victim's story is crucial in building a bigger picture of the case. The lack of resources, the current long investigation times resulting in a lack of supporting evidence, a wrong approach in speaking with the victims, and the poor understanding of the dynamics of human trafficking result in many investigations being terminated. This situation of impunity does not benefit the victims and creates a breeding ground for further exploitation. As a result of the article, Deputy Chancellor of Justice Mikko Puumalainen conducted an investigation into the police's handling of trafficking investigations. We at HEUNI welcome the investigation, the proposals presented in it, and also hope that the newly started specialized human trafficking unit of the Finnish police will be able to effectively tackle the identified shortcomings.

**Successful investigations into human trafficking require a comprehensive and forward-thinking, victim-sensitive approach. We must become better in protecting the rights of the victims and ensure that perpetrators are held accountable for their actions.**

The summary of the Helsingin Sanomat report in English done by YLE News is available [here](#).

In 2021 HEUNI published a **guide for risk management in national supply chains for public procurement agencies in Finland** titled Labour Exploitation and Public Procurement with support from procurement and social responsibility experts. The guide provides information on the exploitation of migrant workers and human trafficking in Finland, and advice on how to react when cases of labour exploitation are suspected or encountered. The guide also proposes measures for the prevention of exploitation at different stages of the procurement procedure.

HEUNI's experts actively participated and presented our work in two online events organised by the *Council of the Baltic Sea States (CBSS)*

under the auspices of their CAPE project (Competence building, assistance provision and prevention of trafficking in human beings for labour exploitation).

HEUNI's director *Natalia Ollus* presented a historical overview of Finland's approach to tackling labour exploitation in a webinar focusing on "*Disclosure, Investigation and Prosecution of labour trafficking cases, identified challenges and best practices in Finland*". The webinar gave a comprehensive picture of the work done in Finland, and in addition to HEUNI's perspective, HEUNI's close partners from the police, the prosecutor's office, the labour inspectorate, the National Assistance System, and Victim Support Finland also presented.

*Anniina Jokinen* was pleased to present and participate in the online conference "*Competence building, assistance provision and prevention of trafficking in human beings for labour exploitation – Addressing trafficking in human beings from a wider perspective*". Anniina gave a presentation presented in the panel "*Recruitment of migrant workers and labour law – do we risk facilitating forced labour and trafficking for labour exploitation without knowing it?*" and discussed the business model of labour exploitation and the role of businesses in combating trafficking based on the findings of the FLOW-project. At the end of the conference, the CBSS countries launched a Joint Statement of commitment to work against human trafficking for labour exploitation in the Baltic Sea Region.

You can find the recording of the session [here](#).

Anniina also wrote an article in Finnish for the Haaste magazine focusing on the FLOW-project tools and how they can be used by the authorities as well as businesses to better uncover and tackle labour trafficking and exploitation.

Natalia Ollus had the honour of speaking at the 21st Conference of the Alliance against Trafficking in Persons, organised by the Organization for Security and Co-operation in Europe (OSCE). The conference "*Confronting Demand: Tackling a root cause of trafficking in human beings*" was organised in a hybrid format on 14-16 June 2021. Natalia spoke in a panel focusing on tackling the demand that fosters trafficking for forced labour, and presented HEUNI's tools for businesses and public procurement actors to tackle labour trafficking and exploitation in supply chains. The other speakers included representatives of Australia and France, who spoke about their modern slavery and due diligence acts, as well as Darryl Dixon from the Gangmasters and Labour Abuse Authority in the UK.

In autumn 2021 HEUNI published a report that compares measures against the exploitation of migrant labour in different countries. In particular, the report examines multidisciplinary cooperation models developed in Norway, Belgium and the United Kingdom to address labour exploitation.

The report commissioned by the Ministry of Economic Affairs and Employment also assesses legislation which has been introduced in the Netherlands, Belgium and the United Kingdom to address labour exploitation. The report also describes Estonia's labour dispute committee and the Swedish legislation on exploitation of human beings.

The report shows that combating exploitation of migrant labour requires good structural cooperation from occupational safety and health authorities, the police, tax authorities and other key operators. One of HEUNI's recommendations in the report is that key authorities need to regularly meet and develop operational ways of exchanging information. This is the starting point for organic exchange of information, joint practices and a culture of cooperation.

**“Labour exploitation is a complex phenomenon. That is why we must remain alert and constantly find new ways to prevent exploitation to supplement the measures we have already taken during this government term. This report provides new perspectives on this work. The report is rigorous and well-informed, and I wish to extend my thanks for this work” says Minister of Employment Tuula Haatainen.**

The report also led to a webinar which engaged researchers in a discussion on how to address impunity, how to ensure that sanctions are sufficient, and how to ensure that victims get access to justice and remedy. Three prominent researchers provided commentaries from the perspectives of the UK, Belgium and the Netherlands, and Norway.









# HEUNI Communications

## **HEUNI's 40th Anniversary brought together international colleagues to celebrate the remarkable milestone**

HEUNI was established through an agreement between the United Nations and the Government of Finland in 1981, meaning that 2021 marked HEUNI's 40th anniversary! To celebrate this extraordinary occasion, we decided to launch our own podcast, asked our international colleagues to send a video congratulation, and rebranded our outlook on social media channels to reflect this milestone.

The podcast series is called "The HEUNI Anniversary Podcast", where we had guests such as Dr. Rick Brown, the Deputy Director of the Australian Institute of Criminology, Dr. Miklós Lévay, Chairperson of the Advisory Board, and Professor of Criminology and Criminal Law at the Eötvös Loránd University, Dr. Matti Joutsen, former director of HEUNI, and Terhi Viljanen, former Senior Programme Officer of HEUNI. The podcast created discussion on topics, such as Rule of Law, the Iron Curtain, Criminology, COVID effects on crime trends, and nothing less than a nostalgic trip to the creation of the Institute till this day.

HEUNI is an international organisation, with ties to all around the world. We wanted to embrace the international atmosphere, so we asked our colleagues, friends, and network affiliates

to send a recorded congratulation, which we would then share on social media. As a result, we received videos from Strasbourg, Budapest, Helsinki, and many more. The video campaign highlighted HEUNI's international community, with everyone wishing many more successful years ahead.



### 16 Days of highlighting our work for a safer future for women

The 16 Days of Activism against Gender-Based Violence is a campaign that takes place the same time every year. It kicks off on 25 November, the International Day for the Elimination of Violence against Women, and runs until 10 December, Human Rights Day. In HEUNI's portfolio, eliminating gender-based violence is a strategic priority – and this is how we took part in the campaign.

Every day during of the 16 Days, we posted what HEUNI, and its project partners have, and are, working for eliminating gender-based violence. We wanted to highlight that HEUNI has done and is doing to eliminate gender-based for the cause since 1995, when HEUNI has worked for the cause since the mid-1990s, when HEUNI became engaged in the development of the first Model Strategies and Practical Measures on the Elimination of Violence Against Women in the Field of Crime Prevention and Criminal Justice. Around the same time, HEUNI began developing the International Violence Against Women Survey (IVAWS). HEUNI still continues its work to counteract violence against women and gender-based violence.

We started with promoting the SARAH Project that raises awareness on gender-based violence and on victims' rights among migrant populations, and is run together by Greek Council Refugees, Setlementti Puijola, Cir Rifugiati, and Solwodi Deutschland. The project has created a podcast series that engaged women to share their stories, and a toolkit for enhancing counselling for victims of gender-based violence.

During the 16 Days of Activism Campaign, we also highlighted for e.g., Anna-Greta Pekkarinen's Policy Brief calling for improving training for the police on eliminating domestic violence, our handbook on counselling asylum seeking & refugee women victims of Gender-Based Violence, the UNODC issue paper to define the links between trafficking in persons & marriage, Adjunct Professor Julia Korkman's presentation on Why understanding memory and trauma enhances the delivery of justice, and much more.

The Campaign gave us a chance to showcase our work for a bigger audience, and reminded also ourselves of our path, starting already in the 1990s. Even if the campaign has ended, our work has not.

# HEUNI in 2021:

**8** ongoing projects

**5** new publications (plus various language versions)

HEUNI team participated in and organised more than **80** events

More than **4400** persons reached through events

**16** media appearances of HEUNI experts

