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Trafficking in human beings – the international dimension

European Migration
Network Study

July 2025

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Explanatory note

This study was prepared on the basis of national contributions from 25 EMN NCPs (AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, SE, SI, SK, GE, RS) collected via a common template developed by the Commission and the EMN NCPs to ensure, to the extent possible, comparability. It also relies on information provided by the European Commission on EMPACT (the European Multidisciplinary Platform Against Criminal Threats) and other EU-funded initiatives that was gathered directly from its Services, as well as two interviews undertaken with officials of EMN Member Countries and EU agencies involved in EMPACT. The information contained in this study refers to the situation in the abovementioned EMN Member and Observer Countries up to 2023.

National contributions were largely based on desk analysis of existing legislation and policy documents, reports, academic literature, internet resources, reports and information from national authorities rather than primary research. Statistics were sourced from Eurostat, national authorities and other (national) databases.

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List of definitions

The study uses the following definitions, which – unless otherwise stated – are based on the EMN Asylum and Migration Glossary, v.10.¹

Term	Definition
Detection of a victim of trafficking in human beings	The process of identifying a possible situation of trafficking in human beings.
Fundamental rights	Universal legal guarantees without which individuals and groups cannot secure their fundamental freedoms and human dignity and which apply equally to every human being regardless of nationality, place of residence, sex, national or ethnic origin, colour, religion, language, or any other status as per the legal system of a country without any conditions.
Human rights	Agreed international standards that recognise and protect the dignity and integrity of every individual, without any distinction.
Identification of a victim of trafficking in human beings	The process of confirming and characterising a situation of trafficking in human beings for further implementation of support.
Identified victim of trafficking in human beings	A person who has been formally identified as a victim of trafficking in human beings according to the relevant formal authority in Member States.
International dimension of trafficking in human beings²	Under this study, the international dimension of trafficking in human beings refers to EMN Member and Observer Countries' efforts to address trafficking in human beings of third-country nationals towards their countries: a) in third countries of origin and transit of victims (and potential victims); b) in their countries, where these efforts have an international component e.g. imply involvement/cooperation with international partners, cross-border activities, target specific third-country nationalities/victims from certain regions.
Irregular migrant	In the global context, a person who, owing to irregular entry, breach of a condition of entry or the expiry of their legal basis for entering and residing, lacks legal status in a transit or host country.
Irregular migration	Movement of persons to a new place of residence or transit that takes place outside the regulatory norms of the sending, transit and receiving countries.
National referral/cooperation mechanisms	Mechanism aimed at identifying, protecting and assisting victims of trafficking in human beings, through referral, and involving relevant public authorities and civil society. ³
Organised crime	Large-scale and complex illicit activities carried out by an organised criminal group.
Organised criminal group	A structured group of three or more persons, existing for a period of time and acting cooperatively with the aim of committing one or more serious crimes or offences.
Palermo Protocol	A United Nations (UN) protocol to prevent, suppress and punish trafficking in human beings, especially women and children, supplementing the UN Convention against Transnational Organized Crime and its Protocols.
Potential victim of trafficking in human beings	A person vulnerable to trafficking in human beings. ⁴

¹ EMN Glossary, https://ec.europa.eu/home-affairs/what-we-do/networks/european_migration_network/glossary_en, last accessed on 9 September 2024.

² Definition prepared for the purpose of this EMN study based on the approach taken by the EU Strategy on Combatting Trafficking in Human Beings 2021–2025 when covering the international dimension of trafficking in human beings.

³ Article 11(4) of the Anti-trafficking Directive lays down an obligation on Member States to take the necessary measures to establish appropriate mechanisms aimed at the early identification of, assistance to and support for victims, in cooperation with relevant support organisations.

⁴ Definition inspired by IOM, <https://publications.iom.int/books/migrants-and-their-vulnerability-human-trafficking-modern-slavery-and-forced-labour>, accessed 15 September 2024.

Term	Definition
Presumed victim of trafficking in human beings	A person who has met the criteria of EU regulations and international Conventions but has not been formally identified by the relevant authorities (e.g. police) as a trafficking victim or has declined to be formally or legally identified as victim of trafficking.
Protection of (<i>presumed/identified</i>) victims of trafficking in human beings	The action of national authorities aimed at protecting the fundamental rights of (presumed) victims of trafficking in human beings. ⁵
Reintegration	Re-inclusion or re-incorporation of a person into a group or a process, e.g. of a migrant into the society of their country of return.
Registered victim of trafficking in human beings	A person who is either an identified or a presumed victim of human trafficking and has been registered by the authorities and/or other agencies and organisations. ⁶
Smuggling of migrants	The procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the irregular entry of a person into a (UN) Member State of which the person is not a national or a permanent resident.
Trafficking in human beings	The recruitment, transportation, transfer, harbouring or reception of persons, including the exchange or transfer of control over those persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. ⁷
Voluntary Return	The assisted or independent return to the country of origin, transit or third country, based on the free will of the returnee.
Vulnerable person	Minors, unaccompanied minors, disabled people, elderly people, pregnant women, single parents with minor children, victims of trafficking in human beings, persons with serious illnesses, persons with mental disorders and persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, such as victims of female genital mutilation.

⁵ Definition inspired by the Anti-trafficking Directive, Article 11. A person shall be provided with assistance and support as soon as the competent authorities have a reasonable-grounds indication for believing that the person might have been subjected to trafficking in human beings.

⁶ Definition inspired by the European Commission, Data collection on trafficking in human beings in the EU, 2020, https://ec.europa.eu/anti-trafficking/sites/default/files/study_on_data_collection_on_trafficking_in_human_beings_in_the_eu.pdf, accessed 15 September 2024.

⁷ Definition established by the Anti-trafficking Directive, Article 2 par.1.

EXECUTIVE SUMMARY

KEY POINTS TO NOTE

- **Trafficking in human beings is a complex and dynamic crime that involves different forms of exploitation and constitutes a human rights violation under international law and the EU Charter on Fundamental Rights.**⁸ It concerns the recruitment, transportation, transfer, harbouring or reception of persons, including the exchange or transfer of control over those persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.
- **Statistics show, over the past decade, an increasing trend in the number of victims of trafficking being identified in the EU being nationals from non-EU countries.** Indeed, the international dimension of trafficking in human beings has gained more prominence at EU level in recent years. It was, for example, made a specific priority under the 2021 EU Strategy on Combatting Trafficking in Human Beings 2021-2025. Since 2022, non-EU victims are the majority of registered trafficking victims in the EU.
- **The EU has played an important role in supporting EU Member States' efforts to address trafficking in human beings of third-country nationals,** through the provision of funding as well as supporting operational actions and coordination and the exchange of information, including through EU Agencies and initiatives such as the European Multidisciplinary Platform Against Criminal Threats (EMPACT). **The EU has also directly managed and/or funded development cooperation programmes in third countries,** using a comprehensive approach in line with the EU Strategy on Combating Trafficking in Human Beings.
- **EMN Member and Observer Countries⁹ have prioritised a wide range of thematic areas when addressing the international dimension of trafficking in human beings.** Main policy areas addressed include crime prevention, victim protection, law enforcement cooperation and prosecution of perpetrators. The challenges of identification of third-country national victims of trafficking in human beings was highlighted as a key priority in this context. Most countries prioritised specific third countries, geographic regions and/or third-country nationalities.
- **In most countries, the international dimension of trafficking in human beings is addressed as part of national anti-trafficking policies/action plans, and/or other government policies or strategies.** None have in place a dedicated policy to exclusively address this issue. In several countries, the international dimension of trafficking is not specifically addressed at policy level, but rather embedded in broader national policies or part of specific measures in third countries. **In almost all EMN Member and Observer Countries, national policies addressing the international dimension of trafficking in human beings are linked to other policy areas, especially asylum and migration policies as well as fighting organised crime.**
- **Most EMN Member Countries have funded or implemented measures addressing trafficking in human beings in third countries of origin and transit of (potential) victims.** Cooperation with third countries mostly happens at operational level, on an ad-hoc basis. Targeted regions include the Sahel, the Horn of Africa, North Africa, Eastern Europe and the Western Balkans. Thematically, measures reported span almost equally across the pillars of the EU Strategy on Combatting Trafficking in Human Beings 2021-2025. Measures target a wide range of actors including victims (the main target group), frontline

⁸ Charter of Fundamental Rights of the European Union, <https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:12012P/TXT>, accessed 2 June 2025.

⁹ Note for the reader: key points provide a summary of the main information contained in the study. For ease of reading, key points do not contain footnotes. Please note that EMN Member and Observer Countries referred to in the key points are thoroughly listed in the relevant sections.

actors, local communities and national authorities of third countries, and were **often implemented in cooperation with international organisations** (primarily IOM). National funds from EMN Member Countries were the most used source to finance the reported measures, sometimes in combination with EU or NGO funding.

- **Most EMN Member and Observer Countries have also implemented different measures specifically addressing trafficking in human beings of third-country nationals in their territories.** The majority of the measures reported are related to identifying, protecting, assisting, supporting and empowering third-country national victims. **Most of the measures target third-country nationals in general** (e.g. refugees, asylum seekers, migrants in transit, seasonal workers, etc.) **rather than specific nationalities.**
- **Challenges in addressing the international dimension of trafficking in human beings were reported across the priorities identified in the EU Strategy.** In third countries, key challenges linked to the prevention of trafficking in human beings related to cultural differences, cross-border cooperation and awareness raising amongst vulnerable groups. On law enforcement and judicial response, most challenges were linked to differences in legislation or difficulties in cooperation and communication with competent authorities. On identification and protection of victims, limited training of protection staff, dysfunctional referral mechanisms, or low levels of trust of victims in authorities were singled out as key challenges. In Europe, EMN Member and Observer Countries, in addition to several of the above challenges, reported the growing role of the online dimension of trafficking in human beings.
- **Countries identified a wide range of good practices across all pillars of the EU Strategy.** Internationally, several EMN Member and Observer Countries singled out awareness-raising campaigns and cooperation with third countries and CSOs as good practices to prevent trafficking in human beings. Countries also praised the deployment of police liaison officers in third countries and support from EU Agencies to support judicial and law enforcement response. Key good practices in identifying and supporting victims in third countries included cooperation with NGOs and stakeholder capacity building activities. In EMN Member and Observer Countries, good practices included, among others, mentoring and training of law enforcement authorities, the establishment of specialised law enforcement units or victim assistance, support and referral systems and the organisation of capacity building activities for key stakeholders.
- **EMN Member and Observer Countries identified several challenges or specific aspects in need of strengthening when addressing the international dimension of trafficking in human beings.** To better support the identification and protection of victims, countries stressed the need to enhance financial investigations connected to trafficking in human beings, to further concentrate on the digital space and to invest more resources to address trafficking for the purpose of labour exploitation. Others noted the need to reinforce cooperation with certain third countries or develop capacities of relevant authorities. Several countries are currently reviewing their policies, with some assessing the possibility to reinforce international cooperation and others considering new measures to enhance the integration of third-country national victims and/or to strengthen the identification of certain groups of victims.



INTRODUCTION

This study¹⁰ provides an overview of EU-funded measures and EMN Member and Observer Countries' efforts to address trafficking in human beings of third-country nationals towards their countries: a) in third countries of origin and transit of victims (and potential victims); and b) in their respective countries, where these efforts have an international component. It specifically looked at policies and measures put in place to address this international dimension of trafficking in human beings, in connection with each of the priorities identified by the EU Strategy on Combatting Trafficking in Human Beings 2021-2025 i.e. prevention and demand reduction; law enforcement and

judicial response; identification, protection and support to victims; and international partnerships. The study delved into the challenges and good practices identified by EMN Member and Observer Countries in addressing the international dimension of trafficking in human beings and provides some examples of outcomes and outputs of existing efforts in this context. Finally, it identified existing needs in addressing the international dimension of trafficking in human beings and provides some examples of ongoing discussions and plans on future policies and measures to address these needs.



EU CONTEXT

Trafficking in human beings is a complex and dynamic crime that involves different forms of exploitation and constitutes a human rights violation under international law and the EU Charter on Fundamental Rights

(Article 5(3)).¹¹ Trafficking in human beings is the recruitment, transportation, transfer, harbouring or reception of persons, including the exchange or transfer of control over those persons, by means of the threat or use of

10 Methodological note: This study is a synthesis of national reports prepared by 24 EMN NCPs using an agreed template complemented by information provided by the European Commission on national EU-funded measures that were already mapped through a previous internal data collection exercise. It also relies on information provided by the European Commission on EMPACT and other EU-funded initiatives that was gathered directly from its Services, as well as two interviews undertaken with officials of EMN Member Countries and EU agencies involved in EMPACT.

11 Charter of Fundamental Rights of the European Union, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:12012P/TXT>, accessed on 30 October 2024.

force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Many victims of trafficking that are trafficked within the European Union are EU nationals and a significant number of them are trafficked within their own Member State. However, statistics show, over the past decade, an increasing trend in the number of victims being identified in the EU, being nationals from non-EU countries (64% off all those identified in the EU). At the same time, many victims remain undetected.

The international dimension of trafficking in human beings has gained more prominence at EU level in recent years, leading to the recognition of this aspect as a specific priority under the **EU Strategy on Combatting Trafficking in Human Beings 2021-2025** adopted on 14 April 2021.¹²

At EU level, the EU Anti-Trafficking Coordinator (EU ATC) contributes to a coordinated and coherent comprehensive approach to address trafficking in human beings.

The European Commission has made a link between the **EU Strategy on Combatting Trafficking in Human Beings** and the renewed **EU action plan against migrant smuggling**, which aims to disrupt the business of transnational smuggling and trafficking networks.¹³ The **Pact on Migration and Asylum**, adopted in May 2024, also introduced strong safeguards for vulnerable groups, including victims of trafficking in human beings.¹⁴

The EU has played an important role in supporting EU Member States' efforts to address trafficking in human beings of third-country nationals through the provision of funding as well as supporting operational actions and coordination and the exchange of information, including through EU Agencies. In this context, the European Multi-disciplinary Platform Against Criminal Threats (EMPACT) has served as a platform to facilitate the operational cooperation between the public authorities and law enforcement of EU Member States, the Commission and the EU Agencies and where relevant, third countries. The EU has also directly managed and/or funded development cooperation programmes in third countries addressing different aspects of trafficking in human beings based on a comprehensive approach in line with the EU Strategy on combating trafficking in human beings and its four pillars. The EU funded programmes have particularly focused on enhancing relevant capacities of national law enforcement and judiciary authorities but are also increasingly looking at the digital and illicit financial dimensions of trafficking. EU programming countering Trafficking in Human Beings often also target the smuggling of migrants, two inter-linked phenomena.

During the reporting period, the external dimension was further strengthened: anti-trafficking policies were included in actions on fighting migrant smuggling, in the enlargement process with accession countries and in human rights, security and migration dialogues with third countries, as well as through a range of foreign policy instruments and operational cooperation with partner countries.



NATIONAL POLICIES AND MEASURES

eMN Member and Observer Countries have prioritised a wide range of thematic areas when addressing the international dimension of trafficking in human beings. Priorities were either formally established in policy documents or determined by the type of measures implemented and/or funded by EMN Member and Observer Countries.

Some of the main thematic areas where EMN Member and Observer Countries focused their efforts to address the international dimension of trafficking in human beings included the prevention of this crime through for example, awareness raising or the reduction of demand for trafficking, followed by the provision of support, assistance and protection to victims of trafficking in human beings. In some cases, particular attention was given to the protection of vulnerable groups like women or children. A number of countries also gave priority to enhancing the investigation and prosecution of perpetrators, including through the combat of trafficking in human beings as a form of transnational organised crime and international law enforcement cooperation. The identification of third-country national victims of trafficking in human beings was also highlighted as a key priority in this context.

Most countries prioritised specific third countries, geographic regions and/or third-country nationalities when addressing the international dimension of trafficking in human beings. Efforts were mostly directed towards countries in Southeastern and Eastern Europe (with special attention given to Ukraine following Russia's full-scale invasion and war of aggression on the country) as well as countries in West and East Africa.

At policy level, EMN Member and Observer Countries have adopted different approaches to address the international dimension of trafficking in human beings.

In most cases, the international dimension of trafficking in human beings is addressed as part of national anti-trafficking policies/action plans, and/or other government policies or strategies, which contain one or more objectives referring to the international dimension of trafficking in human beings. None of the countries have in place a dedicated policy to exclusively address this issue.

In a number of countries, this aspect of trafficking is not specifically addressed at policy level, but rather embedded in broader national policies that do not differentiate between nationalities, or through the implementation

¹² Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the EU Strategy on Combatting Trafficking in Human Beings 2021- 2025, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52021DC0171> , accessed 5 June 2025

¹³ A renewed Action Plan against migrant smuggling, https://home-affairs.ec.europa.eu/policies/migration-and-asylum/irregular-migration-and-return/migrant-smuggling_en , accessed 5 June 2025.

¹⁴ The Council adopts the EU Pact on Migration and Asylum, press release, <https://www.consilium.europa.eu/en/press/press-releases/2024/05/14/the-council-adopts-the-eu-s-pact-on-migration-and-asylum/> accessed 5 June 2025.

of specific measures in third countries or initiatives that specifically target third-country nationals.

There are clear interconnections between national policies addressing the international dimension of trafficking in human beings and other policy areas in almost all EMN Member and Observer Countries.

Since many third-country national victims are initially identified during asylum application processes or among irregularly staying migrants, several EMN Member Countries have integrated their anti-trafficking policies with asylum and migration policies. Interconnections were also identified with migrant smuggling, irregular migration and border management policies. In a few cases, there were also links between policies addressing the international dimension of trafficking in human beings and fundamental rights policies, including gender equality policies and policies aiming to combat gender-based violence, and with more general policies combating organised crime and labour exploitation.

Most EMN Member Countries have funded or implemented measures addressing trafficking in human beings towards EMN Member and Observer Countries, in third countries of origin and transit of (potential) victims.

Measures are implemented across the world, primarily in the Sahel, the Horn of Africa, North Africa, Eastern Europe and the Western Balkans. Thematically, those reported span almost equally across the pillars of the EU Strategy on Combatting Trafficking in Human Beings 2021–2025, aiming for example to reinforce the capacity of third-country law enforcement and judicial authorities and enhance the exchange of information among competent authorities; provide information and raise awareness of the risks of trafficking in human beings; reduce the vulnerabilities and enhance the resilience of potential victims; reinforce existing protection structures; or improve the identification of victims and provide them with direct support.

Measures target a wide range of actors going from victims (the main target group), frontline actors and community members, to national authorities, law enforcement and judicial authorities in third countries and were implemented in cooperation with a variety of partners (e.g. NGOs, international organisations, national authorities, authorities from EMN Member and Observer Countries). National funds from EMN Member Countries were the most common source of funding used to finance the reported measures, in some cases, in combination with EU funding or funding from NGOs.

Most EMN Member and Observer Countries have also implemented different measures specifically addressing trafficking in human beings of third-country nationals in their territories.

Most of the measures reported are related to identifying, protecting, assisting, supporting and empowering third-country national victims (e.g. through the delivery of capacity building to relevant actors, reinforcement of existing protection structures, the provision of direct assistance and enhanced coordination). A lower number of measures relate to prevention, awareness raising and reduction of the demand that fosters trafficking in human beings of third-country nationals (e.g. through awareness raising campaign or enhancing the resilience of at-risk groups) and/or to law enforcement and judicial cooperation to break the criminal model of traffickers (e.g. capacity building to law enforcement authorities and reinforced cooperation).

The main beneficiaries of these measures are third-country national (potential) victims of trafficking in human beings and in some cases also law enforcement and border authorities and CSOs working with trafficking victims or in the prevention of trafficking of human beings. Most of the measures target third-country nationals in general (e.g. refugees, asylum seekers, migrants in transit, seasonal workers, etc.) rather than specific nationalities, although following Russia's war of aggression on Ukraine, a number of EMN Member Countries started implementing specific measures to address the risk of trafficking among this group. Most of the national measures specifically targeting third-country nationals in EMN Member and Observer Countries are implemented by international organisations (primarily IOM) and/or NGOs and CSOs and were funded through a combination of national and EU funds.

EMN Member and Observer Countries have engaged in different forms of cooperation with third countries and international organisations to combat trafficking in human beings.

Cooperation with third countries mostly happens at operational level, on an ad-hoc basis (e.g. through the posting of liaison officers or exchange of information with third countries). Only in a few cases was this cooperation formalised through bilateral agreements, protocols or Memorandum of Understanding. The form of cooperation with international organisations greatly varies across countries with some engaging in more structured cooperation and others primarily cooperating with international organisations on an ad-hoc basis through the implementation/funding of projects or participation in joint initiatives.



CHALLENGES AND GOOD PRACTICES

challenges in addressing the international dimension of trafficking in human beings were identified across the priorities in the EU Strategy.

Key challenges reported by EMN Member and Observer Countries in connection to the prevention of trafficking in human beings in third countries related mainly to cultural differences, difficulties in cross-border cooperation and difficulties in identifying vulnerable groups to raise awareness on the risks of trafficking. Difficulties in raising awareness among potential victims or in at-risk sectors

were also one of the main challenges to prevent trafficking in human beings of third-country nationals in EMN Member and Observer Countries.

Most challenges related to law enforcement and judicial response in third countries were linked to differences in legislation or difficulties in cooperation and communication with competent authorities. In EMN Member and Observer Countries, most challenges in this context were connected to legal restrictions on the use of personal data, lack of skills of relevant personnel, lack of resources

and an increased use of online platforms by criminal groups.

When it comes to the identification and protection of victims, some of the challenges identified in third countries included a lack of knowledge of staff providing assistance, dysfunctional referral mechanisms, or low levels of trust of victims in authorities. This last aspect was also a challenge in EMN Member and Observer Countries, together with challenges caused by the rise in the online dimension of trafficking in human beings.

Finally, EMN Member and Observer Countries reported that cooperation with specific third countries or regions was in some cases hindered by the political situation in these countries.

Countries also identified a wide range of good practices across all pillars of the EU Strategy when addressing the international dimension of trafficking in human beings.

The organisation of awareness raising campaigns – both in EMN Member and Observer Countries and in third countries – was identified as a good practice to make potential victims understand the risk and prevent trafficking in human beings of third-country nationals. The good cooperation with countries of origin and transit, and the implementation of projects in cooperation with CSOs were also reported as good practices for preventing trafficking in human beings towards the EU in third countries.

Concerning law enforcement and judicial response to trafficking in human beings in third countries, good practices related to the good cooperation with partner countries and the presence of police liaison officers in third countries, as well as the support that EU Agencies provided in this regard. In EMN Member and Observer Countries the mentoring and training of law enforcement authorities and the establishment of specialised law enforcement units were identified as the main good practices.

Key good practices in identifying and supporting victims in third countries included the cooperation with NGOs and enhancing the capacity of relevant stakeholders in third countries. In EMN Member and Observer Countries good practices were primarily linked to the functioning of victim assistance, support and referral systems as well as to the provision of training and capacity building to key stakeholders.

Most EMN Member and Observer Countries identified good practices in their cooperation with third countries of origin and transit of (potential) victims, including for example the active involvement of third countries in anti-trafficking efforts, the organisation of meetings and study visits with third countries and cooperation through regional and multilateral platforms. Key good practices in cooperating with international organisations included cooperation for the provision of training and awareness raising.



OUTPUTS AND OUTCOMES ACHIEVED IN ADDRESSING THE INTERNATIONAL DIMENSION OF TRAFFICKING IN HUMAN BEINGS

EMN Member and Observer Countries provided multiple examples of outputs and outcomes resulting from the efforts to address the international dimension of trafficking in human beings, which however greatly differed across countries and thematic areas, depending on the type of measures implemented.

Awareness-raising, training, international cooperation – including on joint investigations – were some of the main areas highlighted as having concrete outcomes, alongside increased support for (potential) third-country victims. Some countries noted, however, that the lack of good quality data and other challenges to monitoring and evaluation made it difficult to identify the results of existing efforts.



EXISTING NEEDS, INSTITUTIONAL CHALLENGES AND FUTURE NATIONAL POLICIES AND MEASURES

EMN Member and Observer Countries identified a number of needs or specific aspects that could be reinforced when addressing the international dimension of trafficking in human beings.

To better support the identification and protection of victims there was a need to enhance financial investigations connected to trafficking in human beings, to further concentrate on the digital space and to invest increased efforts in trafficking for the purpose of labour exploitation. Other needs related to existing institutional and cooperation structures, like the need to reinforce cooperation with some third countries, or the need for more capacity building for competent authorities and better coordination.

Several countries are currently having discussions on how future policies could address such needs or have plans to develop new policies and measures covering these aspects.

At the end of 2023, several countries were reviewing (or establishing) their national anti-trafficking strategies, including, in some cases, to reinforce international cooperation. Some countries are also discussing concluding, renewing or reinforcing cooperation agreements with third countries of origin and transit of victims. In other countries there are plans to adopt measures to enhance the integration of third-country national victims and/or to strengthen the identification of certain groups of victims (e.g. victims of labour exploitation, trafficking victims among applicants for international protection).

1. BACKGROUND AND RATIONALE FOR THE STUDY



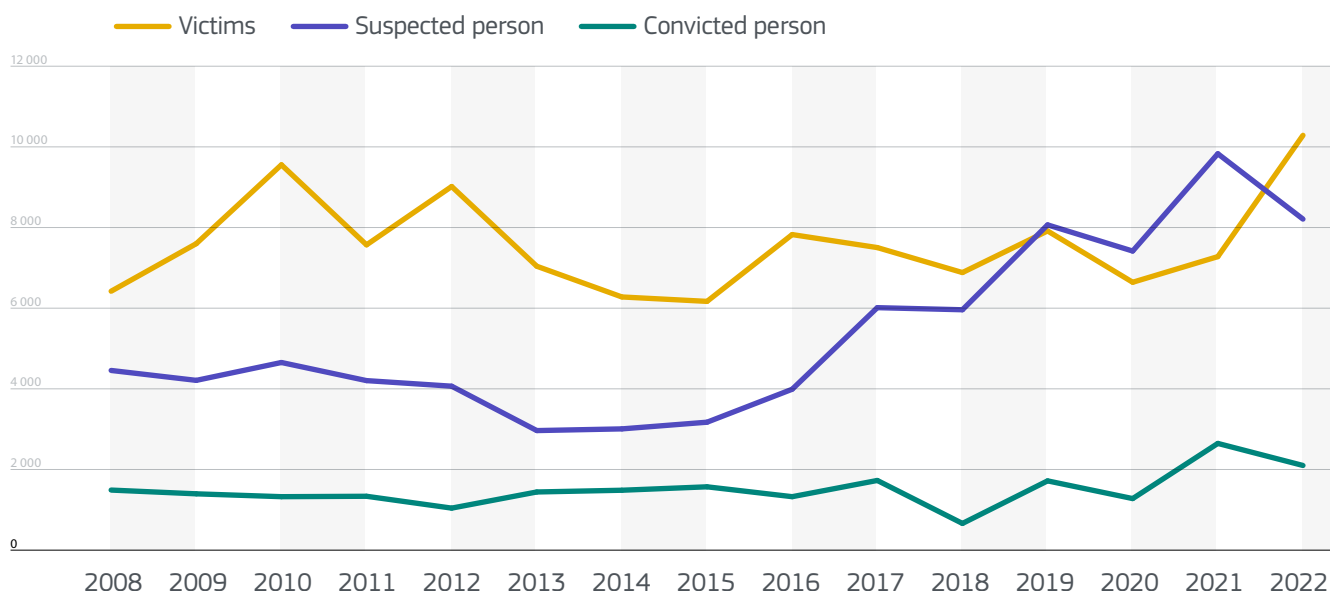
1.1. INTRODUCTION

This report presents the main findings of the European Migration Network (EMN) study on the international dimension of the European Union (EU) policy to prevent and combat trafficking in human beings and protect the victims of this crime.

Trafficking in human beings is a complex and dynamic crime that involves different forms of exploitation and constitutes a human rights violation under international law and the EU Charter on Fundamental Rights (Article 5(3)).¹⁵ Trafficking in human beings

is a global phenomenon affecting nearly all countries in the world either as point of origin, transit or destination of victims. In 2020, a total of 534 trafficking flows were identified globally, with over 120 countries reporting victims from more than 140 different countries of origin.¹⁶ According to Eurostat,¹⁷ there were 10 093 registered victims of trafficking in human beings in the EU in 2022, compared to 7 155 victims in 2021, an increase of 41.1%. This was the highest number during the period 2008–2022 (see figure 1).

Figure 1. Persons involved in trafficking in human beings by legal status, 2008–2022



Source: Eurostat (crim_thb_sex), date of extraction: 25 November 2024.

¹⁵ Charter of Fundamental Rights of the European Union, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:12012P/TXT>, accessed on 30 October 2024.

¹⁶ UNODC, Global Report on Trafficking in persons, 2020, https://www.unodc.org/documents/data-and-analysis/tip/2021/GLOTIP_2020_15jan_web.pdf, accessed on 4 September 2024.

¹⁷ Eurostat (crim_thb_sex), date of extraction: 25 November 2024.

In several EMN Member Countries, most victims are nationals from third countries. In Belgium, Finland, Greece, Italy, Luxembourg, Spain, Malta and Portugal, more than 80% of the victims were third-country nationals (see

Table 1 and Figure 2).¹⁸ Third-country nationals comprised 63.1% of victims of trafficking in human being in 2022, compared to roughly 43% for the period 2019-2021.¹⁹

Table 1. Victims of trafficking in human beings by citizenship, 2022

Countries	EU27*	Non-EU Countries	Reporting country	Total	Percentage Non-EU countries
Belgium	17	214	0	231	92.6
Bulgaria	0	0	41	41	0.0
Czech Republic	6	0	13	19	0.0
Denmark	13	60	0	73	82.2
Germany	475	576	237	1,288	44.7
Estonia**	1	0	0	1	0
Ireland	10	30	2	42	71.4
Greece	4	331	23	358	92.5
Spain	13	205	10	228	89.9
France	151	983	866	2,000	49.2
Croatia	1	2	26	29	6.9
Italy	34	2,110	2	2,146	98.3
Cyprus	8	6	2	16	37.5
Latvia	0	4	22	26	15.4
Lithuania	0	3	12	15	20.0
Luxembourg	3	74	0	77	96.1
Hungary	1	3	220	224	1.3
Malta	2	20	0	22	90.9
The Netherlands	226	347	209	782	44.4
Austria	109	314	10	433	72.5
Poland	2	180	95	277	65.0
Portugal	15	208	22	245	84.9
Romania	0	2	498	500	0.4
Slovenia	0	3	2	5	60.0
Slovak Republic	1	2	55	58	3.4
Finland	25	202	11	238	84.9
Sweden²⁰	:	:	:	:	
Total		5,965		9,460	63.1

* Citizens of the reporting country are not included.

** For Estonia, the figure is not based on Eurostat data but on information provided directly by the Estonian Ministry of Justice.

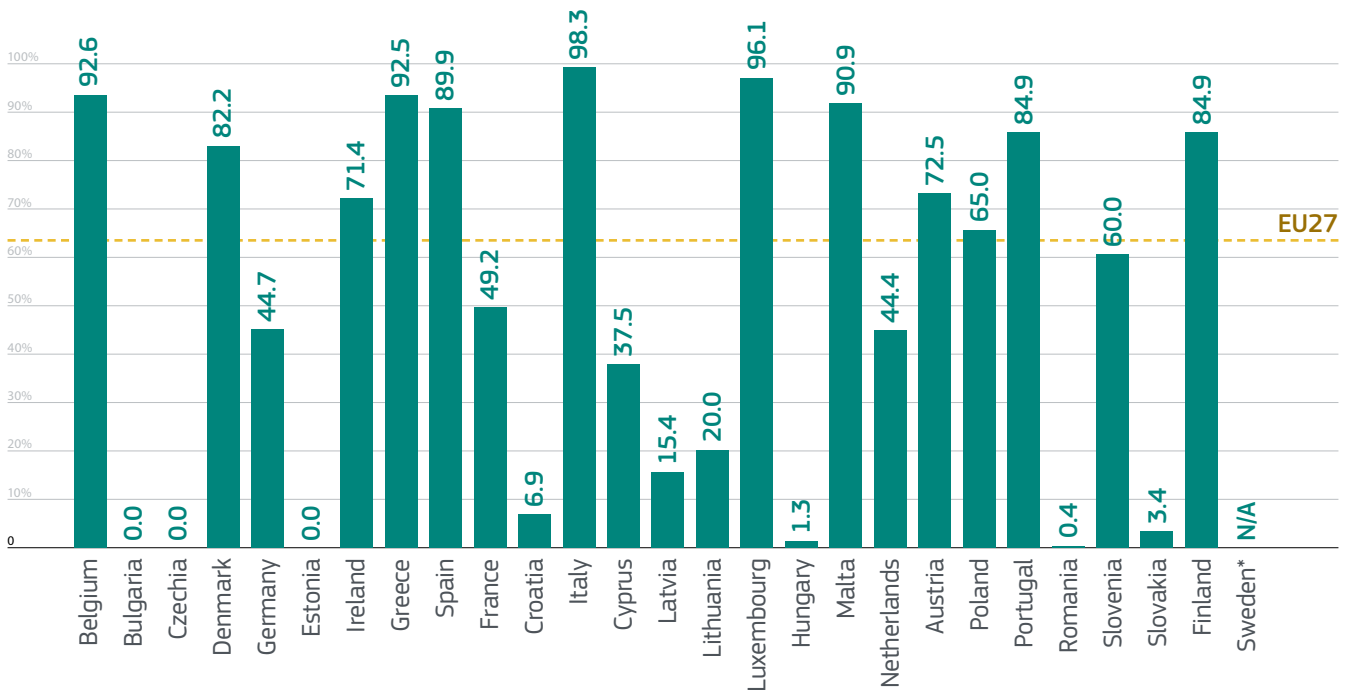
Source:(crim_thb_vctz), date of extraction: 25 November 2024

¹⁸ Source: Eurostat (crim_thb_vctz), date of extraction: 25 November 2024.

¹⁹ European Commission, 'Report on the progress made in the fight against trafficking in human beings (Fourth Report)', <https://eur-lex.europa.eu/legal-content/EN/TXT/PD-?uri=CELEX:52022DC0736>, accessed on 25 November 2024.

²⁰ Data not available for Sweden.

Figure 2. Victims of trafficking in human beings who are nationals of non-EU countries, 2022. Percentage values



*Data not available.

Source: Eurostat (crim_thb_vctz), date of extraction: 25 November 2024.

Trafficking in human beings of third-country nationals is linked to (irregular) migration in various ways. Although depending on the trafficking network,²¹ victims and traffickers from third countries are often of the same nationality or ethnic group.²² Some third-country national victims of trafficking are smuggled to the EU for the purpose of being trafficked by organised crime groups or networks which operate across borders.²³ Due to limited regular migration pathways, some third-country nationals likewise rely on criminal networks to enter the EU irregularly.²⁴ Debts incurred to finance their travel to the EU make them particularly vulnerable during their journey and at later stages of the migration process.²⁵

Trafficking in human beings can occur at all stages of the migration journey. Victims may be trafficked along their migration route, especially as they run out of money to continue their journey. Vulnerable categories of migrants, such as women travelling alone or people with disabilities, are most exposed to falling victim of trafficking in human beings *en route*, including for ransom.²⁶ Some third-country nationals may have already been victims of trafficking

in human beings in their countries of origin. Once in the EU, third-country nationals with a precarious legal status remain at risk of being trafficked. Non-EU nationals in irregular situation, with no option to work legally, and asylum seekers with limited access to the labour market are especially vulnerable to labour exploitation, forced begging and domestic servitude.²⁷ Third-country nationals who entered regularly or have stable residence may still be trafficked at later stages in their lives.²⁸ Notably, many cases of trafficking in human beings on EU soil go unreported.²⁹ A 2019 study by the European Parliament found that detecting and protecting victims of trafficking in human beings remained a challenge in reception centres, such as hotspot facilities.³⁰

On 14 April 2021, the European Commission adopted an EU Strategy on Combatting Trafficking in Human Beings (2021-2025) ("EU Strategy")³¹ that follows a comprehensive approach to combatting this crime and identifies international cooperation as a key priority. The EU Strategy recognises the importance of ensuring cross-border, regional and international cooperation to address

21 Campana, P., 'The Structure of Human Trafficking: Lifting the Bonnet on a Nigerian Transnational Network', (2016), *The British Journal of Criminology*, 56(1).

22 European Commission, 'Report on the progress made in the fight against trafficking in human beings (Fourth Report)', <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52022DC0736>, accessed on 25 November 2024.

23 European Commission, 'Report on the progress made in the fight against trafficking in human beings (Fourth Report)', <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52022DC0736>, accessed on 25 November 2024.

24 Rijken, C., 'Victimmigration: when smuggling becomes trafficking', 2022, in Tsourdi, E. and De Bruycker, P. (eds) *Research Handbook on EU Migration and Asylum Law*. Edward Elgar Publishing, p. 475.

25 Rijken, C., 'Victimmigration', p. 475.

26 Rijken, C., 'Victimmigration', p. 477-78.

27 van Nierop, P., Schönenberg, L. and Terziev, P., 'Counteracting undeclared work and labour exploitation of third country national workers', 2021, European Platform tackling undeclared work, <https://www.ela.europa.eu/sites/default/files/2023-12/counteracting-undeclared-work-labour-exploitation-third-country-national-workers.pdf>, accessed on 20 August 2024. See also Rijken, C., 'Victimmigration', p. 476.

28 European Commission, 'Fourth Progress Report'.

29 Ibid.

30 European Parliament, 'Detecting and protecting victims of trafficking in hotspots', 2019, [https://www.europarl.europa.eu/RegData/etudes/STUD/2019/631757/EPRS_STU\(2019\)631757_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2019/631757/EPRS_STU(2019)631757_EN.pdf), last accessed on 21 August, 2024.

31 EU Strategy on combatting trafficking in human beings 2021-2025, COM(2021) 171 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52021DC0171>, accessed on 20 August 2024.

trafficking in human beings in its different phases, from prevention, to law enforcement and identification and protection of victims. To better take into account cross-border and transnational challenges associated to trafficking in human beings, the European Commission has committed to fund and coordinate actions aimed at combating this form of crime.

While data on the phenomenon is difficult to collect, increased efforts are being made by a variety of international and EU organisations and projects on this issue. Data on trafficking in the EU is available through i.e. Progress Reports,³² Eurostat data, information provided by EUROPOL, and the outcomes of EMPACT operational actions. There is also some available data on trafficking in human beings at global level from international reports (e.g. United Nations Office on Drugs and Crime (UNODC) Global Reports,³³ Group of Experts on Action against Trafficking in Human Beings (GRETA) Reports).³⁴

However, there is a lack of a comprehensive analysis of EMN Member and Observer Countries' efforts and projects

to address the international dimension of trafficking in human beings. This study therefore aims to fill this gap by providing an in-depth analysis of EU and EMN Member and Observer Countries' policies, measures and cooperation with international partners to address the international dimension of trafficking in human beings. The study examines policies and measures with an international component covering the prevention of trafficking in human beings, protection of victims and prosecution and conviction of traffickers as well as international partnerships. It also provides examples of challenges and good practices in addressing the international dimension of trafficking in human beings as well as some examples of the main outcomes of EMN Member and Observer Countries' efforts to address this issue. The study also contributes to identifying existing needs in national responses to address the international dimension of trafficking in human beings as well as planned (future) national policies and measures in this area.



1.2. EU LEGAL AND POLICY CONTEXT

This section outlines the main EU policies and legislative measures aimed at combating trafficking in human beings with a focus on third-country nationals and international actions and partnerships with third countries.

1.2.1. EU legislative context

The EU's competence to act in relation to trafficking in human beings of third-country nationals is related to the fact that this is recognised as a serious form of cross-border crime (Article 83 Treaty on the Functioning of the European Union (TFEU)) and, as regards third-country nationals, a phenomenon linked to migration (Article 79(2) TFEU). The EU legislative framework on trafficking in human beings is governed by Directive 2011/36/EU (EU Anti-Trafficking Directive)³⁵ as recently amended by Directive (EU) 2024/1712.³⁶ The Directive establishes minimum rules for the definition of criminal offences for trafficking in human beings and related penalties. Adopting a victim-centred approach, and taking into account gender, disability and children's perspectives, its provisions aim to strengthen the prevention of trafficking and the assistance and protection to victims.

In December 2022, the European Commission presented a legislative proposal to strengthen existing rules. **Directive (EU) 2024/1712³⁷ amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims** was adopted by the European Parliament and the Council of the EU.³⁸ It

also provides for new forms of exploitation, adding the exploitation of surrogacy, of forced marriage and of illegal adoption as new forms of exploitation to the trafficking definition, including those that take place online. The Directive also explicitly addresses online sexual exploitation, which can become an aggravating circumstance, and criminalises the knowing use of services provided by a victim of trafficking. The revised Directive requires EU Member States to strengthen the tools for law enforcement and judicial authorities to investigate and prosecute this crime and ensures better protection and support of the victims. To improve early identification of victims and referral to support and assistance, the new law requires the formal establishment of National Referral Mechanisms (NRMs). Concerning third-country nationals, it also calls upon anti-trafficking authorities to establish cooperation with asylum authorities to ensure their respective procedures do not exclude one another.

The Pact on Migration and Asylum, adopted in May 2024, introduced stronger safeguards for vulnerable groups, including victims of trafficking in human beings. For example, in the **recast Reception Conditions Directive (EU) 2024/1346³⁹** victims of trafficking in human beings are now listed as applicants with special reception needs (Article 25) and shall be provided by public authorities the necessary medical and psychological treatment and care, including rehabilitation services and counselling where necessary (Article 28). The **Qualification**

32 European Commission, Together Against Trafficking in Human Beings – Publications, https://home-affairs.ec.europa.eu/policies/internal-security/organised-crime-and-human-trafficking/together-against-trafficking-human-beings/publications_en, accessed on 2 May 2024.

33 UNODC Global Report on Trafficking in Persons, https://www.unodc.org/documents/data-and-analysis/glotip/2022/GLOTIP_2022_web.pdf, accessed on 2 May 2024.

34 Group of Experts on Action against Trafficking in Human Beings, GRETA – Action against Trafficking in Human Beings (coe.int), accessed on 2 May 2024.

35 Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA (Anti-Trafficking Directive, Directive 2011/36/EU), <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX-3%3A02011L0036-20240714>, accessed on 4 September 2024.

36 Directive (EU) 2024/1712 of the European Parliament and of the Council of 13 June 2024 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims, <https://eur-lex.europa.eu/eli/dir/2024/1712>, accessed on 4 September 2024.

37 Directive (EU) 2024/1712 of the European Parliament and of the Council of 13 June 2024 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims, <https://eur-lex.europa.eu/eli/dir/2024/1712>, accessed on 4 September 2024.

38 Member States have two years from the entry into force to transpose the new provisions into national law.

39 Directive (EU) 2024/1346 of the European Parliament and of the Council of 14 May 2024 laying down standards for the reception of applicants for international protection (recast) (Reception Conditions Directive (EU) 2024/1346), https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401346, accessed on 28 August 2024.

Regulation (EU) 2024/1347,⁴⁰ replacing the Qualification Directive 2011/95/EU,⁴¹ calls upon Member States to take account of the special needs of vulnerable categories of protection applicants, including trafficking victims (Article 20). The new **Asylum and Migration Management Regulation (EU) 2024/1351** (Recitals 47, 61, Article 22(6), Article 23(4)(c))⁴² and the **Asylum Procedure Regulation (EU) 2024/1348** (Article 13(7)(a))⁴³ instruct EU Member States to ensure staff from the competent authorities are sufficiently trained to identify and assess the needs of victims of trafficking in human beings within vulnerable groups, such as unaccompanied minors. Finally, the **Screening Regulation (EU) 2024/1356** (Articles 8(9) and 12) prescribes the involvement of national authorities in charge of detecting and identifying victims of trafficking in human beings in the screening procedure (the preliminary vulnerability check).⁴⁴ Additionally, the **EU Asylum Agency (EUAA)** actively supports EU Member States with the implementation of the Pact, through dedicated training, guidance and practical tools.⁴⁵

1.2.2. EU policy on trafficking in an international context

The **EU Strategy on Combatting Trafficking in Human Beings 2021–2025**,⁴⁶ adopted in April 2021, provides for a comprehensive response to combatting trafficking in human beings. It identifies four main priority areas: 1) reducing the demand that fosters trafficking; 2) breaking the criminal model to halt victims' exploitation, both online and offline; 3) protecting, supporting and empowering the victims, especially women and children; 4) addressing the international dimension through cooperation with the third countries of origin and transit, and with international organisations.

Measures proposed under the first three pillars also apply to non-EU nationals. Under the third pillar on supporting victims of trafficking, special attention is given to the vulnerabilities experienced by third-country nationals (and especially children) due to their precarious legal situation. The fourth pillar calls for stepping up cooperation with third countries of origin and transit of victims and international organisations. Within the international dimension, the strategy extends to the Union's external action,

including in the field of migration, the aims of reducing demand, breaking criminal models and protecting and empowering victims. The European Commission has drawn a close linkage between the anti-trafficking strategy and the renewed **EU action plan against migrant smuggling (2021–2025)**,⁴⁷ which aims to disrupt the business of transnational smuggling and trafficking networks. In November 2023, the Commission presented a package to counter migrant smuggling consisting of a proposal⁴⁸ for a new Directive laying down minimum rules to prevent and counter the facilitation of unauthorised entry, transit and stay in the Union and a proposal for a Regulation to reinforce police cooperation and Europol's role in the fight against migrant smuggling and trafficking in human beings. The proposal for a Regulation reinforces the European Centre Against Migrant Smuggling⁴⁹ within Europol to build further capacities for cross-border investigation both in migrant smuggling and in trafficking in human beings. The proposals are being discussed by the co-legislators. The European Commission stressed the importance of promoting closer cooperation between EU Member States and countries of origin and transit of victims, in cooperation with EU delegations, the European External Action Service (EEAS) as well as UN Agencies and international organisations such as UNODC and the International Organization for Migration (IOM).

As part of its comprehensive approach, the EU Strategy sets out the mobilisation of EU funding to address the situation of trafficking victims (and potential victims) in countries of origin and transit to Europe, with special attention to the gender dimension, support to local civil society and the special protection needs of children in migration. Relevant programmes and projects are financed through the Union's external policy instruments such as the **Neighbourhood, Development and International Cooperation Instrument (NDICI)** or the **Instrument for Pre-accession Assistance (IPA) III**.⁵⁰ NDICI supports policies and measures linked to all aspects of trafficking in human beings by following the comprehensive '4-P approach' (prevention, protection, prosecution, partnership). Several of the actions on trafficking in human beings, namely those with an EU component, may also be funded under two funding instruments linked to migration and/or internal security: the **Asylum, Migration and**

40 Regulation (EU) 2024/1347 of the European Parliament and of the Council of 14 May 2024 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection and for the content of the protection granted, amending Council Directive 2003/109/EC and repealing Directive 2011/95/EU of the European Parliament and of the Council, (Qualification Regulation (EU) 2024/1347) https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401347, accessed on 14 August 2024.

41 Directive 2011/95/EU of the European Parliament and of the Council of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted (Qualification Directive 2011/95/EU), <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32011L0095>, accessed on 4 September 2024.

42 Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on asylum and migration management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013 (Asylum and Migration Management Regulation (EU) 2024/1351), https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401351, accessed on 2 September 2024.

43 Regulation (EU) 2024/1348 of the European Parliament and of the Council of 14 May 2024 establishing a common procedure for international protection in the Union and repealing Directive 2013/32/EU, (Asylum Procedure Regulation (EU) 2024/1348), https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401348, accessed on 2 September 2024.

44 Regulation (EU) 2024/1356 of the European Parliament and of the Council of 14 May 2024 introducing the screening of third-country nationals at the external borders and amending Regulations (EC) No 767/2008, (EU) 2017/2226, (EU) 2018/1240 and (EU) 2019/817, (Screening Regulation (EU) 2024/1356) https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401356, accessed on 22 August 2024.

45 European Union Agency for Asylum (EUAA), <https://euaa.europa.eu/>, accessed on 7 March 2025.

46 European Commission, 'Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the EU Strategy on Combatting Trafficking in Human Beings 2021–2025', <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52021DC0171>, accessed on 29 October 2024.

47 European Commission, Communication on A renewed EU action plan against migrant smuggling (2021–2025) COM/2021/591 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52021DC0591>, accessed on 2 September 2024.

48 Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL laying down minimum rules to prevent and counter the facilitation of unauthorised entry, transit and stay in the Union (COM(2023) 755 final), <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52023PC0755>, accessed 13 May 2025.

49 Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on enhancing police cooperation in relation to the prevention, detection and investigation of migrant smuggling and trafficking in human beings, and on enhancing Europol's support to preventing and combating such crimes and amending Regulation (EU) 2016/794, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52023PC0754>, accessed 13 May 2025.

50 European Commission, 'Instrument for Pre-accession Assistance (IPA) III – Performance', https://commission.europa.eu/strategy-and-policy/eu-budget/performance-and-reporting/programme-performance-statements/instrument-pre-accession-assistance-ipa-iii-performance_en, accessed 7 March 2025.

Integration Fund (AMIF) 2021-2027⁵¹ as well as the **Internal Security Fund (ISF)**.⁵² AMIF in particular, provides grants to civil society organisations (CSOs) to support their work in this area, such as in enhancing identification, assistance, support and integration of third-country national victims of trafficking in human beings. Additionally, several initiatives are supported via the **Migration Partnership Facility (MPF)**,⁵³ a DG-HOME funded programme implemented by ICMPI with combined AMIF, ISF and BMVI funding. International cooperation on trafficking in human beings is moreover based on the EU's existing foreign policy framework, such as the **Global Strategy for the EU Foreign and Security Policy**,⁵⁴ the **Action Plan on Human Rights and Democracy 2020-2024**⁵⁵ and the **EU Gender Action Plan for external action (2021-2025)**.⁵⁶ Under the Annual Solidarity Pool established by the new Asylum and Migration Management Regulation, Article 56(3)(d)), EU Member States may receive financial contributions to (among other things) set up anti-trafficking programmes or related actions in third countries.

The European Commission has also identified tackling trafficking in human beings as a priority in its **EU Strategy to tackle Organised Crime 2021-2025**.⁵⁷ In this context, the **EMPACT**⁵⁸ provides a platform to facilitate the operational cooperation between the public authorities of EU Member States, the European Commission, and the EU agencies and, where relevant, third countries, international organisations, civil society organisations and the private sector (see also section 2.1). Under the EMPACT umbrella, in order to dismantle cross-border trafficking networks, participating law enforcement agencies and other stakeholders may plan common enforcement activities such as Joint Action Days⁵⁹ – targeted law enforcement operations carried out simultaneously across several countries. With the support of Eurojust they can also set up Joint Investigation Teams (JITs) involving law enforcement and judicial authorities of several countries to coordinate cross-border investigations and prosecutions.⁶⁰

EUROPOL plays a key role in supporting law enforcement authorities of EU Member States in the fight against trafficking in human beings providing strategic and

operational support to fight criminal networks engaged in cross-border trafficking. Additionally, it provides administrative, financial and operational support to EMPACT, with a dedicated support unit. Europol also plays a key role within EMPACT as the EU Serious and Organised Crime Threat Assessment (SOCTA) is the cornerstone of the platform,⁶¹ providing an extensive analysis of criminal threats concerning the EU. In addition, **EUROJUST, CEPOL and the European Border and Coast Guard Agency (Frontex) play an important role in addressing the criminal dimension of trafficking in human beings**. EUROJUST provides support to national judicial authorities in several areas, spanning: gathering of evidence and information sharing; the organisation of JITs and drafting of relevant agreements; facilitation of judicial cooperation, for example through European Arrest Warrants (EAWs) or European Investigation Orders (EIOs); identification and protection of trafficking victims; coordination with third countries; and the sharing of expertise.⁶² The European Union Agency for Law Enforcement Training (CEPOL) organises specialised training programmes across EU Member States for law enforcement officials, prosecutors and other professionals involved in tackling trafficking in human beings. Besides participating in Joint Action Days or joint operations with other agencies,⁶³ Frontex has long contributed to strengthening the detection and identification of victims of trafficking in human beings at the border, for example through training border guards and the dissemination of relevant publications (e.g. handbooks).⁶⁴

Box 1: Preventing trafficking in human beings of people fleeing the war in Ukraine

Since 2022, following the unfolding of Russia's full-scale invasion and war of aggression against Ukraine and the fleeing of millions of Ukrainians – the majority of whom were women and children – a Common Anti-trafficking plan⁶⁵ was developed under the lead of the EU Anti-trafficking Coordinator (EU ATC).⁶⁶ The Plan has sought to streamline the EU's overall response under the coordination of the EU ATC.⁶⁷ Actions included: preventive awareness-raising campaigns (by both EU Member States and the European

51 European Commission, 'Asylum, Migration and Integration Fund', https://home-affairs.ec.europa.eu/funding/asylum-migration-and-integration-funds/asylum-migration-and-integration-fund-2021-2027_en, accessed 28 October 2024.

52 European Commission, 'Internal Security Fund', https://home-affairs.ec.europa.eu/funding/internal-security-funds/internal-security-fund-2021-2027_en, accessed 28 October 2024.

53 European Commission, 'Migration Partnership Facility (MPF)', https://home-affairs.ec.europa.eu/policies/international-affairs/migration-partnership-facility-mpf_en, accessed 26 November 2024.

54 European External Action Service, 'A Global Strategy for the European Union's Foreign and Security Policy', https://www.eeas.europa.eu/eeas/global-strategy-european-unions-foreign-and-security-policy_en, accessed 4 September 2024.

55 European External Action Service, 'EU Action Plan on Human Rights and Democracy 2020-2024', https://www.eeas.europa.eu/sites/default/files/eu_action_plan_on_human_rights_and_democracy_2020-2024.pdf, accessed 4 September 2024.

56 European Commission / High Representative of the Union for Foreign Affairs and Security Policy, Joint Communication to the European Parliament and the Council on an EU Gender Action Plan (GAP) III – An ambitious agenda for gender equality and women's empowerment in EU external action, https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final_en.pdf, accessed 4 September 2024.

57 European Commission, Communication on the EU Strategy to tackle Organised Crime 2021-2025, <https://eur-lex.europa.eu/legal-content/EN/TEXT/?uri=CELEX%3A52021D-C0170&qid=1670427706474>, accessed 4 September 2024.

58 European Commission, 'EMPACT Fighting crime together', https://home-affairs.ec.europa.eu/policies/law-enforcement-cooperation/empact-fighting-crime-together_en, accessed 7 March 2025.

59 EMN Belgium, 'Belgium participated in Joint Action Days leading to the arrest of 51 persons and identification of 334 potential victims of human trafficking', <https://www.emnbelgium.be/news/belgium-participated-joint-action-days-leading-arrest-51-persons-and-identification-334>, accessed 28 October, 2024.

60 EUROPOL, 'Joint Investigation Teams - JITs', <https://www.europol.europa.eu/partners-collaboration/joint-investigation-teams>, accessed 28 October, 2024.

61 EUROPOL, 'Serious and Organised Crime Threat Assessment (SOCTA)', <https://www.europol.europa.eu/publications-events/main-reports/socta-report>, accessed 3 September 2024.

62 EUROJUST, 'Trafficking in human beings', <https://www.eurojust.europa.eu/crime-types-and-cases/crime-types/trafficking-human-beings>, accessed 28 October 2024.

63 European Border and Coast Guard Agency, 'Frontex teams up to combat human trafficking', <https://www.frontex.europa.eu/media-centre/news/news-release/frontex-teams-up-to-combat-human-trafficking-Y4Mt2H>, accessed 28 October 2024.

64 European Border and Coast Guard Agency, 'Fighting crime', <https://www.frontex.europa.eu/what-we-do/fighting-crime/cross-border-crime/>, accessed 28 October 2024.

65 European Commission, 'A Common Anti-Trafficking Plan to address the risks of trafficking in human beings and support potential victims among those fleeing the war in Ukraine', 11 May 2022, https://home-affairs.ec.europa.eu/system/files/2022-05/Anti-Trafficking%20Plan_en.pdf, accessed 7 March 2025.

66 European Migration Network (EMN), 'Third-country national victims of trafficking in human beings: detection, identification and protection', 2022, https://home-affairs.ec.europa.eu/document/download/5defd438-065d-43c7-a31b-89a71d6130b2_en?filename=EMN_report2022_trafficking-in-human-beings_updated_final.pdf, accessed 29 October 2024.

67 European Commission, 'A Common Anti-Trafficking Plan to address the risks of trafficking in human beings and support potential victims among those fleeing the war in Ukraine', https://home-affairs.ec.europa.eu/news/anti-trafficking-plan-protect-people-fleeing-war-ukraine-2022-05-11_en, accessed 29 October, 2024.

Commission); providing training to frontline officers to improve the early identification, support and protection of victims of trafficking; coordinated labour inspections in high-risk sectors; enhanced monitoring of offline and online risks; as well as the strengthening of law enforcement and judicial cooperation across the Union with the support of EUROPOL.

The EU and its Member States operate in **an international context** where trafficking in human beings is already regulated by treaty law. The most important agreement is the **Palermo Protocol**, which supplements the **UN Convention against Transnational Organized Crime** and aims to directly prevent, suppress and punish trafficking in human beings.⁶⁸ In the EU Strategy, the Commission specifically set out the aim to support both EU Member States and non-EU partner countries in the implementation of the Protocol, to which both the EU and its Member States are parties.⁶⁹ Additional relevant international law includes: the **International Labour Organization (ILO) Forced Labour Convention** (Convention No. 29 of 1930) and its newly adopted Protocol of 2014 (P029), which defines forced or compulsory labour, and the **ILO Abolition of Forced Labour Convention** (Convention No. 105 of 1957); the **International Covenant on Civil and Political Rights (ICCPR)**, which prohibits several practices linked to trafficking in human beings; the **Convention on the Elimination of All Forms of Discrimination against Women**, requiring States to take special measures to tackle trafficking of women, including for sexual exploitation; the **Convention on the Rights of the Child**, which prohibits the trafficking of children.⁷⁰ At regional level, the **Council of Europe Convention on Action against Trafficking in Human Beings**, adopted in 2005 and entering into force in 2008, goes beyond minimum standards agreed in international conventions and strengthens protection of victims of trafficking in human beings. Ratified by all 46 Members of the Council of Europe, it is the first international legal instrument to

address the fight against trafficking in human beings from a human rights-based perspective.⁷¹ The implementation of the Convention is monitored by the **GRETA**, a group of 10 to 15 independent experts whose main activities include regular meetings, monitoring visits and the publication of reports.⁷²

Besides international agreements, other important UN initiatives include: **the Inter-Agency Coordination Group against Trafficking in Persons (ICAT)**, which regulates cooperation between United Nations agencies and other international organisations in this field, including the EU; **Alliance 8.7**,⁷³ a UN-led multi-stakeholder initiative aiming to attain Agenda 2030's target 8.7 on eradicating forced labour and ending modern slavery and trafficking in human beings, to which both the EU and its Member States have committed; the **Global Compact on Migration (GCM)**, a broad inter-governmental (non-legally binding) agreement on migration cooperation, endorsed by 152 states (including the majority of EU Member States), which lists amongst its 23 objectives the aim of preventing, combatting and eradicating trafficking in human beings in the context of international migration (objective 10).⁷⁴ In April 2024, the UNODC, which holds primary responsibility for combatting trafficking in human beings at UN level, launched a new action plan to prioritise the fight against child trafficking and strengthen the protection of vulnerable migrants and the identification of victims of trafficking in human beings among migration and refugee flows.⁷⁵ Outside of the United Nations, the **Organisation for Security and Co-Operation in Europe (OSCE)** convenes the Alliance against Trafficking in Persons, an international forum bringing together international, non-governmental and inter-governmental organizations with the aim of preventing and combatting trafficking in human beings.⁷⁶ The Alliance provides an important platform for participating states and partners to cooperate on finding innovative and effective strategies to fight trafficking in human beings.

1.3. STUDY AIM AND SCOPE

The overall aim of the study is to map and analyse EU and national policies and measures as well as cooperation with third countries and international partners that contribute to addressing the **international dimension** of trafficking in human beings, focusing on the main priorities identified by the EU Strategy.

As introduced above, **the international dimension** of trafficking in human beings refers to EMN Member and Observer Countries' efforts to **address trafficking in human beings of third-country nationals towards their**

countries: a) in third countries of origin and transit of victims (and potential victims); b) in their respective countries, where these efforts have **an international component** e.g. imply involvement/cooperation with international partners, cross-border activities, target specific third-country nationalities/victims from certain regions.

More specifically, the study's main objectives are:

- To map EU and national policies and measures addressing the international dimension of trafficking in human beings (through prevention; prosecution and

68 United Nations, 'Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime', <https://www.ohchr.org/en/instruments-mechanisms/instruments/protocol-prevent-suppress-and-punish-trafficking-persons>, accessed 28 October 2024.

69 European Commission, The EU Strategy on Combatting Trafficking in Human Beings 2021-2025, p. 18.

70 United Nations Office of the Human Rights Commissioner (OHCHR), 'International Instruments Concerning Trafficking in Persons', 2014, https://www.ohchr.org/sites/default/files/Documents/Issues/Women/WRGS/OnePagers/IntInstrumentsconcerningTraffickingpersons_Aug2014.pdf, accessed 28 October, 2024.

71 Council of Europe, 'Council of Europe Convention on Action against Trafficking in Human Beings', <https://www.coe.int/en/web/anti-human-trafficking/anti-trafficking-convention>, accessed on 31 October 2024.

72 Council of Europe, 'GRETA - Group of Experts on Action against Trafficking in Human Beings', <https://www.coe.int/en/web/anti-human-trafficking/greta>, accessed 31 October 2024.

73 Alliance 8.7, <https://www.alliance87.org/>, accessed October 2024.

74 Global Compact for safe, orderly and regular migration, 2018, https://refugeemigrants.un.org/sites/default/files/180711_final_draft_0.pdf, accessed 29 October 2024.

75 See UNODC, 'UNODC launches new action to combat human trafficking and migrant smuggling', 22 April 2024, <https://www.unodc.org/unodc/en/press/releases/2024/April/unodc-launches-new-action-to-combat-human-trafficking-and-migrant-smuggling.html>, accessed 4 September 2024.

76 Organisation for Security and Co-Operation in Europe (OSCE), Alliance against Trafficking in Persons, <https://www.osce.org/cthb/107221>, accessed 28 October 2024.

combatting criminal business models; protection; and cooperation with international partners).

- To provide examples of good practices and identify challenges in addressing the international dimension of trafficking in human beings.
- To provide an overview of the main outcomes achieved in addressing the international dimension of trafficking in human beings.
- To identify needs in current national responses to address the international dimension of trafficking in human beings and potential ways to address those needs as identified by EMN Member and Observer Countries.

National laws and legislative initiatives (including e.g. on residence permits granted to third-country national victims of trafficking in human beings) fall outside the scope of this study. General anti-trafficking policies and measures that do not have a specific international component are also outside the scope of the study.

The study covers policies and measures that were adopted or ongoing between 2021-2023. When it comes to cooperation with third countries and international organisations as well as policies and measures specifically addressing the detection, identification and protection of third-country national victims, only updates when compared to the EMN study on 'Third-country national victims of trafficking in human beings: detection, identification and protection'⁷⁷ were reported.

1.4. KEY QUESTIONS

This EMN study seeks to address six primary research questions:

- What policies and measures are in place at EU and national level to address the international dimension of trafficking in human beings?
- To what extent are anti-trafficking components mainstreamed in other policy areas (border management, asylum, migrant smuggling and irregular migration, fundamental rights, gender equality, organised crime and its online dimension)?
- How do EMN Member and Observer Countries cooperate with third countries and international organisations to address the international dimension of trafficking in human beings?
- Which are the main good practices and challenges identified by EMN Member and Observer Countries when addressing the international dimension of trafficking in human beings?
- Which are the main outcomes achieved by EMN Member and Observer Countries when addressing the international dimension of trafficking in human beings?
- Have EMN Member and Observer countries identified any needs in their responses to the international dimension of trafficking in human beings and if so, how are they planning to address these needs?

1.5. METHODOLOGY

This study is a synthesis of national reports prepared by 25 EMN National Contact Points (23 EMN Members and two EMN Observer Countries)⁷⁸ using an agreed template complemented by information provided by the European Commission on national EU-funded measures that were already mapped through a previous internal data collection exercise. It also relies on information provided by the European Commission on EMPACT and other EU-funded initiatives that was gathered directly from its Services, as well as two interviews undertaken with officials of EMN Member Countries and EU agencies involved in EMPACT.

For the purpose of this study, the terms 'policies' and 'measures' are defined as follows:

- **'Policies'** refer to **targeted strategies and action plans** specifically addressing the international dimension of trafficking in human beings, as well as broader policy instruments that have an explicit anti-trafficking strand (e.g. one or more objectives of the policy refer to the international dimension of trafficking in human beings). Policies with indirect impacts on anti-trafficking efforts are outside the scope of this study.
- **'Measures'** refer to **initiatives, projects, programmes and operational actions** funded or implemented by EMN Member and Observer Countries in their territories or in third countries of origin and transit of third-country national victims that specifically address the international dimension of trafficking in human beings i.e. have a clear international component. The concept of measures also covers broader initiatives (e.g. on border management, asylum, migrant smuggling and irregular migration, fundamental rights, gender equality, organised crime and its online dimension) that have an explicit anti-trafficking strand (e.g. one or more objectives of the programme or a series of indicators referring to the international dimension of trafficking). Measures with indirect impacts on anti-trafficking efforts are outside the scope of this study.
- The identification of 'good practices' was either made by an expert working in the field or based on studies or evaluations. 'Good practices' are understood as effective, sufficient, sustainable and/or transferable measures that reliably lead to a desired result.

⁷⁷ Covering the period 2015-2020.

⁷⁸ AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, SE, SI, SK, and GE, RS.



1.6. STRUCTURE OF THE REPORT

In addition to this introduction, the report consists of the following sections:

- Section 2: EU-funded initiatives to address the international dimension of trafficking in human beings.
- Section 3: National policies and measures.
- Section 4: Challenges and good practices.
- Section 5: Outcomes achieved in addressing the international dimension of trafficking in human beings.
- Section 6: Existing needs and future national policies and measures.
- Section 7: Conclusions.
- Annex I: National measures implemented in third countries.
- Annex II: National measures implemented in EMN Member and Observer Countries.
- Annex III: Overview of third countries/regions where national measures addressing trafficking in human beings are implemented.

2. EU-FUNDED MEASURES TO ADDRESS THE INTERNATIONAL DIMENSION OF TRAFFICKING IN HUMAN BEINGS

The EU has engaged in various measures and actions addressing the international dimension of trafficking in human beings, including cooperation with third countries on key strategic areas. Measures involving EU institutions and agencies can be broadly divided across three categories:⁷⁹

1) EU-funded measures conducted in the framework of EMPACT, which tackle law enforcement cooperation for combating trafficking in human beings of third-country nationals primarily in the EU territory, but nonetheless have a strong international component as they involve

cooperation with governments in third countries or with international organisations; 2) Common Operational Partnership projects (COPs), which are primarily focused on addressing various dimensions of migrant smuggling and trafficking in human beings outside of the EU and are funded by the European Commission and implemented by EU Member States authorities or their implementing agencies; 3) Other EU-funded measures implemented by international organisations and/or EU Member States.⁸⁰



2.1. INTERNATIONAL COOPERATION ON THE EU TERRITORY: THE ROLE OF EMPACT THB

Some important EU-funded law enforcement cooperation measures on combating trafficking in human beings are conducted under the umbrella of the Trafficking in Human Beings operational action plan (OAP) of EMPACT (**EMPACT THB**), which aims to disrupt criminal networks engaged in trafficking in human beings for all forms of exploitation (see also section 1.2). Currently, the EMPACT THB network involves all 27 EU Member States, all countries in the Western Balkans, as well as strengthened cooperation with Ukraine and Eastern Partnership countries, such as Ukraine and Moldova.⁸¹ It is supported administratively and operationally by EUROPOL, which also hosts the platform's support unit. EMPACT and its activities are funded by the European Commission, primarily via ISF.

Volunteering countries, or 'drivers' and 'co-drivers', are responsible for coordinating EMPACT THB's overall work and its various strands.⁸² Priorities on combatting trafficking in human beings (see Box 2) are implemented through Operational Action Plans (OAPs), which are expected to align with the overarching goals of EMPACT as a whole. The OAPs foresee the implementation of separate actions in different areas, from Joint Action Days to document fraud, training and innovation, awareness-raising or cooperation with third countries – each action generally being led by an EU Member State or an EU agency (e.g. Frontex, the European Union Agency for Law Enforcement Training (CEPOL), EUROJUST, EUROPOL, European Labour Authority (ELA)).

Box 2: EMPACT priorities on trafficking 2022-2025⁸³

In 2021, the Council of the European Union agreed on the EU's priorities for the fight against serious and organised crime for EMPACT 2022-2025. As regards trafficking in human beings, the Council prioritised the disruption of criminal networks engaged in trafficking in human beings, with particular attention to those networks exploiting minors for forced criminality, using or threatening violence against victims and their families, recruiting and advertising victims online. Related to trafficking in human beings, the Council also prioritised the fight against child sexual exploitation both online and offline, including the production and dissemination of child abuse material.

EMPACT THB provides a framework to EU Member States for tackling the international dimension of trafficking in human beings in various ways. First, it facilitates cooperation among EU Member States on strategic and operational aspects, including the organisation of joint activities (see Box 3 below). EMPACT THB also facilitates the exchange of information, intelligence and good practices amongst the international community of law enforcement officials. Moreover, thanks to the availability of the EU-wide EUROPOL database on traffickers (including suspects) and information exchanges via SIENA, countries participating in EMPACT can more easily identify victims

⁷⁹ This section is based upon data provided by the European Commission as well as on two interviews with officials involved in EMPACT.

⁸⁰ Including EU-funded grants to Civil Society Organisations.

⁸¹ EMPACT 2023 Results, Factsheets, p.8, <https://www.consilium.europa.eu/media/3ulegcm5/empact-factsheets-2023.pdf>, accessed 6 May 2025.

⁸² The Netherlands is the current driver in EMPACT THB, while Austria, Romania and Spain are co-drivers.

⁸³ EUROPOL, 'EU Policy Cycle – EMPACT', <https://www.europol.europa.eu/crime-areas-and-statistics/empact>, accessed 4 November 2024.

across different countries and facilitate the detection of criminal groups on the move.

In addition, EMPACT THB supports the capacity-building of participating authorities of EU Member States and third countries on a variety of topics. EU agencies such as EUROPOL and CEPOL – with technical support from specialised units of EU Member States – are often tasked to provide tailor-made trainings, for example on the use of special tools or methodologies to tackle trafficking in human beings online,⁸⁴ or on document fraud investigation.⁸⁵ Finally, EMPACT THB facilitates the establishment of structured cooperation with Interpol and law enforcement agencies in countries outside of the EU. EMPACT THB has developed institutional law enforcement cooperation with authorities in the Western Balkans, as well with Ukraine, Moldova and Georgia.⁸⁶ Outside of the region, EMPACT THB has a long-standing history of successful cooperation with Nigeria, particularly on trafficking in human beings for the purpose of sexual exploitation. In 2023, building on years of lower-profile cooperation since 2016, EMPACT THB was able to successfully organise a large-scale meeting with Chinese authorities with a view to establishing future operational cooperation in this field.

The “Chinese THB project”, implemented by Belgium, France, Germany, Italy and the Netherlands, between September 2021 and August 2023, is one example of project funded under EMPACT THB and by the European Commission via ISF. This project helped setting up multidisciplinary international cooperation to identify and tackle trafficking in human beings of Chinese nationals. It translated into the organisation of several expert meetings, the addition of new chapters to the Chinese THB Handbook and the organisation of a Hackathon (see Box 3) specifically focused on Chinese victims of trafficking in human beings. Another example of project funded under EMPACT THB is the Operational Action focused on “Nigerian THB”, led by Germany and implemented in cooperation with Belgium and France. Cooperation under this project resulted in several Nigerian victims being identified in the red-light district of Brussels, followed by arrests in Belgium and Italy and sentences for three perpetrators active in Europe.

Box 3: EMPACT and the fight against trafficking in human beings

With the support of EUROPOL and under the leadership of a country (the so-called ‘Action leader’), EMPACT organises several joint activities in law enforcement cooperation across the EU and beyond. The Netherlands is the overall ‘driver’ for the projects that focus on trafficking in human beings. Amongst the most visible operations are Joint Action Days (see section 1.2). In 2023, in the context of Operation JAD-Operation Global Chain,⁸⁷ led by Austria, co-led by Romania and coordinated by EUROPOL, Frontex and INTERPOL, law enforcement authorities from 25 EU Member States and 19 non-EU countries participated in Joint Action Days to tackle human trafficking for sexual exploitation, forced begging and forced criminality. The operation saw the involvement of approximately 130 000 officers and resulted in 212 arrests and the identification of 1 426 victims.⁸⁸ Non-EU countries that participated in this operation included Albania, Bangladesh, Bosnia and Herzegovina, Brazil, Colombia, Iceland, Kosovo*,⁸⁹ Moldova, Montenegro, Morocco, Nigeria, North Macedonia, Philippines, Serbia, Switzerland, Ukraine, United Kingdom, United States and Vietnam.⁹⁰ Another example of joint EMPACT activities are the “Hackathon Weeks”, where digital technology experts from several countries join forces to gather information about instances of trafficking in human beings on online platforms. The first EU-wide online Hackathon, which took place in the Netherlands on 6 September 2022, saw the participation of 85 experts from 20 countries, including Austria, Albania, Belgium, Denmark, France, Finland, Germany, Greece, Hungary, Lithuania, Netherlands, Portugal, Poland, Romania, Slovenia, Slovakia, Spain, Sweden, United Kingdom and Ukraine. Among others, the operation led to monitoring of 114 online platforms, 30 of which linked to vulnerable Ukrainian beneficiaries of temporary protection, and the identification of 11 suspects of trafficking in human beings and 45 potential victims (25 of whom of Ukrainian nationality).⁹¹



2.2. MEASURES ON TRAFFICKING IN HUMAN BEINGS OUTSIDE THE EU: COMMON OPERATIONAL PARTNERSHIPS

‘Common Operational Partnership’ projects (COPs) entail the establishment of **structured cooperation between law enforcement and judicial authorities in third countries and similar bodies in EU**

Member States. COPs are flexible cooperation frameworks to fight against organised crime networks engaged in migrant smuggling and trafficking in human beings, tailor made to the needs of the partner country. One or

84 EUROPOL, ‘EMPACT Hackathon: 16 suspected human traffickers and 60 potential victims identified’, 7 October 2024, <https://www.europol.europa.eu/media-press/newsroom/news/empact-hackathon-16-suspected-human-traffickers-and-60-potential-victims-identified>, accessed 29 October, 2024.

85 EMPACT, ‘Trafficking in Human Beings (THB)- EMPACT 2022 Results Factsheet’ https://www.europol.europa.eu/cms/sites/default/files/documents/2023_225_empact-factsheets-2022_web-final.pdf, accessed 29 October, 2024.

86 EMPACT, ‘Trafficking in Human Beings (THB)- EMPACT 2023 Results Factsheet’ <https://www.europol.europa.eu/cms/sites/default/files/documents/empact-factsheet-2023.pdf>, accessed 29 October, 2024.

87 EMPACT, ‘Trafficking in Human Beings (THB)- EMPACT 2023 Results Factsheet’, accessed 26 November 2024. See also EUROPOL, ‘1 426 potential victims identified in global operation against human trafficking’, <https://www.europol.europa.eu/media-press/newsroom/news/1-426-potential-victims-identified-in-global-operation-against-human-trafficking>, accessed 26 November 2024.

88 See also EUROPOL, ‘1 426 potential victims identified in global operation against human trafficking’, <https://www.europol.europa.eu/media-press/newsroom/news/1-426-potential-victims-identified-in-global-operation-against-human-trafficking>, accessed 26 November 2024.

89 This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

90 See also EUROPOL, ‘1 426 potential victims identified in global operation against human trafficking’, <https://www.europol.europa.eu/media-press/newsroom/news/1-426-potential-victims-identified-in-global-operation-against-human-trafficking>, accessed 26 November 2024.

91 EUROPOL, ‘20 countries spin a web to catch human traffickers during a hackathon’, <https://www.europol.europa.eu/media-press/newsroom/news/20-countries-spin-web-to-catch-human-traffickers-during-hackathon>, accessed 26 November 2024.

more EU Member States work alongside law enforcement, judiciary and other relevant authorities of a partner country, in cooperation with EU agencies and international organisations. Support may comprise training, mentoring, exchange of information and provision of equipment.

COPs are generally funded by ISF or AMIF, including through the Migration Partnership Facility (MPF), the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa” (EUTF) or (more recently) the NDICI-Global Europe Fund. They are implemented by EU Member States or their implementing agencies, with the European Commission playing an important role as donor providing oversight and coordination and ensuring coherence among the different activities. COPs aim to combat criminal networks involved in migrant smuggling and human trafficking activities by strengthening the strategic and operational capacities of local investigative authorities. More concretely, these projects aim to establish common approaches to investigating migrant smuggling and trafficking in human beings, to stimulate cooperation and information exchanges amongst neighbouring countries and to foster the development of specialised investigative units working on issues such as document fraud or cross-border trafficking networks.

An example is the “Eastteams” project (2023-2026) with Pakistan,⁹² funded by ISF and implemented by several EU Member States (Greece, Cyprus, Germany, France), which aims to strengthen institutional cooperation with Pakistan by developing standard operating procedures, exchanging information and establishing mutual support for investigations. A similar project is the “2020-2024 COP2” project with Mali, funded by the EUTF, which has the objective of enhancing the operational and judicial capacities of the Malian police unit in charge of pursuing and prosecuting criminal networks.⁹³

The “COP SMUGG project (2020-2024)”⁹⁴ – an umbrella project funded by ISF-Police and implemented in several African countries by various EU law enforcement agencies – supported the establishment of COPs with several African countries. Concretely, it translated in the provision of technical support and operational mentoring, the organisation of trainings and the establishment of data exchange mechanisms across the participating

countries. In Côte d’Ivoire, the activities were implemented between 2020-2023 by the French Ministry of Interior and its technical partner CIVIPOL and aimed to strengthen the institutional capacity of the national Sub-Directorate for Border Police (SD-PAF) in investigating trafficking in human beings networks, namely with the provision of new tools and equipment (phase II of the project already started in 2023). A similar action was conducted across several countries; in Nigeria, Niger and Morocco (2020-2023), implemented by the German federal police; in Guinea Conakry (2020-2023), implemented by the French Ministry of the Interior and CIVIPOL. In 2024, under the NDICI-Global Europe Fund, several COP projects were renewed for their second phase, including in Senegal and Guinea Conakry. Under the NDICI-Global Europe Fund, a Joint Investigation Team (JIT) for the fight against criminal networks linked to irregular immigration, human trafficking and migrant smuggling was established in Niger in 2022 until 2023 (ECI-Migration).

Box 4: NETCOP: Linking anti-trafficking projects across West Africa

The “Network of Common Operational Partnerships West and Central Africa (NETCOP) project” (2021-2023) was developed to strengthen regional cooperation amongst the COPs of six West African countries (Senegal, The Gambia, Niger, Mauritania, Ivory Coast, Mali, Guinea Conakry).⁹⁵ Under the mentorship of the implementing partners – i.e. the French Ministry of Interior, CIVIPOL, the Spanish Ministry of the Interior and the *Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas* (FIIAPP) – NETCOP aimed to strengthen cross-border cooperation of law enforcement through the development of common investigative methodologies, intelligence and data sharing, targeted training and the organisation of exchanges and twinning between investigation units of different countries. NETCOP, now in its second phase (2023-2025), is currently focusing on supporting a system for the exchange of information between African partners, as well as on the organisation of common activities and joint operations.⁹⁶ Other key activities include training on data processing and the standardisation of operational procedures.⁹⁷



2.3. OTHER EU-FUNDED MEASURES IMPLEMENTED BY INTERNATIONAL ORGANISATIONS AND/OR EU MEMBER STATES

A third stream concerns other EU-funded measures that are implemented by international organisations and/or EU Member States.

Some of the measures funded by the EU and implemented by international organisations focus on **strengthening the capacity of partner countries to identify and protect victims of trafficking in human beings**. For

92 Full project title: European Actions Strengthening Teams Establishment Against Migrant Smuggling (COP).

93 European Commission, ‘Common Operational Partnership (COP) Mali’, https://trust-fund-for-africa.europa.eu/our-programmes/common-operational-partnership-cop-mali_en, accessed 29 October 2024.

94 Common Operational Partnership against migrant smuggling and trafficking in human beings along African migratory routes.

95 Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas (FIIAPP), ‘NETCOP, creation of association of common operating networks’, https://www.fiiapp.org/en/proyectos_fiapp/netcop-creation-of-association-of-common-operating-networks/, accessed 30 October 2024.

96 FIIAPP, ‘NETCOP II’, https://www.fiiapp.org/en/proyectos_fiapp/netcop-ii-2/, accessed 30 October 2024.

97 Ibid.

example, the “P-ACT” project in Turkey,⁹⁸ funded under the MPF (ISF and AMIF funds) and implemented by the International Centre for Migration Policy Development (ICMPD), aims to strengthen Turkey’s operational capacity with regard to prosecution, as well as the protection of and support to victims. The project, which has received a funding of EUR 2.4 million, started in November 2023 and will run until May 2025.

Box 5: EU support for the implementation of the Niamey Declaration

In 2018, several West African and European countries, as well as the EU and other international organisations such as the United Nations and the African Union, endorsed the joint Niamey Declaration on improving coordination in the fight against migrant smuggling and trafficking in human beings.⁹⁹ The Declaration expressed the parties’ full commitment to combat smuggling of migrants and trafficking in human beings, and to protect the rights of migrants and victims of trafficking in human beings. To ensure the monitoring of strategic priorities and actions agreed upon in Niamey by the parties, the document also set up a Permanent Follow-up Mechanism, to be staffed and coordinated by UNODC. Through dedicated financial assistance,¹⁰⁰ the EU supported the monitoring and coordination work of UNODC (financial support through ISF was provided for the period 2021-2023 and is currently being implemented for the period February 2024-January 2026). In particular, the project aims at supporting UNODC in the following tasks: establishing and maintaining structures and tools of the permanent mechanism; monitoring progress on implementation through data collection and reporting; organising technical meetings of national contact points and high-level meetings; providing operational and technical assistance to participating countries as needed.

Other projects funded by the EU and implemented by international organisations include protection from

trafficking in human beings as one component within broader programmes focused on the protection of refugees and vulnerable groups, such as Regional Development and Protection Programmes. In particular, the North African programme (2023-2025),¹⁰¹ implemented by IOM in Morocco, Algeria, Tunisia, Libya, Egypt, Niger and Mauritania, foresees several trainings of national and local actors in identifying victims of trafficking in human beings, providing specialised assistance and care as well as ensuring adequate referral. The project also plans to raise awareness amongst vulnerable migrants of the trafficking risks related to migration.

For instance, in Asia, the programme “Global Action against Trafficking in Persons and the Smuggling of Migrants – Asia and the Middle East – **GLO-ACT**”¹⁰² was implemented by UNODC with the aim of assisting governmental authorities and CSOs in policy development, legislative review and regional and trans-regional cooperation. The project also provided direct assistance to victims of trafficking in human beings and vulnerable migrants through the strengthening of identification, referral, and protection mechanisms. In Latin America and the Caribbean, the EU has supported since 2020 the “**EUROFRONT** programme”¹⁰³ which created a Regional Coordination Platform against Migrant Smuggling and Trafficking in Human Beings, among other things. The EU also supported the “**EL PACCTO** programme” against transnational organised crime¹⁰⁴ and its specialised police cooperation networks. **ROCK**, the “Regional Operational Centre in support of the Khartoum process and the African Union (AU) Horn of Africa Initiative”, is a regional project to fight criminal networks involved in human trafficking and smuggling, financed by the Emergency Trust Fund for Africa of the European Union is another example.

The EU has also funded or co-funded a number of broader measures implemented by EU Member States in third countries to address trafficking in human beings or targeting third-country national victims within the EU. These projects are analysed under section 3 below on national measures implemented by EMN Member and Observer Countries.

98 Full title: 4-P-Actions Against Trafficking in Human Beings (P-ACT). See International Centre for Migration Policy Development (ICMPD), ‘P-ACT’, <https://www.icmpd.org/our-work/projects/4p-actions-against-trafficking-in-human-beings-p-act-p-act>, accessed 30 October 2024.

99 See Niamey Declaration Guide, <https://www.niameydeclarationguide.org/>, accessed 30 October 2024.

100 Full name of the project: ‘Support to the Permanent Follow-up Mechanism of the Niamey Declaration and its Secretariat’. The project is funded by ISF.

101 Regional Development and Protection Programme in North Africa (RDPP-NA) Phase 6.

102 United Nations Office on Drugs and Crime (UNODC), ‘GLO-ACT overview’, <https://www.unodc.org/unodc/en/human-trafficking/glo-act2/overview.html>, accessed 7 March 2025.

103 EUROFRONT, ‘What is EUROFRONT?’, <https://programaeurofront.eu/en/page/que-es-eurofront>, accessed 7 March 2025.

104 EL PACCTO, ‘About EL PACCTO?’, <https://elpaccto.eu/en/sobre-el-paccto/que-es-el-paccto/>, accessed 7 March 2025.

3. NATIONAL POLICIES AND MEASURES

This section provides an overview of **national priorities, policies and measures specifically addressing the international dimension of trafficking in human beings**. As previously noted, the international dimension of trafficking in human beings in this study refers to EMN Member and Observer Countries' efforts to address trafficking in human beings of third-country nationals towards their countries, either a) in third countries of origin and transit of victims (and potential victims); or b) in their countries, where these efforts have an international component, which may cover involvement/cooperation with international partners, cross-border activities, and

targeting specific third-country nationalities/victims from certain regions.

The section starts by analysing EMN Member and Observer Countries' main thematic and geographical priorities when addressing the international dimension of trafficking in human beings and continues with a mapping of targeted national policies and measures in this area (including both policies and measures implemented in and outside the EU). The section ends with an analysis of existing cooperation structures among EMN Member and Observer Countries and international partners (third countries and international organisations).



3.1. OVERVIEW OF NATIONAL PRIORITIES IN ADDRESSING THE INTERNATIONAL DIMENSION OF TRAFFICKING IN HUMAN BEINGS

This section outlines the main national thematic and geographical priorities of EMN Member and Observer Countries in addressing the international dimension of trafficking in human beings.

3.1.1. Thematic priorities

EMN Member and Observer Countries prioritised a wide range of thematic areas when addressing the international dimension of trafficking in human beings, either through the implementation of targeted measures, funding of projects or through specific policy objectives.

Several countries¹⁰⁵ referred to the pillars of the **'4P model'**,¹⁰⁶ as a comprehensive framework to tackle the trafficking in human beings of third-country nationals and to guide their thematic priorities in this area. One example is the project **"EU Support to Strengthen the Fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans (EU4FAST)"**.¹⁰⁷ EU4FAST, which embeds the 4-P approach of prevention, protection, prosecution and partnership, aims to strengthen capacities of the national and regional authorities in Western Balkan countries in preventing and combating migrant smuggling and trafficking in human beings. The project, jointly funded by the European Commission (DG

ENEST) and the German, Italian and Dutch governments, is expected to last between 2023 and 2027.

Even though some countries do not specifically refer to the pillars of the '4P model' in their thematic priorities, most countries reported to work across each of these pillars when addressing trafficking in human beings with an international dimension. The pillars in the 4P model and other thematic priorities are further elaborated in the following paragraphs.

The most common thematic priority in addressing the international dimension of trafficking in human beings across EMN Member and Observer Countries was the **prevention of this crime**.¹⁰⁸ In some cases, prevention actions specifically targeting third-country nationals were prioritised under national strategies and action plans.¹⁰⁹ Estonia for example, prioritises the prevention of trafficking in human beings of third-country nationals in their strategy on the Violence Prevention Agreement 2021-2025. Similarly, one of Ireland's objectives specifically targeting third-country national victims under its Third National Action Plan (NAP) to combat Human Trafficking, is the reduction of vulnerability through, among other things, the use of Official Development Assistance for capacity

¹⁰⁵ CY, ES, FR, IE, IT, LT, LV, and GE, RS.

¹⁰⁶ For more information about the 4P model (Prevention, Protection, Prosecution and Partnerships), please see: OHCHR, 'Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime', <https://www.ohchr.org/en/instruments-mechanisms/instruments/protocol-prevent-suppress-and-punish-trafficking-persons>, accessed 30 October 2024.

¹⁰⁷ Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), 'EU Support to Strengthen the Fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans', <https://www.giz.de/de/downloads/giz2024-en-eu4fast.pdf>, accessed 7 March 2025.

¹⁰⁸ AT, BE, BG, CY, CZ, DE, EE, ES, FI, FR, IE, IT, LT, LV, NL, PL, SE, SI, and GE.

¹⁰⁹ CY, EE, EL, ES, FR, SI, and GE.

building in third countries targeting groups who may be more at risk of trafficking.

Some EMN Member Countries focused their prevention efforts on **raising awareness among third-country nationals**¹¹⁰ about the risks of trafficking in human beings and exploitation in general¹¹¹ and more specifically of trafficking for the purpose of labour exploitation.¹¹² One of France's strategic objectives in preventing trafficking in human beings in countries of origin and transit of victims is the provision of support to international mobilisation campaigns and actions, and the systematic translation of awareness-raising campaigns in several languages. Some countries have also prioritised **reducing the demand for trafficking in human beings of third-country nationals** as part of their work on prevention.¹¹³ France for instance, has developed a common strategy with Sweden to combat trafficking for sexual exploitation by reducing the demand that drives sex trafficking at the international level. In Latvia, control institutions such as the State Border Guard and State Labour Inspectorate organise regular visits to check if employment is organised in accordance to the labour and immigration policy and to reduce the demand for trafficking in human beings for the purpose of labour exploitation of foreign workers.

Support, assistance and protection of victims of trafficking in human beings was also a key thematic priority among EMN Member and Observer Countries when addressing the international dimension of trafficking in human beings.¹¹⁴ Some countries paid special attention to third country-national women and children¹¹⁵ and/or the provision of direct support and assistance to victims of trafficking in human beings in third countries.¹¹⁶ For instance, protection, assistance and social reintegration were included as key priorities in Greece's Strategic Action Lines of the National Action Plan 2019 – 2023 for the Prevention and Combatting of Trafficking in Human Beings and the Protection and Rehabilitation of Victims.

Twelve countries reported prioritising the **prosecution** of perpetrators when addressing the international dimension of trafficking in human beings.¹¹⁷ For instance, in Georgia, priorities related to prosecution are covered in the 2022–2027 strategy of the Prosecution Service of Georgia (PSG), with particular attention given to the execution of mutual legal assistance requests from foreign countries related to cases of trafficking in human beings. The Netherlands prioritises the improvement of detection and prosecution of perpetrators of trafficking in human beings in third countries and one of Poland's priorities under the National Action Plan Against Trafficking in Human Beings 2022–2023 was to improve the effectiveness of institutional action to prosecute crimes of trafficking in human beings. Five countries also prioritised **combatting trafficking**

in human beings as a form of transnational organised crime.¹¹⁸ Some priorities in this context included for example, disrupting trafficking routes towards the EU such as Slovenia's efforts to enhance border controls, participation in joint operations, and the sharing of intelligence with third countries to break criminal networks. Eight countries emphasised the strengthening of **international cooperation** between national and international law enforcement authorities in addressing the international dimension of trafficking in human beings as a thematic priority.¹¹⁹ For instance, Greece prioritises international data sharing, through better support to cross-border data integration and case management, and Lithuania highlighted the prioritisation of international cooperation through JITs with other countries.

The **identification of third-country national victims of trafficking in human beings** was highlighted as a key priority by eight EMN Member Countries.¹²⁰ Priorities in these areas included the enhancement of capabilities of key stakeholders, such as law enforcement authorities and institutional bodies to identify victims. Lithuania, for example, prioritised enhancing the capabilities of specialists to identify third-country national victims of trafficking in human beings timely and appropriately, ensuring they are referred to and receive adequate assistance that meets their needs. Within Ireland's National Action Plan to prevent and combat human trafficking, the provision of anti-trafficking training to Irish Defence forces in relevant International Peacekeeping roles abroad is a key objective.

3.1.2. Geographical priorities

Sixteen EMN Member Countries reported that they targeted specific third countries, geographic regions or third-country nationalities when addressing the international dimension of trafficking in human beings.¹²¹ Six countries¹²² do not target specific third countries or regions, but address trafficking in human beings more broadly. For example, Finland and Lithuania focus primarily on vulnerable groups which include third-country nationals, among others, but do not target specific third-country nationalities.

The main geographies prioritised by EMN Member and Observer Countries in this context were countries in **Southeastern and Eastern Europe** (with 15 countries prioritising Ukraine),¹²³ countries in **West Africa** (with six countries prioritising Nigeria)¹²⁴ and **East Africa** (with three countries prioritising Ethiopia)¹²⁵ and three countries prioritising Uganda) (see Table 2).¹²⁶ Spain collaborates with countries of **Latin-America** such as Colombia, Peru or Paraguay, (information exchange and training), and African countries such as Morocco, Mauritania, Gambia or Nigeria (international projects).

110 AT, BE, BG, DE, EE, ES, FR, HU, IE, IT, PL, SK.

111 EL, ES, FR, HU, IT, SE.

112 EE, ES, FI, FR, IT, LV, PL, SK.

113 EE, ES, FR, IE, LV, SE.

114 AT, BG, CY, CZ, DE, EE, ES, FI, FR, IE, IT, NL, PL, SE, SK, and GE, RS.

115 AT, CZ, EE, ES, FR, LT, PL, SK, and RS.

116 FR, NL.

117 BG, CY, DE, EL, ES, FR, IE, IT, NL, PL, SI, and GE.

118 AT, FR, HR, SE.

119 BE, CY, EL, ES, LT, NL, PL, SI, and RS.

120 CY, CZ, DE, FR, IE, IT, LT, SE.

121 AT, BE, BG, CZ, DE, EL, ES, FR, HU, IT, LU, LV, NL, PL, SE, SI.

122 CY, EE, FI, IE, LT, and GE.

123 AT, BE, BG, CZ, DE, EE, EL, ES, FR, HU, LT, LU, NL, PL, SE.

124 BE, DE, FR, IT, NL, SE.

125 DE, FR, NL.

126 DE, FR, PL, SE.

Following Russia's war of aggression on Ukraine, some EMN Member Countries started placing a significant focus on this country.¹²⁷ For example, to prevent Ukrainian refugees from falling victims of trafficking in human beings, Hungarian authorities focused their efforts on raising awareness of the dangers of trafficking for the purpose of sexual exploitation and labour exploitation. The Lithuanian authorities worked with the Ukrainian State Labour Service to prevent labour trafficking among displaced populations. Poland paid special attention to particularly vulnerable

groups of becoming victims of trafficking in human beings, i.e. children and women at the Polish-Ukrainian border. An information campaign was launched, distributing information leaflets on human trafficking, and a handbook¹²⁸ was published in 2022 to support the judiciary and law enforcement authorities in identifying victims of trafficking in human beings. This handbook also contains procedures for checking individuals who have declared their willingness to help refugees in the area of the Polish-Ukrainian border.

Table 2. Main countries/regions prioritised by EMN Member and Observer Countries when addressing the international dimension of trafficking in human beings

Targeted regions	Countries	EMN Member and Observer Countries
Africa		
Central Africa	Chad	DE, IT, NL
East Africa	Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Uganda	DE, FR, IE, IT, NL, SE
North Africa	Algeria, Egypt, Libya, Morocco, Tunisia, Mauritania	EL, ES, FR, IT, NL
West Africa	Burkina Faso, Gambia, Ivory Coast, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone	BE, DE, ES, FR, IT, NL, SE
Americas		
South America	Colombia, Ecuador, Peru, Venezuela, Paraguay	DE, ES, FR, PL
Asia		
Central Asia	Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan	BG, EE, LV, SE
East Asia	China	FR, HU
South Asia	Afghanistan, Pakistan	BG, IT, NL
Southeast Asia	Philippines, Thailand, Vietnam	BE, DE, PL, SE
Europe		
Eastern Europe	Belarus, Moldova, Ukraine	AT, BG, CZ, DE, EE, ES, FR, HU, LT, LU, LV, NL, PL, SE
Southeastern Europe (Balkans)	Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia, Serbia	AT, DE, EE, FR, IT
Western Asia (part of Europe)	Azerbaijan, Georgia, Türkiye (Turkey)	AT, BG, EL
Middle East		
Western Asia	Iraq, Jordan, Lebanon, Syria	AT, BG, NL



3.2. NATIONAL POLICIES ADDRESSING THE INTERNATIONAL DIMENSION OF TRAFFICKING IN HUMAN BEINGS

This section provides an overview of EMN Member and Observer Countries' **targeted policies, strategies and action plans specifically addressing the international dimension of trafficking in human beings** in third countries and at national level and describes existing interconnections between those policies and other policy areas (e.g. border management, asylum, migrant irregular migration, fundamental rights, gender equality, etc.).

As introduced above, in this study, 'policies' refer to targeted strategies and action plans specifically addressing the

international dimension of trafficking in human beings, as well as broader policy instruments that have an explicit anti-trafficking strand (e.g. one or more objectives of the policy refer to the international dimension of trafficking in human beings).

Policies addressing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims

¹²⁷ AT, BE, DE, EE, HU, LU, PL, SE.

¹²⁸ The handbook "Human trafficking - practical aspects of conducting proceedings" can be accessed via: <https://www.gov.pl/attachment/dc41a856-3f04-4540-ab53-1c40731699ae> accessed 9 May 2025.

None of the reporting EMN Member and Observer Countries have dedicated strategies, action plans or policy frameworks specifically addressing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of (potential) victims.

Several countries, however, have **national policies, action plans or government programmes where one or more of the objectives refer to the international dimension of trafficking in human beings in third countries of origin and transit of (potential) victims**.¹²⁹ These objectives primarily involve strengthening and/or developing cooperation with countries of origin, transit and temporary or permanent settlement,¹³⁰ actions undertaken in third countries, or the provision of funding to NGOs/IGOs active in third countries,¹³¹ including for example, to raise awareness about the risks of exploitation and trafficking through public campaigns,¹³² or developing cooperation and exchange of information with police in third countries.¹³³ For instance, in France, the inter-ministerial strategy “Migration and Development 2023-2030” complements their third national plan in the fight against exploitation and trafficking in human beings, with the objectives of informing third-country nationals about the risks related to irregular migration, migrant smuggling and trafficking in human beings; protecting victims of trafficking and smuggling; and strengthening institutional capacities through enhanced regional cooperation. One of its guiding principles is developing a partnership approach, with third countries, the EU and its Member States, as well as civil society. Two of the objectives in Poland’s National Action Plan Against Human Trafficking 2022-2024 are to raise the standard of support provided to the victims of trafficking in human beings (including minor victims) and to strengthen international cooperation. Ireland is committed to funding initiatives through its overseas aid programmes to build the capacity of vulnerable groups at

risk of trafficking. Similarly, one of the thematic priorities of Sweden’s reform agenda for foreign aid is to support efforts against all forms of sexual and gender-based violence, exploitation in prostitution and trafficking in human beings, and harmful practices such as female genital mutilation and forced sterilisation.

Three EMN Member Countries and Georgia¹³⁴ **reported that they do not address the international dimension of trafficking in human beings in third countries at policy level but are implementing measures** aimed at combatting trafficking in human beings.

3.2.1. Policies addressing trafficking in human beings of third-country nationals in EMN Member and Observer Countries

The way in which trafficking in human beings of third-country nationals is addressed at policy level in EMN Member and Observer Countries greatly varies across countries.

None of the reporting EMN Member and Observer Countries have dedicated strategies, action plans or policy frameworks specifically addressing trafficking in human beings of third-country nationals in their countries. As shown in Table 3, in most cases, this aspect is addressed as part of national anti-trafficking policies/action plans,¹³⁵ and/or other government policies or strategies, which contain one or more objectives referring to the international dimension of trafficking in human beings.¹³⁶ Other countries do not specifically address the trafficking in human beings of third-country nationals at policy level (neither within national anti-trafficking action plans nor under broader government programmes).¹³⁷

Table 3. Overview of ways in which EMN Member and Observer Countries address the trafficking in human beings of third-country nationals at policy level in their countries

Policy approach	EMN Member and Observer Countries
Trafficking in human beings of third-country nationals is addressed as part of national anti-trafficking policies/action plans (i.e. specific objectives refer to the international dimension of trafficking in human beings)	AT, CY, CZ, DE, EE, EL, FI, FR, IE, IT, NL, PL, SK, and GE, RS.
Trafficking in human beings of third-country nationals is addressed as part of other government policies or strategies	SE, SI, SK.
Trafficking in human beings of third-country nationals is not specifically addressed at policy level	BE, BG, HU, LT, LU, LV.

In countries addressing these aspects **under their national anti-trafficking policies/action plans**,¹³⁸ objectives related to the international dimension of

trafficking in human beings most commonly include tackling the economic and labour exploitation of third-country nationals,¹³⁹ raising awareness of the risks of labour

¹²⁹ DE, FR, IE, NL, PL, SE, and GE, RS.

¹³⁰ FR, NL, PL, and GE, RS.

¹³¹ DE, FR, IE, PL.

¹³² FR, PL.

¹³³ IE and RS.

¹³⁴ CY, EL, SI and GE.

¹³⁵ AT, CY, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LV, NL, PL, SK, and GE, RS.

¹³⁶ SE, SI, SK, and RS.

¹³⁷ BE, BG, HU, LT, LU, LV.

¹³⁸ AT, CY, CZ, DE, EE, EL, ES, FI, FR, IE, IT, NL, PL, and GE, RS.

¹³⁹ CY, DE, EE, EL, ES, FI, FR, IT, PL, and GE.

exploitation,¹⁴⁰ identifying third-country national victims,¹⁴¹ and preventing, combatting and prosecuting various forms of interpersonal sexual and non-sexual violence and abuse towards trafficked third-country nationals.¹⁴² For instance, in the area of labour exploitation, France's National Acceleration Strategy to Eliminate Child Labour, Forced Labour, Human Trafficking and Modern Slavery by 2030,¹⁴³ strengthens companies and public purchasers' capacity to carry out due diligence to better protect potential victims, in particular third-country nationals, through improved detection mechanisms. France also reported increased inspections of the Labour Inspection Offices in sectors and firms at risk as deterrent ensure respect of workers right and prevent labour exploitation. Similarly, Germany adopted the Act on Corporate Due Diligence in Supply Chains in 2023, which requires companies to conduct appropriate human rights due diligence in their global supply chains in third countries, to promote the protection against slavery, forced labour and human trafficking. Serbia's Programme for Combatting Trafficking in Human Beings 2024-2029 outlines measures towards third-country nationals related to improved identification of victims, prevention of trafficking in human beings among vulnerable groups (especially migrant children) and strengthening labour inspections through the active involvement of employment services, employers, unions and workers themselves. Finland's Action Plan against Trafficking in Human Beings for 2021-2023 does not, as a matter of principle, differentiate victims of trafficking in human beings according to their country of origin. The measures are intended to implement the strategic objectives of the programme to prevent and combat trafficking in human beings. Some of the measures, however, focus more specifically on third-country victims, and particular attention was already paid in the preparation of the Action Plan to factors that affect the vulnerability of victims, such as their foreign status. Poland's National Action Plan Against Trafficking in Human Beings for 2022-2024 includes carrying out awareness-raising campaigns on the risks of exploitation and forced labour, with broadcasting the information in the languages of TCNs.

Another objective identified in some national anti-trafficking action plans, in connection with the international dimension of trafficking in human beings of third-country nationals relates to combating **organised crime**.¹⁴⁴ This is for example one of the priorities in the Criminal Policy Development Plan 2030 adopted by the Estonian Parliament in 2020.¹⁴⁵ Other objectives include improving the **prevention and protection** of third-country national victims of trafficking in human beings¹⁴⁶ with Austria putting significant emphasis on ensuring adequate protection against the revictimisation of returned trafficked persons in its National Action Plan 2021-2023.

Three EMN Member Countries have included objectives to combat trafficking in human beings of third-country

nationals as part of their general **government programmes/frameworks or standard operating procedures (SOPs)**.¹⁴⁷ This is the case for example of Slovenia's SOPs¹⁴⁸ for the Prevention of and Action in Cases of Sexual and Gender-Based Violence against Persons handled under the Provisions of the International Protection Act. The objectives in the SOPs relate to the identification of cases of trafficking in human beings in the procedures for addressing cases of sexual and gender-based violence. Similarly, Sweden's ten-year "National Strategy to prevent and combat men's violence against women 2017-2026" includes objectives of preventing and combatting prostitution and trafficking in human beings. A cornerstone of the strategy is acknowledging life circumstances and vulnerabilities to violence when planning for measures, support and protection, including vulnerabilities linked to migration among others.

EMN Member Countries that do not specifically address the trafficking in human beings of third-country nationals at policy level (neither under national anti-trafficking action plans nor under broader government programmes)¹⁴⁹ address this aspect under broader policies that do not differentiate among nationalities. Lithuania, Latvia and the Netherlands, for example, target vulnerable groups at risk of trafficking in human beings, as well as victims more broadly without specifically targeting third-country nationals. The Netherlands addresses the international aspects of trafficking in human beings in more general policy measures within the broader Programme "Together against Human Trafficking" from 2018 (complemented with a national action plan of June 2024), which are not specifically aimed at victims from third countries but at all victims regardless of their nationality. Lithuania's Action Plan to Combat Human Trafficking does not specifically target third-country nationals as a distinct category, instead, the approach is comprehensive, covering all vulnerable groups, including third-country nationals. Latvia has adopted a similar comprehensive approach in their "Trafficking in Human Beings prevention plan for 2021-2023".

3.2.2. Links with other relevant policies

Close to all EMN Member and Observer Countries reported interconnections between national policies addressing the international dimension of trafficking in human beings and other policy areas.¹⁵⁰

In five EMN Member Countries and Serbia, these interconnections span across several national policy areas, the main ones being organised crime, human rights, gender equality, border management as well as various sub-areas related to asylum and migration.¹⁵¹ Five countries adopted **mainstreaming strategies to address trafficking in**

140 CY, EE, ES, FR, IE, IT, PL.

141 CY, EL, ES, FI, FR, IE, IT, PL.

142 CY, EE, EL, ES, FR, IT.

143 French Government, National Acceleration Strategy to Eliminate Child Labour, Forced Labour, Human Trafficking and Modern Slavery by 2030, https://www.diplomatie.gouv.fr/IMG/pdf/20211102_strategie_nationale_fr_pays_pionnier_a87_18h30_cle0d1866.pdf, accessed 7 November 2024.

144 CZ, EE, FR.

145 Ministry of Justice homepage, *Kriminaalpoliitika põhialused | Justiits- ja Digiministeerium*, accessed 18 December 2024

146 AT, DE, EE, EL, FR, IT, and RS.

147 SE, SI, SK.

148 Slovenia SOPs is an agreement between the competent government authorities, UNHCR and NGOs, introducing more effective methods of working in the field of prevention.

149 BE, BG, HU, LT, LU, LV.

150 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, IT, LT, LV, NL, PL, SE, SI, and GE, RS.

151 AT, EL, FI, PL, SI, and GE, RS.

human beings.¹⁵² For instance in Sweden, operational anti-trafficking measures are used in all procedures within the Migration Agency, since potential victims of trafficking in human beings can be identified in asylum procedures as well as in legal migration procedures (for example work permit procedures), and in visa applications. Similarly, anti-trafficking policies in Greece are mainstreamed across various areas such as border management, asylum, fundamental rights, and organised crime, with a focus on international cooperation and cross-sectoral integration to

comprehensively tackle the issue of trafficking in human beings.

Interconnections between national policies addressing the international dimension of trafficking in human beings and other policy areas can be divided into three main policy themes: asylum and migration policies; fundamental rights, gender equality and gender-based violence; and labour exploitation and organised crime (see Table 4).

Table 4. Other main policy areas linked to addressing the international dimension of trafficking in human beings

Policy area	EMN Member and Observer Countries
Asylum and migration policies	AT, DE, EL, ES, FI, FR, HU, IE, IT, LT, LV, PL, SE, SI, SK, and GE, RS
Migrant smuggling and irregular migration policies	AT, EL, ES, FI, FR, LV, SK, and GE
Border management policies	EL, LV, PL, SI, SK, and RS
Fundamental rights policies	AT, EL, FI, FR, SI, and GE, RS
Children's rights policies	FI, IT, SI
Gender equality policies	AT, EL, FI, IT, LT, SE, and RS
Policies combatting gender-based violence	EL, IE, IT, LT, NL, SE, and RS
Labour exploitation	DE, ES, FI, FR, LT, IE, IT, SE, SK
Organised crime	CZ, DE, EL, LT, LV, PL

Interconnections with asylum and migration policies

Since many third-country national victims are initially identified during asylum application processes or among irregularly staying migrants, several EMN Member Countries have integrated their anti-trafficking policies with **asylum and migration policies**.¹⁵³ For example, France's inter-ministerial strategy "Migration and Development 2023-2030", as well as the "Guidelines for International Cooperation Policy and Official Development Aid" set in July 2023, emphasise the necessity of multi-level governance of migration particularly in the context of the fight against trafficking in human beings. In Greece, anti-trafficking measures are closely integrated with efforts to curb irregular migration and dismantle organised criminal networks involved in human trafficking. Hungary incorporated questions for the identification of victims of trafficking in human beings in their mandatory questionnaire for the asylum interview.

Six countries reported specific interconnections with **migrant smuggling and irregular migration policies** and strategies¹⁵⁴ and six countries reported interconnections between policies addressing the international dimension of trafficking in human beings and **border management policies**.¹⁵⁵ Slovenia has enhanced controls and surveillance along key migration routes to detect and prevent trafficking in human beings. Poland's Inter-ministerial Team for Counteracting Trafficking in Human Beings was established in 2023 and supports the interconnectivity

between policies combatting trafficking in human beings with other policy areas such as: regular and irregular migration, and refugees and border management. Since September 2023, it received a higher priority and reports directly to the Prime Minister of Poland. Serbia adopted its "Strategy on Integrated Border Management for the period 2022- 2027", which fights cross-border crime, including trafficking in human beings.

Interconnections with fundamental rights, gender equality and gender-based violence policies

Six EMN Member Countries, Georgia and Serbia reported links between policies addressing the international dimension of trafficking in human beings and **fundamental rights policies**.¹⁵⁶ For instance, a priority in Georgia's National Strategy for the Protection of Human Rights of Georgia for the years 2022-2030 is to fight against trafficking in human beings and protect the rights of (statutory) victims.¹⁵⁷ In Slovenia, national human rights policies emphasise the protection of the fundamental rights of trafficking victims, including access to justice, protection, and support services, to ensure that anti-trafficking measures respect and uphold the rights and dignity of victims, in accordance with international standards. Finland, Italy and Slovenia have highlighted some links with policies addressing the rights of children.

Seven EMN Member Countries and Serbia reported interconnections with **gender equality policies**.¹⁵⁸ For

¹⁵² EL, FI, LT, PL, SE.

¹⁵³ AT, CY, DE, EL, FI, FR, HU, IE, IT, LT, LV, PL, SE, SI, and GE, RS.

¹⁵⁴ AT, EL, FI, FR, LV, and GE.

¹⁵⁵ EL, HR, LV, PL, SI, and RS.

¹⁵⁶ AT, EL, ES, FI, FR, SI, and GE, RS.

¹⁵⁷ Georgian law differentiates between the status of "victim of trafficking" (granted to the person by a Permanent Group of the Inter-Agency Council on Combatting Trafficking in Persons within 48 hours based on a questionnaire by the mobile group of the Agency for State Care and Assistance of (Statutory) Victims of Human Trafficking) and "statutory victim of trafficking" (granted by law enforcement authorities in accordance with the Criminal Procedure Code of Georgia).

¹⁵⁸ AT, CY, EL, FI, IT, LT, SE, and RS.

instance, Serbia has adopted the Gender Equality Strategy 2021-2030, which aims to overcome the gender gap and achieve gender equality in order to reduce the vulnerability that can arise as a result of trafficking in human beings. Six countries also linked trafficking in human beings of third-country nationals with policies combatting **gender-based violence**¹⁵⁹ such as Italy's National Strategic Plan on Male Violence against Women 2021-2023 and Ireland's Third National Strategy on Domestic, Sexual and Gender-based Violence which highlight victims of trafficking as one group at higher risk of domestic, sexual and gender-based violence.

Interconnections with policies combating labour exploitation and organised crime

Eight countries highlighted the combat against **labour exploitation**¹⁶⁰ and five countries have mentioned tackling **organised crime**¹⁶¹ as policy areas linked with addressing the international dimension of trafficking in human beings. Finland's Strategy and Action Plan for tackling the grey economy and economic crime (2020-2023), as well as the Action plan against labour exploitation examine phenomena related to labour exploitation, trafficking in human beings, wage dumping and undeclared work.



3.3. NATIONAL MEASURES ADDRESSING THE INTERNATIONAL DIMENSION OF TRAFFICKING IN HUMAN BEINGS IN THIRD COUNTRIES

This section provides an overview of the measures implemented and/or funded by EMN Member and Observer Countries to address the international dimension of trafficking in human beings in third countries as well as in their own territories.¹⁶² It looks at what type of measures are implemented, which specific aspects of trafficking in human beings they address, who the main target groups and implementing partners are, as well as sources of funding and the duration of the measures. This section does not cover EMPACT activities and COPs which are covered in section 2 of this report.

Annexes I and II provide a detailed overview of the measures reported by EMN Member and Observer Countries.

3.3.1. Measures implemented in third countries

Thirteen EMN Member Countries¹⁶³ and Georgia reported having funded or implemented measures aimed at addressing trafficking in human beings towards EMN Member and Observer Countries, in third countries of origin and transit of (potential) victims. A total of 60 measures were put forward, including both specific anti-trafficking measures as well as broader initiatives that aim, for example, to address the root causes of irregular migration and trafficking in human beings.

Measures implemented in third countries covered all the priority areas identified by the EU Strategy on Combatting Trafficking in Human Beings 2021-2025 (see section 1). The largest share of the reported measures (31) seeks to reinforce law enforcement and judicial cooperation to break the criminal model of traffickers. A slightly lower number of measures has among their objectives the prevention, awareness raising and reduction of the demand that fosters trafficking in human beings (30) and/or enhance the identification, protection, assistance, support and empowerment of victims (29).

Among the measures aimed at **enhancing law enforcement and judicial cooperation**, the largest share of initiatives (25) seek to **reinforce the capacity of third-country law enforcement and judicial authorities**¹⁶⁴ including through the provision of training and technical assistance,¹⁶⁵ the reinforcement of existing infrastructure (e.g. the construction of courts, police stations, etc.)¹⁶⁶ or the purchase of equipment.¹⁶⁷ A number of measures in this area (13) also aim at **enhancing the exchange of information and cooperation** among competent law enforcement and judicial authorities at national, regional and/or international level.¹⁶⁸ This is done through the creation of regional platforms for the exchange of information, joint investigations or managing requests for cooperation among others.

Box 6: France - Anti-Money Laundering & Trafficking in Human Beings project

Implemented by CIVIPOL¹⁶⁹ in countries in the Horn of Africa (Somalia, Djibouti, Ethiopia and Eritrea), this project aims to hinder cross-border criminal networks profiting from irregular migration and trafficking in human beings by focusing on their financial resources. The project seeks, among other things, to raise awareness and strengthen the financial sector (banks and regulatory bodies) at national and regional level in the fight against money laundering and the financing of these networks.

Some of the activities implemented in the context of the project include the provision of technical assistance to law enforcement authorities, the organisation of regional workshops and meetings and the organisation of training the trainers sessions. The training of law enforcement agencies, financial institutions, Financial Intelligence Units (FIU) and judiciary authorities does not only aim to improve

¹⁵⁹ EL, IE, IT, LT, NL, PL, and RS.

¹⁶⁰ DE, ES, FI, FR, IE, IT, LT, PL, SE, SK.

¹⁶¹ CZ, EL, LT, LV, PL.

¹⁶² This section does not cover EMPACT activities and Common Operational Partnerships which are covered in Section 2.

¹⁶³ AT, BE, BG, DE, EE, EL, ES, FI, FR, IE, IT, LT, NL, and GE.

¹⁶⁴ AT, BE, DE, EE, ES, FI, FR, IE, IT, LT, NL.

¹⁶⁵ AT, BE, DE, EE, ES, FR, IE, IT, LT, NL.

¹⁶⁶ AT, DE, ES, FR, LT.

¹⁶⁷ ES, FR, IT, NL.

¹⁶⁸ DE, EE, ES, FI, FR, IT, NL, and GE.

¹⁶⁹ The technical cooperation operator of the French Ministry of the Interior.

their capacity throughout the different phases of investigations but also boost their cooperation.

The project has been implemented in three phases since 2018. The third phase of the project started in 2022 and will run for 24 months. The project has a budget of € 4.9 million from the EUTF.

Box 7: Italy – Enhancing Capacities to Better Manage Movements at Borders Along the Central Mediterranean Route

The Italian Ministry of Foreign Affairs and International Cooperation (Directorate General for Italian Citizens Abroad and Migration Policies) is funding a project implemented by IOM in Tunisia (between 2022 – 2025) that aims at enhancing Tunisian authorities' capacities in border and data management to improve movements at borders and rescue at sea operations. This will be done by enhancing Tunisian authorities' capacities to facilitate safe and orderly movement and rights-based border management. The project foresees support to address and reduce vulnerabilities in migration, therefore strengthening the transnational response to smuggling of migrants and preventing and combating trafficking in human beings. Some of the activities foreseen under this project include: the provision of technical assistance to the departments responsible for immigration and border management; training and peer exchanges; the development of standard operating procedures; the provision of an information system for border management; the provision of equipment and infrastructure suitable for border management and surveillance; the organisation of study visits in Italy and exchanging good practices with the Italian police, including on measures to assist migrants disembarked after rescue.

The initiative was allocated € 6.85 million.

When it comes to measures related to the **prevention, awareness raising and reduction of the demand that fosters trafficking in human beings**, most of these initiatives (11) aim to **provide information and raise awareness of the risks of trafficking in human beings**.¹⁷⁰ This is done for instance, through the organisation of social media campaigns, awareness raising events, distribution of flyers and brochures, production of documentaries or the establishment of hotlines and counselling services. Belgium, Finland and France provide this information through their diplomatic and consular missions among others. Several of the measures in this area (9) also seek to **reduce acute vulnerabilities of potential victims** (e.g. through the creation of livelihood opportunities, enhancing respect for human rights), **reinforce the capacity of vulnerable groups and/or improve resilience against the risks of trafficking in human beings**.¹⁷¹ Some measures (6) also intend to **reinforce existing protection structures** to prevent

trafficking in human beings through the provision of capacity building to key stakeholders (e.g. those involved in preventing trafficking in human beings, forced labour and exploitation, or protecting child victims) and the promotion of exchange of information and collaboration among relevant actors.

Box 8: Finland – Collective Action for Improving Migrants' Rights and Access to Justice (CLAIM)¹⁷²

The CLAIM project is funded by the Finnish Ministry of Foreign Affairs and Caritas Finland and is implemented between 2023–2026 in Bangladesh by Caritas Finland, the *Ovibashi Karmi Unnayan* Programme (OKUP) and the Catholic Agency for Overseas Development (CAFOD). It targets female migrant workers and their home communities, as well as national authorities and decision-makers in Bangladesh.

The project has three main objectives: 1) ensuring that women and girl migrant workers and their communities are equipped and empowered to uphold their rights and advocate against unsafe migration, trafficking in human beings, forced labour and exploitation; 2) mobilising migrant workers and duty bearers (e.g. law enforcement agencies, lawyers and judicial officials) with the knowledge and tools to access and secure justice; 3) supporting national and international policy makers to safeguard the rights of women and girl migrant workers and improve their access to justice mechanisms. Some of the activities foreseen under the project include: the training of communities on aspects of labour migration, the prevention of trafficking in human beings; rights before starting the migration journey; supporting returning migrant victims; training lawyers, judges and decision-makers on the rights of migrant workers.

The project will directly benefit 8 200 migrants (including 5 009 women/girls) and 20 043 of their family members, 240 lawyers/judges, 160 law enforcement officials, 175 Counter Trafficking Committee (CTC) members, 20 Bureau of Manpower, Employment and Training (BMET) arbitration cell officials, and eight journalists.

Box 9: The Netherlands – School anti-Trafficking Education and Advocacy Project Nigeria (STEAP)¹⁷³

The primary aim of the STEAP project funded by the Netherlands and implemented by ICMPD in Nigeria in cooperation with the National Agency for the Prohibition of Trafficking in Persons (NAPTIP), is to strengthen awareness, enhance stakeholder capacity, foster collaborations with CSOs, and help create a conducive environment for the prevention of trafficking in human beings amongst school age children in Nigeria (particularly in the Edo, Delta, Ogun, Enugu and Benue States). The project also aims to ensure the reintegration of returned victims of trafficking in

170 BE, BG, FI, FR, LT, NL.

171 BE, BG, FI, FR, NL.

172 Openaid (undated), 'Collective Action for Improving Migrants' Rights and Access to Justice (CLAIM)', <https://openaid.fi/en/project/FI-3-2023-2023230314>, accessed 24 October 2024.

173 ICMPD, 'STEAP: School Anti-Trafficking Education and Advocacy Project', <https://www.icmpd.org/our-work/projects/school-anti-trafficking-education-and-advocacy-project-steap>, accessed 24 October 2024.

human beings of school-age into the school system, while providing specialised psychosocial support to victims below 16 years of age. Older victims will be referred to the NAPTIP or other organisations for their specialised care.

The project was allocated USD 5.5 million.

Among the measures aiming at **identifying, protecting, assisting, supporting and empowering victims**, most initiatives (9) provide **direct support to victims**¹⁷⁴ through for example, the provision of shelter, transportation, food, medical care, orientation and vocational training, psychosocial support, or legal support to ensure access to justice. Several measures (7) aim at **strengthening social protection systems** in third countries to ensure the adequate protection of victims,¹⁷⁵ for instance, by providing capacity building to protection personnel (e.g. social workers, child protection services, etc)¹⁷⁶ or reinforcing NRMs.¹⁷⁷ Some measures (7) seek to **improve the identification of (potential) victims** more generally, primarily through the provision of capacity building to relevant actors.¹⁷⁸

Box 10: France – Support in the identification and care of victims of trafficking in human beings in Morocco

Between 2019 – 2024, France worked with practitioners and volunteers from six Moroccan associations and with the Moroccan national coordinator against trafficking in human beings to support the identification and protection of victims of trafficking in human beings in the country. The programme seeks to give autonomy in combatting trafficking in human beings related to labour exploitation to the six Moroccan partner associations, which cover the main five regions of origin of Moroccan nationals identified as victims in France, supported by the *Association Comité contre l'esclavage moderne* (CCEM). Some of the activities have included: the provision of training for the detection of victims; the organisation of workshops on legal counselling for victims; the

organisation of workshops for sharing experiences and good practices; the creation of a network of lawyers; and the drafting of a practical and methodological guide.

This programme was funded by the French Development Agency, *Fondation de France* and the EU (EUTF for Africa, North Africa window) and was implemented in cooperation with CCEM and the French Interministerial Mission for the Protection of Women against Violence and the Fight against Trafficking in Human Beings (MIPROF).

Box 11: Ireland – Advancing the Human Dimension of Security in Ukraine

Ireland participated in this project between March 2022 – June 2023 in cooperation with the Office for Democratic Institutions and Human Rights (ODIHR) with the objective of providing needs-based and timely support to Ukraine, in particular, Ukrainian CSOs, in the human dimension of security domain. Some of the activities undertaken under the project included: conducting training of trainers for CSOs and frontline responders on the topic of countering trafficking in human beings and NRM, with a particular focus on trafficking in children and women; and conducting rapid NRM assessments in the countries with a Ukrainian border focused on strengthening the anti-trafficking response systems to address the risk of trafficking for those fleeing the war in Ukraine.

As shown in Table 5, the main target groups of the reported measures vary from addressing victims of trafficking in human beings, frontline actors and community members directly, to focussing on national authorities, law enforcement and judicial authorities. Some of the initiatives adopted a more comprehensive approach targeting several groups at the same time (e.g. victims, CSOs and relevant national authorities) thus addressing several dimensions of trafficking in human beings under the same action.

Table 5. Overview of main target groups of measures addressing trafficking in human beings in third countries of origin and transit

Type of beneficiaries	EMN Member and Observer Countries	Number of measures
Victims and potential victims of trafficking in human beings	AT, BE, DE, EL, ES, FI, FR, IE, IT, NL	25
Particularly vulnerable groups (e.g. children, vulnerable migrants and refugees, youth)	AT, BE, DE, EL, ES, FI, FR, IE, NL	18
National/local authorities in third countries (e.g. Ministries, national agencies dealing with trafficking in human beings, national human rights institutions, policy makers, etc.)	AT, DE, ES, FI, FR, IT, NL, and GE	24
Law enforcement and judicial authorities	BE, DE, EE, ES, FR, IE, IT, LT	13
Frontline actors/actors engaging with (potential) victims	AT, BE, DE, ES, FR, IE, IT, NL	15
Members of the community who might influence decisions of potential victims (e.g. influencers, community leaders, family members, friends)	EL, FI, NL	5

¹⁷⁴ AT, DE, FI, FR, NL.

¹⁷⁵ AT, DE, FR, NL.

¹⁷⁶ 5 measures; AT, DE, FR.

¹⁷⁷ 2 measures; DE, IE.

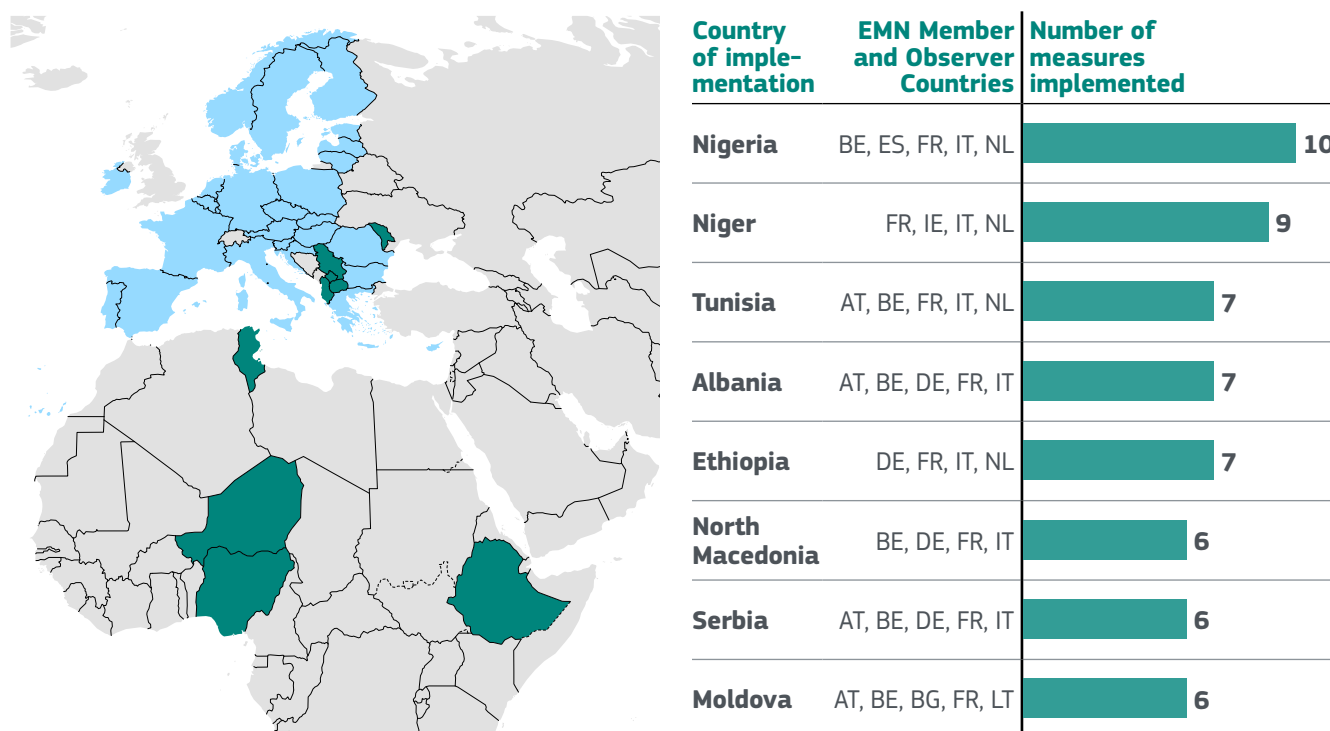
¹⁷⁸ DE, FR, IE, IT.

Victims and potential victims of trafficking in human beings are the **main target group** of the reported measures (25).¹⁷⁹ Several of the measures specifically target particularly vulnerable groups (17) such as vulnerable migrants and refugees,¹⁸⁰ children at risk of trafficking (e.g. out-of-school girls,¹⁸¹ children with disabilities,¹⁸² at risk youth,¹⁸³ returnees,¹⁸⁴ and survivors of gender-based violence.¹⁸⁵ In addition to the (potential) victims themselves, some measures (5) also target members of their community who could influence the decisions of potential victims (e.g. influencers, community leaders, family members, friends).¹⁸⁶ Frontline actors and actors engaging with (potential) victims are also the beneficiaries of a number of actions (15).¹⁸⁷ These actors primarily include local non-governmental organisations (NGOs) and CSOs¹⁸⁸ as well as other national actors like child protection professionals,¹⁸⁹ actors in charge of implementing NRMs,¹⁹⁰ and national training institutes.¹⁹¹ Finally, a significant

share of the measures (24)¹⁹² also target national and local authorities in third countries (e.g. ministries, national agencies dealing with trafficking in human beings, national human rights institutions, policy makers, etc.) and/or law enforcement and judicial authorities (13).¹⁹³

In terms of **geographical coverage**, the reported measures are implemented across the world, with the primary regions covered by these measures including the Sahel (14), the Horn of Africa (11), North Africa (10), Eastern Europe (8) and the Western Balkans (8). The top third countries where EMN Member Countries have implemented measures to address trafficking in human beings (in terms of number of measures implemented) include: Nigeria (10), Niger (9), Tunisia (7), Ethiopia (7), Albania (7), North Macedonia (6) Serbia (6) and Moldova (see Figure 3 and Annex III for full list of countries covered by measures implemented by EMN Member and Observer Countries).

Figure 3. Top third countries/regions of implementation of national measures addressing trafficking in human beings¹⁹⁴



The reported measures are **implemented in cooperation with a number of different partners** (e.g. NGOs, international organisations, national/local authorities,

authorities from EMN Member and Observer Countries) and in many cases, in partnership between two or more organisations.

¹⁷⁹ AT, BE, DE, EL, ES, FI, FR, IE, NL.

¹⁸⁰ 7 measures: AT, EL, FI, FR, NL.

¹⁸¹ 1 measure: FI.

¹⁸² 4 measures: AT, DE, FI.

¹⁸³ 3 measures: BE and FI.

¹⁸⁴ 2 measures: EL and NL.

¹⁸⁵ 1 measure: NL.

¹⁸⁶ EL, FI, IT, NL.

¹⁸⁷ AT, BE, DE, ES, FR, IE, NL.

¹⁸⁸ 13 measures: AT, DE, FR, IE, NL.

¹⁸⁹ 2 measures: AT.

¹⁹⁰ 1 measure: BE.

¹⁹¹ 1 measure: FR.

¹⁹² AT, DE, FI, FR, IT, NL, and GE.

¹⁹³ BE, DE, EE, FR, IE, IT, LT.

¹⁹⁴ Note that this table and Annex III present the main countries where national measures to address trafficking in human beings were implemented based on the number of measures implemented and not on the basis of the allocation of funding.

Figure 4. Overview of partners implementing national measures to address trafficking in human beings in third countries of origin and transit

Local NGOs (in third countries)	4
EU-based and international NGOs	9
Foundations / non-profit organisations	6
International organisations	18
National/local authorities from third countries	8
EMM Member Countries national authorities/ public bodies	17

As shown in Figure 4, the largest share of measures is implemented by international organisations (18) and/or public bodies from EMN Member and Observer Countries (e.g. competent ministries, law enforcement authorities, migration and asylum authorities, development cooperation agencies, etc.) (17). Among the international organisations who acted as implementing partners, IOM was the one that has implemented the largest share of measures (9) followed by UNODC (7). Other international organisations implementing measures to address trafficking in human beings in third countries include the United Nations High Commissioner for Refugees (UNHCR), ILO, OSCE, and ICMPD. A number of measures are also implemented by EU-based or international NGOs (9).¹⁹⁵ National and local authorities in third countries are also involved in the implementation of some of the measures (8). These authorities most commonly include national human rights and anti-trafficking commissions, law enforcement authorities, immigration services, health services and authorities from competent ministries (e.g. Ministry of Finance and Development, Ministry of Foreign Affairs, Ministry of Labour and Social Policy). Local NGOs have participated in the implementation of a few actions (4).

As for the **duration of the measures**, the largest share of measures implemented in third countries have a duration of two to four years (26), while just less than one third of the measures have been implemented for a period shorter than two years (18) and less than 20% of the measures last more than four years (11).

National funds from EMN Member Countries were the **most common source of funding** used to finance the reported measures,¹⁹⁶ in some cases, in combination with EU funding¹⁹⁷ or funding from NGOs.¹⁹⁸ Funding from the Ministry of Foreign Affairs, development cooperation funding, humanitarian funding, or security and defence funding are the most common sources of national funding

reported to finance measures addressing trafficking in human beings in third countries.

3.3.2. Measures implemented in EMN Member and Observer Countries

Nineteen EMN Member Countries, Georgia and Serbia have implemented measures specifically addressing trafficking in human beings of third-country nationals in their territories.¹⁹⁹ Three EMN Member Countries do not have in place any measures specifically targeting third-country nationals.²⁰⁰ In those countries, the situation of this group is only addressed under broader measures that do not differentiate between the nationality of the victims.

A total of 50 measures²⁰¹ were reported by EMN Member Countries, Georgia and Serbia. Most of the measures (41) are related to identifying, protecting, assisting, supporting and empowering victims.²⁰² A considerably lower number of measures relate to prevention, awareness raising and reduction of the demand that fosters trafficking in human beings (26)²⁰³ and/or to law enforcement and judicial co-operation to break the criminal model of traffickers (19).²⁰⁴

Among the measures seeking to **identify, protect and assist victims**, most initiatives (15) seek to **provide information, training and capacity building to enhance the capacity of relevant actors to identify trafficking victims** (e.g. to law enforcement authorities, social services, NGOs, inspector services).²⁰⁵ Other measures (8) have among their objectives the provision of **capacity building to actors providing assistance to victims to ensure they have adequate training and skills to assist victims and ensure their adequate protection** (e.g. counsellors, social workers, medical personnel, decision makers, migration and asylum authorities).²⁰⁶ Some measures also aim at **reinforcing existing**

¹⁹⁵ For example, Caritas, World Vision, *Terre des hommes*, Every Child Protected Against Trafficking International, Interpedia, Center for International Legal Cooperation, *Planète Enfants & Développement*, etc.

¹⁹⁶ 24 measures reported having used national funds alone or in combination with other sources of funding (e.g. EU, NGO); AT, BG, DE, FI, FR, IE, IT.

¹⁹⁷ DE, EE, EL, FR, IT, LT.

¹⁹⁸ FI, FR.

¹⁹⁹ AT, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, IT, LU, LV, NL, SE, SI, SK, and GE, RS.

²⁰⁰ BE, LT, PL.

²⁰¹ Some of which were recurrent and/or included several measures.

²⁰² AT, BG, CY, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LU, LV, NL, SE, SI, SK, and GE, RS.

²⁰³ AT, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, LU, NL, SE, SK, and GE, RS.

²⁰⁴ BG, EE, EL, ES, FI, FR, HU, IE, LV, NL, SE, SK, and GE, RS.

²⁰⁵ AT, BG, CY, DE, EL, ES, FR, HU, IT, LU, LV, NL, SE, SK, and GE.

²⁰⁶ AT, CY, EL, ES, FR, IT, and GE, RS.

protection structures (6),²⁰⁷ and/or providing **direct assistance and protection to third-country national victims** (8)²⁰⁸ contributing to enhancing their opportunities to rebuild their lives (e.g. through the provision of integration support, access to accommodation, psychosocial support, mental health services, legal advice). Eight EMN Member Countries also reported having implemented specific programmes for the provision of **support to the voluntary return and reintegration** of third-country national victims of trafficking in human beings (9).²⁰⁹ Five measures also seek to **reinforce collaboration and coordination** among the relevant national authorities for the (early) identification of victims and the provision of support.²¹⁰

Box 12: Latvia – NET-Works Project to ensure the long-term integration of third-country national survivors of trafficking in human beings²¹¹

Under the lead of the Italian NGO “Comunità Papa Giovanni XXIII”, this project focuses on the long-term integration of third-country national survivors of trafficking in human beings. It seeks to develop a holistic and sustainable integration pathway to guarantee work-life balance and economic independence for girls and women who have been trafficked for sexual exploitation. The main objectives of the project include: Supporting the economic and social integration of at least 40 people in five EU countries; Establishing an international network of organisations committed to the integration and empowerment of third-country nationals who are victims of trafficking in human beings; promoting job matching and work-life balance measures; disseminating best practices and promoting capacity building between EU countries; empowering host communities and relevant stakeholders for the effective integration of victims of trafficking in human beings to find sustainable solutions for victims at local, national and European level to prevent re-trafficking.

The project adopts an intercultural approach respecting individual differences as well as a gender-sensitive approach to ensure adequate consideration of gender perspectives.

The project is funded through AMIF and implemented by NGOs from Italy, Spain, Lithuania, Sweden, Germany and Latvia. In Latvia, the project was coordinated and implemented by the “Shelter “Safe House”” society. The implementation period is from February 2022 to December 2024.

Box 13: Slovenia – Project on the continued protection and (re)integration of victims of trafficking of human beings

National NGOs are selected through public calls in this project to prevent the re-victimisation of victims of trafficking in human beings. Some of the activities include: the provision of a 30-day period of crisis accommodation for recovery, and longer-term assistance as part of the Safe Accommodation part of the project; ensuring the integration of victims of trafficking in human beings in the educational system, the labour market, the acquisition and improvement of vocational skills and qualifications, and, in the case of children, ensuring appropriate care or placement with a family or in an appropriate care institution. There are also activities for the voluntary return of victims to their countries of origin for the purpose of reuniting the victim with their family and to

The project started in 2019. The current phase started in 2024 and will go on until 2027. The project is funded through the State budget and ISF.

When it comes to **prevention, awareness raising and demand reduction** actions, most initiatives adopted under this priority include the organisation of **awareness raising campaigns on the risks of trafficking** as a mean to prevent trafficking in human beings of third-country nationals (e.g. through specific training, social media campaigns, distribution of information through brochures or websites in several languages) (17).²¹² The awareness raising campaigns target potential victims – for the distribution of information on their rights, existing risks of trafficking, indicators of trafficking, etc. – as well as actors that may come into contact with victims and law enforcement authorities. A couple of measures also seek to **enhance the resilience of at-risk groups** as a way to prevent trafficking in human beings.²¹³

Measures related to **law enforcement and judicial cooperation** primarily aim at **enhancing law enforcement capacity to detect and combat criminal networks** involved in trafficking in human beings (e.g. through the development of new investigative tools or reinforcing existing law enforcement procedures and capacities) (8),²¹⁴ with a few measures seeking to **reinforce cooperation** between law enforcement and other relevant actors to combat this crime.²¹⁵

207 DE, LV, and RS.

208 CY, DE, ES, FR, LV, SI, SK, and RS.

209 AT, ES, FI, FR, IE, LV, SE, SI, SK, and GE.

210 CY, EL, LV, and GE, RS.

211 The Net-Works project, [Net-Works project website | About page](#), accessed 24 October 2024.

212 AT, BG, CY, CZ, DE, EE, EL, ES, FI, FR, LU, SE, SK, and GE.

213 LV and RS.

214 DE, EE, EL, HU, IE, NL and GE, RS.

215 DE, EE, IE, LV, NL, and GE, RS.

Box 14: Greece – Promoting the integration of the refugee population into the labour market

Implemented by IOM, this programme aims to support beneficiaries of international protection (through profile mapping, language, intercultural and professional training, job counselling, internship, awareness campaigns etc.) in eight specific sectors: the agricultural sector, construction sector, tourism sector, women's employment, care and assistance of vulnerable groups, prevention and fight against trafficking in human beings, protection of the environment and civil protection.

Activities include: the organisation of awareness raising campaigns on the risk of trafficking in human beings; the preparation of a specific terminology glossary for trafficking in human beings, translated into selected languages of beneficiaries, developed and approved by the Ministry of Migration and Asylum; a vocational training programme for beneficiary of international protection victims of trafficking in human beings.

The programme started in August 2022 and will end in December 2025. It is funded through the Recovery and Resilience Facility (RRF).

The main beneficiaries of reported measures are third-country national (potential) victims of trafficking in human beings (24)²¹⁶ followed by law enforcement and border authorities (11)²¹⁷ and CSOs working with trafficking victims or in the prevention of trafficking of human beings (7).²¹⁸ In several EMN Member Countries, measures specifically target particularly vulnerable groups like children²¹⁹ and women.²²⁰ Other target groups include migration and asylum authorities, social workers, medical personnel and national commissions on trafficking in human beings, the Ombudsman Office, employees of the Ministry of Interior and the general public.

Most of the measures reported (28) target third-country nationals in general (e.g. refugees, asylum seekers, migrants in transit, seasonal workers, etc.) rather than specific third-country nationalities. Following Russia's war of aggression on Ukraine, a number of EMN Member Countries started to implement specific measures to address the risk of trafficking in human beings among Ukrainian nationals.²²¹ Box 15 provides some examples of the types of measures adopted in this context. Other nationalities specifically targeted by reported measures included Nigerians,²²² Thai nationals,²²³ Vietnamese nationals,²²⁴ and nationals from countries in south-eastern Europe²²⁵ and in West Africa.²²⁶

Box 15: National measures specifically targeting Ukrainian (potential) victims of trafficking in human beings

Eleven of the reported measures specifically addressed trafficking in human beings of Ukrainians.²²⁷ These included efforts to:

Prevent trafficking in human beings of Ukrainian nationals through e.g. awareness raising and information campaigns or the reinforcement of existing cooperation structures. Luxembourg and Estonia for example organised a number of awareness-raising activities and issued concrete warnings on the risks of Ukrainians becoming victims trafficking in human beings or exploitation. In Sweden, the Gender Equality Agency also provided professionals and Ukrainian beneficiaries of temporary protection with information on the risks of trafficking in human beings.

Reinforce the fight against criminal networks involved in the trafficking of these groups. As an example, in the context of the project "Hackathon", Hungary reinforced police efforts to detect criminal networks attempting to recruit Ukrainian nationals for sexual and labour exploitation via websites, social media platforms and the DarkWeb.

Reinforce the identification and protection of Ukrainian victims of trafficking in human beings. Germany for instance, undertook a mapping of the status quo of support structures and identified existing challenges and needs in close cooperation with specialised counselling centres to strengthen the protection of Ukrainian victims. Hungary delivered training to police officers in cooperation with UNICEF to enhance their capacity to identify victims of trafficking in human beings.

The Slovak Republic adopted a Contingence Plan of the Slovak Republic for period October 2022 – March 2023 with the purpose to deal with the emergency situation in connection of mass influx of Ukrainian residents to the territory of the Slovak Republic caused by the armed conflict in Ukraine. One of its priorities was to pay attention and provide protection to individuals with specific needs, especially unaccompanied children, individuals with disabilities and women victims of trafficking in human beings and/or sexual and gender-based violence.

Most of the national measures specifically targeting third-country nationals in EMN Member and Observer Countries **are implemented by international organisations** (17) (primarily IOM)²²⁸ and/or NGOs and CSOs (12). Some of the measures are also implemented by law enforcement and judicial authorities (6) and/or migration, asylum and reception authorities (3) (see Figure 5). Other

216 AT, CY, CZ, DE, ES, FI, FR, IE, LU, LV, NL, SE, SI, SK, and GE, RS.

217 AT, CY, DE, EE, EL, HU, IT, NL, SE, and GE, RS.

218 AT, CY, DE, EL, ES, FR, SE, and GE, RS.

219 EL, HU, IE, LV, SE.

220 EL, LV.

221 BG, CZ, DE, EE, HU, LU, SE, SK.

222 1 measure: FR.

223 1 measure: SE.

224 1 measure: DE, NL.

225 3 measures: EE, EL, FR.

226 1 measure: DE.

227 CZ, DE, EE, HU, LU, SE, SK.

228 11 measures were implemented by IOM.

implementing partners include victim protection services, anti-trafficking offices/agencies, gender equality authorities, labour authorities (e.g. Ministry of Labour,

labour inspectorates, national employment agencies), and research and training institutions.

Figure 5. Overview of the main types of partners implementing national measures to address trafficking in human beings in EMN Member and Observer countries

International organisations	17
NGOs/CSOs	12
Law enforcement and judicial authorities	6
Migration, asylum and reception authorities	3

The duration of the national measures greatly varies. In some cases, the measures are included in standard protocols or guidelines and therefore implemented as part of the daily activities of law enforcement authorities, social services, or migration and asylum authorities. In some other cases – like measures targeting Ukrainian nationals – the initiatives were adopted ad-hoc to respond to an increase in the number of victims from certain third-countries or along certain routes and lasted a few months. Some measures are also implemented during specific times of the year when risks of trafficking in human beings increase e.g. berry picking season. Other measures are part of multi-year projects that, in most cases, last between two and four years.

EMN Member and Observer Countries use a **combination of national and EU funds to finance the measures** addressing the international dimension of trafficking in human beings in their territories. EU funding, particularly from AMIF and ISF, are the most common sources of funding.²²⁹ A number of measures are also funded through the national budget (e.g. Ministry of Interior, Ministry of Family and Social Affairs, Ministry of Employment and Economic Affairs, Ministry of Exterior, migration, asylum and integration agencies, departments of justice, etc.)²³⁰ and a few use funds from international organisations (e.g. UNHCR, OSCE, ICMPD, IOM, UNICEF).²³¹ In Georgia and Serbia, some of the measures are funded with EU funding (e.g. DG NEAR) as well as with individual contributions from EU Member States.



3.4. COOPERATION WITH THIRD COUNTRIES AND INTERNATIONAL PARTNERS

Cooperation with third countries and international partners is a crucial aspect of combatting trafficking in human beings from a transnational perspective. This section provides an overview of existing cooperation arrangements between EMN Member and Observer Countries and third countries of origin and transit of (potential) victims as well as with international organisations to address trafficking in human beings.

3.4.1. Cooperation with third countries

Nine EMN Member Countries, Serbia and Georgia have engaged in different types of structured cooperation with third countries to address the international dimension of trafficking in human beings (e.g. bilateral agreements, Memorandums of Understanding (MoUs), Protocols etc.).²³² Other countries reported cooperating with third countries only at operational level on an ad-hoc basis.²³³

Seven EMN Member Countries, Georgia and Serbia have signed **bilateral agreements** with third countries.²³⁴ Austria and India for example, have signed an agreement with the explicit goal of “preventing and combatting irregular migration, the smuggling of migrants and human trafficking, and their consequences”.²³⁵ Bulgaria has signed bilateral agreements with Georgia, Moldova and Armenia on the regulation of labour migration. The Greek National Action Plan 2018–2023 emphasises the importance of concluding bilateral agreements with countries of origin of victims of trafficking in human beings. Greece has also signed a bilateral agreement on the protection and assistance of child victims of trafficking in human beings with Albania which was transposed into national law in 2008. Since 2021, Sweden has concluded additional bilateral agreements with third countries²³⁶ on law enforcement cooperation to combat serious crimes, including trafficking

²²⁹ 19 measures.

²³⁰ 14 measures.

²³¹ 9 measures.

²³² AT, BG, DE, EL, FR, HU, LT, NL, PL, and GE, RS.

²³³ FI, FR, LU, SK, and GE.

²³⁴ AT, BG, EL, ES, LT, NL, PL, SE, and GE, RS.

²³⁵ The signed agreement between the Austrian Federal Government and the Government of the Republic of India on a Comprehensive Migration and Mobility Partnership, FLG. III No. 127/2023.

²³⁶ Brazil, Colombia and Tunisia.

in human beings. Serbia has a bilateral agreement with the Republic of North Macedonia to specifically combat trafficking in human beings. Lithuania has signed several bilateral agreements with third countries²³⁷ to facilitate international collaboration to address trafficking in human beings, particularly in areas of legal assistance, extradition, and judicial cooperation in criminal cases. Similarly, the Polish Police and Border Guard have signed bilateral agreements with the Government of Georgia, the Republic of Azerbaijan, the Republic of Macedonia, the Republic of Serbia and the Republic of Turkey in the field of combating organised crime, in which crimes of trafficking in human beings have been listed exhaustively. The Netherlands and Egypt signed in 2021 a declaration of intent of bilateral cooperation on migration which includes a paragraph on “combatting migrant smuggling and the trafficking in human beings and enhancing border management”.

Hungary, Georgia and Serbia have signed **MoUs** with third countries to combat trafficking in human beings. For example, as of 2023, Georgia has concluded both bilateral agreements and MoUs with 35 countries.²³⁸ Hungary concluded a MoU with financial authorities (FIUs) in eight third countries.²³⁹ Serbia signed a MoU on combatting trafficking in human beings with the United Arab Emirates in 2022. Slovenia signed a **protocol on cooperation** in combatting trafficking in human beings and the abuse of children with the Republic of North Macedonia in 2021 and with the Republic of Montenegro in 2022, as they were identified countries of origin of victims of trafficking in human beings.

Four countries²⁴⁰ reported that they cooperate with third countries of origin and transit of victims primarily on an ad-hoc basis e.g. through the posting of liaison officers or exchange of information. For instance, Finland and Sweden have cooperated with Thai authorities to combat specific cases of exploitation of seasonal workers in the berry picking sector. The objective is to reduce the number of exploited Thai seasonal workers during the berry-picking season and to improve the conditions in the berry picking industry. Similarly, France has set up numerous bilateral and multilateral cooperation projects with third countries of origin and transit in geographical areas particularly affected by trafficking in human beings. The Netherlands supports programmes aimed at improving the capacity of key African countries of origin and transit to detect, prosecute and convict criminal networks involved in trafficking and smuggling of human beings. Austria has also engaged in mutual postings of police officers with third countries for the purpose of carrying out targeted joint operations.

Several countries highlighted their engagement **in direct consultations with third countries through EM-PACT**.²⁴¹ France for example, relaunched its partnership with China, with a platform meeting organised under Dutch leadership in Dalian in November 2023 through EMPACT. The Netherlands has been an Action Leader for several Operational Actions in EMPACT. France and The Netherlands have also engaged with **EL PaCCTO** (the Europe Latin America Assistance Programme against Transnational Organised Crime) seeking to contribute to security and justice in Latin America, in a global way, through its work in three components: police, justice and penitentiary.

3.4.2. Cooperation with international organisations

The form of cooperation with international organisations greatly varies across countries²⁴² with some engaging in more structured cooperation²⁴³ and others primarily cooperating with international organisations on an ad-hoc basis through the implementation/funding of projects or participation in joint initiatives.²⁴⁴ The international organisations with whom EMN Member and Observer Countries most commonly cooperate to address trafficking in human beings include UNODC,²⁴⁵ OSCE,²⁴⁶ ICMPD,²⁴⁷ and IOM.²⁴⁸ Other countries²⁴⁹ have established cooperation to combat trafficking in human beings in the context of intergovernmental organisations (e.g. the Council of the Baltic Sea States (CBSS), the Nordic Council of Ministers).

Structural forms of cooperation with international organisations included signing MoUs, as reported by Georgia, Greece and Hungary, with international organisations to address trafficking in human beings. Hungary for instance, signed a MoU with UNICEF (United Nations Children’s Fund Refugee Response in Hungary) in November 2023 to respond to the needs of children and families in need of temporary protection from Ukraine, including anti-trafficking measures. In Italy, the Italian National Labour Inspectorate and IOM cooperate within a Framework Protocol of Collaboration to raise awareness and prevent trafficking in human beings among migrant workers. In 2020, the Greek Ministry of Foreign Affairs (MFA) developed a joint action plan with IOM to address trafficking in human beings. France implemented a dedicated strategy to combat trafficking in human beings in south-eastern Europe with UNODC, through the appointment of a dedicated magistrate in charge of the mission at the UNODC permanent representation in Vienna and by setting specific annual priorities.

237 Kazakhstan, Armenia, Azerbaijan, Belarus, Moldova, Ukraine, and Uzbekistan.

238 Out of these 35 countries, Georgia signed MoUs with four countries on cooperation in crime and law enforcement related to combatting trafficking in human beings. These countries are Armenia, Austria, Azerbaijan, Belarus, Bulgaria, Czech Republic, China, Egypt, Estonia, Fiji, France, Germany, Greece, Hungary, Israel, Italy, Kazakhstan, Kyrgyzstan, Latvia, Lithuania, Malta, Moldova, Poland, Qatar, Romania, Slovakia, Spain, Sweden, Turkey, Ukraine, United Kingdom, USA, Uzbekistan, United Arab Emirates. For more information visit: <https://police.ge/en/ministry/structure-and-offices/international-relations-department/international-legal-cooperation/saertashoriso-khelshekrulebebi>, accessed 18 December 2024

239 These countries are Kazakhstan, Taiwan, Israel, Georgia, Kosovo, North Macedonia, Panama and Serbia.

240 FI, FR, NL, and GE.

241 AT, DE, ES, FI, FR, HU, LT, LV, NL, PL, SE, SI.

242 Structural cooperation in this section is referred to the signing of formal agreements, such as MoUs, collaboration protocols or bilateral/multilateral agreements, while project-based cooperation refers to more informal or ad-hoc cooperation with international organisations.

243 CZ, EL, FR, HU, IT, and GE.

244 AT, BE, BG, DE, EE, EL, FI, FR, HU, IE, IT, LT, NL, PL, SI, SK, and GE.

245 AT, DE, EE, ES, FI, FR, HR, HU, IE, IT, LT, LV, NL, SE, SI, SK.

246 AT, BG, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, NL, PL, SE, SI, SK, and GE.

247 EL, IE, NL, SI, SK, and GE.

248 AT, BG, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LV, NL, SE, SK, and GE.

249 DE, EE, FI, LT, LV, SE.

Many EMN Member and Observer Countries engaged with international organisations in a **less structured way, mostly through projects, joint activities, participation in networks and working groups or the provision of specific support**.²⁵⁰ Austria for example, cooperated with UNODC through its participation in a series of workshops in the Western Balkans relating to international cooperation in the fight against trafficking in human beings. Similarly, France developed a strategy with UNODC in South-Eastern Europe which prioritises, among other things, addressing the vulnerabilities of victims of trafficking in human beings, particularly as a result of sexual exploitation. In France, the Interministerial Mission for the Protection of Women against Violence and the Fight against Trafficking in Human Beings (MIPROF) has continued its collaboration with UNHCR to develop strategies for disseminating tools to provide better information and prevent the risks of trafficking in human beings among displaced persons from Ukraine. Germany has given particular support to OSCE's efforts to protect children from trafficking in human beings in connection with the Russian war of aggression against Ukraine. Three countries²⁵¹ reported having a voluntary return partnership with the IOM for victims of trafficking. Ireland and Italy have also implemented various awareness-raising and prevention activities with IOM.

Several countries cooperated with international organisations in the context of different regional/international **working groups**.²⁵² This is the case for instance of the Benelux Working Group on Trafficking in Human Beings, a network made up of representatives from Benelux countries,²⁵³ which facilitates the exchange of experiences and best practices in combatting trafficking in human beings in the region. Belgium's International Judicial Cooperation Department of the Federal Public Service (FPS) Foreign Affairs has participated in the "End Child Prostitution and Trafficking (ECPAT) International" working group, which focuses on combatting child sexual exploitation. Cooperation with international organisations also happened through EMN Member and Observer Countries' participation in **international networks**.²⁵⁴ Serbia for instance, participated in the Network of Coordinators for Combatting Human Trafficking in Southeast Europe (the "Brdo Process"),²⁵⁵ as well as in the Regional Initiative for Migration, Asylum and Refugees (MARRI).²⁵⁶ Sweden reported on their involvement in the Nordic-Baltic network regarding work-related crime, while Finland reported on their inclusion in the Nordic Network against Trafficking in Minors.

Six countries reported cooperation in the context of **inter-governmental organisations**,²⁵⁷ primarily the Council of the Baltic Sea States and the Nordic Council of Ministers Cooperation (see Box 16).

Box 16: Cooperation in the context of intergovernmental organisations

The following initiatives are examples of cooperation in the context of intergovernmental organisations:

The CBSS Task Force against Trafficking in Human Beings (TF-THB) has provided an opportunity to issue guidelines, share experiences and information on trafficking in human beings among countries in the region.²⁵⁸ The CBSS focuses on improving the know-how and cooperation of countries in the Baltic Sea region in preventing violence and trafficking in human beings targeted at children and helping victims. The three long-term priorities of the CBSS are: i) A safe and secure region, ii) A sustainable and prosperous region and iii) Regional identity. A key guiding document in this cooperation has been the CBSS's Task Force's Strategic Plan from 2020 to 2025.

As the Baltic Sea region is a destination and transit area for trafficking in human beings, the prevention of trafficking in human beings has been identified as one of the Council's operational objectives under of its "Safe and secure region" priority. The CBSS carries out expert-level cooperation in combatting trafficking in human beings.

The Nordic Council of Ministers has established a central coordination network for the Nordic national anti-trafficking coordinators

In 2022, the Network set up the Nordic anti-trafficking working group for national anti-trafficking coordinators. The main tasks of the working group involve sharing good practices and experiences of anti-trafficking work, planning cross-border cooperation against trafficking in human beings and supporting stakeholders in the Nordic countries.

250 AT, BE, BG, DE, EE, EL, FI, FR, HU, IE, IT, LT, NL, PL, SI, SK, and GE.

251 IE, SE, and GE.

252 AT, BE, DE, ES, FI, FR, IE, LT, SE, SI.

253 BE, NL, LU.

254 EE, FI, HR, SE, and RS.

255 The network gathers coordinators for combating trafficking in human beings from Bulgaria, Serbia, Bosnia and Herzegovina, Montenegro, Croatia, Albania, North Macedonia, Moldova, Romania and Slovenia.

256 The network gathers coordinators for combating trafficking in human beings from Albania, Bosnia and Herzegovina, Montenegro, North Macedonia, Kosovo and Serbia.

257 DE, EE, FI, LT, LV, SE.

258 CBSS members include Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland and Sweden.

4. CHALLENGES AND GOOD PRACTICES

This section provides some examples of challenges (see section 4.1) and good practices (see section 4.2) identified

by EMN Member and Observer Countries when addressing the international dimension of trafficking in human beings.



4.1. CHALLENGES

This section presents the main challenges faced by EMN Member and Observer Countries in addressing the international dimension of trafficking in human beings under each of the priorities identified by the EU Strategy i.e. prevention and demand reduction; law enforcement and judicial response; identification, protection and support to victims; and international partnerships.

4.1.1. Preventing and reducing the demand that fosters trafficking in human beings

Challenges in third countries of origin and transit of victims

Nine EMN Member Countries identified challenges in **preventing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of (potential) victims**.²⁵⁹ Over half of these mentioned **low trust levels and/or cultural differences with third countries** as a challenge.²⁶⁰ Austria commented on the low trust existing between national actors and some NGOs in third countries, which affects cooperation in combating trafficking in human beings. Latvia and Slovenia highlighted that cultural differences could also hinder the implementation of anti-trafficking actions in third countries.

Another challenge mentioned by Austria and Belgium relates to **cross-border cooperation** for the prevention of trafficking in human beings. While Austria mentioned that challenges can arise due to diverging interests of parties, Belgium and Latvia considered that anti-trafficking efforts in third countries were hampered due to a lack of cooperation from partners, either in the public administration or NGO sector.

Slovenia mentioned that two of the main challenges in preventing trafficking in human beings in third countries were related to **awareness raising**. In some cases, this is due to limited access to vulnerable groups, such

as migrants or people living in remote or marginalised communities, which restricts the effectiveness of awareness raising campaigns. These difficulties are further compounded by language barriers, which can hinder communication and the delivery of effective messaging, making it harder to inform potential victims about the risks of trafficking and their rights. A lack of financial and human resources also reduces the scope and impact of awareness raising initiatives in third countries.

Challenges in EMN Member and Observer Countries

Eighteen EMN Member and Observer Countries identified challenges in relation to policies and measures **aimed at preventing and reducing the demand for trafficking in human beings of third-country nationals within their country**.²⁶¹

Box 17: Challenges related to the Covid-19 pandemic

The COVID-19 pandemic presented various challenges for different countries in preventing and addressing the international dimension of trafficking in human beings.²⁶² The pandemic changed the scope and complexity of trafficking in human beings which led to additional (and potential) challenges. In many countries the pandemic led to new forms of exploitation, many of which happen online.

The main challenges related to the Covid-19 pandemic as reported by EMN Member Countries can be divided in several overarching pillars and include:

Increased risk and vulnerability of victims:

Several countries²⁶³ reported an increased risk of trafficking and heightened vulnerability of victims due to the pandemic. This was often due to economic and social factors exacerbated by the pandemic.

Shift to online exploitation:

²⁵⁹ AT, BE, DE, ES, FR, LV, PL, SE, SI.

²⁶⁰ AT, FR, LV, PL, SI.

²⁶¹ AT, BG, CZ, DE, EE, EL, ES, FR, IT, LT, LU, LV, PL, SE, SI, SK, and GE, RS.

²⁶² AT, BE, BG, ES, FR, IT, LT, LU, SE, SI.

²⁶³ AT, IT, LT, SE, SI.

Several countries²⁶⁴ noted that traffickers adapted to the pandemic by moving their activities online. This shift made it easier for traffickers to exploit vulnerabilities and harder for authorities to monitor and respond to trafficking activities. Austria in particular, mentioned the emergence of a new and challenging variant of child trafficking, which is based on computer-assisted sexual exploitation. This form of exploitation does not require the physical relocation of the victim, rendering traditional preventative mechanisms ineffective. For instance, monitoring airports for unaccompanied children from third countries is impractical, as the exploitation occurs in the child's country of origin.

Challenges in training and field activities:

Italy, the Slovak Republic and Slovenia faced challenges in conducting training programmes and detection/identification/referral activities due to lockdown measures and travel restrictions. This hampered their ability to carry out direct interventions and training.

Difficulties in identifying and supporting victims:

Bulgaria, Slovenia, and Sweden highlighted difficulties in identifying and supporting victims due to restrictions on movement, lack of resources, and the shift to online interactions. This made it harder to establish trust and provide effective support.

Economic impact:

Slovenia and Sweden noted the economic impact of the pandemic, increasing the vulnerability of certain population groups and making them more susceptible to trafficking.

Four EMN Member Countries mentioned challenges in **raising awareness among employers in at risk sectors**.²⁶⁵ Estonia and Latvia noted that employers were sometimes not interested in prevention activities and informing foreign workers, who are not familiar with the language or legislation. Similarly, in France, there is a lack of awareness among companies to include the fight against trafficking in their Corporate Social Responsibility policy and in monitoring their value chain.

Lithuania, Slovenia and Sweden reported a challenge **with raising awareness amongst (potential) victims of trafficking in human beings for the purpose of sexual exploitation**. In Lithuania, raising awareness is hindered due to the criminalisation of sex work, while in Sweden a literature review of research on methods and approaches to prevent trafficking for sexual exploitation found that few awareness raising campaigns in the field are knowledge based, evaluated or built known risk factors, which is needed in order for prevention efforts to have an effect. Slovenia mentioned that lack of data (particularly regarding labour trafficking and newer forms of exploitation) hinders the design of awareness raising campaigns.

4.1.2. Law enforcement and judicial response with a view to breaking the criminal model of traffickers

Challenges in third countries of origin and transit of victims

Twelve countries identified challenges in relation to **policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims**.²⁶⁶

One of the main challenges identified in cooperating with third countries relates to **differences in legislation and legal frameworks** (e.g. different legal definitions, different procedural rules, differences in criminal offences, etc.).²⁶⁷ Austria, Finland and the Netherlands, reported challenges related to **differences in legal frameworks**. Finland attributed the difficulties to differences in legislation with third countries, such as forced marriages in Iraq. These differences limit the possibilities for joint action and pose practical problems. Belgium reported a lack of a common legal definition/understanding of trafficking in human beings and ways to measure it which makes the comparison of data difficult between relevant judicial and law enforcement actors. Austria reported that cooperation with third countries is sometimes hampered by differences in the definition of exploitation.

Another challenge reported by many countries relates to **cooperation and communication with law enforcement and judicial authorities in third countries**.²⁶⁸ Finland noted that international exchanges of information or requests for official assistance (including Interpol cooperation) entail challenges and are affected by the operating methods and operational efficiency of third countries. Poland noted that the coordination of information and its exchange can be challenging in countries without centralised structures. Estonian authorities found that sharing and sending investigation related information with third countries is challenging, due to lack of centralised structures.

Germany highlighted the **lack of human resources** such as an insufficient number of specialised prosecutors and judges to combat trafficking in human beings and high staff turnover in cooperating agencies in third countries as presenting challenges.

Challenges in EMN Member and Observer Countries

Fourteen EMN Member Countries have also identified **challenges in enhancing the law enforcement and judicial response to trafficking in human beings within their own countries**.²⁶⁹

Legal restrictions on the use of personal data were identified as challenging.²⁷⁰ Austria and Italy for instance, reported that data protection regulations can hinder effective cooperation with third countries.

264 AT, BE, HR, IT, LT, LU, SI, and GE.

265 EE, FR, LT, LV.

266 AT, BE, DE, EE, ES, FI, FR, IT, LV, NL, PL, SE.

267 AT, CZ, FI, NL, PL.

268 BE, DE, EE, ES, FI, FR, IT, PL.

269 AT, BE, BG, DE, EE, EL, ES, FI, FR, IT, LT, LU, LV, NL, SI.

270 AT, BG, EE, FI, IT, LT, LU, NL.

Another reported challenge relates to **evidence building and effective sentencing of criminal groups involved in trafficking in human beings**.²⁷¹ Lithuania reported a decline in convictions for trafficking, suggesting difficulties in building strong cases and collecting sufficient evidence, particularly digital evidence. Bulgaria also mentioned difficulties in proving trafficking crimes due to a lack of cooperation with victims. Two-thirds of those convicted of trafficking in human beings only receive suspended sentences.

Several countries have mentioned challenges related to a **lack of skills of relevant personnel**.²⁷² For example, in Lithuania, the lack of a specialised trafficking unit and insufficient coordination between law enforcement, prosecutors, and other agencies often leads to early termination of investigations due to a lack of evidence collection and sensitivity in handling victims. Sweden also observed few prosecutions and convictions regarding trafficking in human beings in recent years, highlighting the need for more capacity building among judicial professionals to ensure adequate knowledge on trafficking in human beings. Germany and Belgium specified this challenge was due to a **lack of sufficient financial and human resources within police services** particularly in areas outside of larger cities, and the lack of specialised prosecution units for trafficking in human beings. Belgium also mentioned the challenge in the varying approaches used by the different authorities across Belgium's three regions and on-the-ground actors for detection and intervention. A lack of available resources and capacity can negatively affect the distribution of cases across the provinces as well as urban and rural areas.

4.1.3. Identification, protection, support and empowerment of victims of trafficking

Challenges in third countries of origin and transit of victims

Five countries identified challenges in relation to **the identification, protection, support, and empowerment of victims trafficked towards EMN Member and Observer Countries in third countries of origin and transit**.²⁷³ Germany for example, identified challenges related to the lack of training and specialised knowledge for victim identification among third-country authorities, unwillingness by national stakeholders in third countries to tackle the issue more profoundly and to commit appropriate financial and human resources. The lack of a fully functional system or operational referral mechanism in place to facilitate comparative analysis or joint actions between NGOs and governmental stakeholders was also highlighted as a challenge by Germany. France voiced challenges in the field of victim identification, victim support and accommodation. One of the challenges identified by Finland relates to victims' trust in the authorities of their home country.

Challenges in EMN Member and Observer Countries

Countries identified a range of challenges in relation to the **identification, protection, support, and empowerment of third-country national victims within their national territories**.²⁷⁴

The identification of third-country national victims was the challenge most often reported.²⁷⁵ Austria for instance, encounters difficulties in identifying trafficked persons, particularly when the crime happened outside the country's jurisdiction. Finland noted a difficulty in identifying victims, because sometimes the victims are hesitant to speak because they are afraid for themselves (or for their family members), which makes it difficult to take cases further to the prosecutor and hence affects the conviction of perpetrators. Sweden and the Czech Republic noted that the challenge of identification was also due to the fact that victims lack information to self-identify as a victim of trafficking. This makes identification difficult and limits the support that can be provided to victims.

A lack of trust in national authorities in EMN Member Countries can be another reason victims do not self-identify, sometimes due to cultural differences of the victims.²⁷⁶ Georgia faced challenges in identifying victims among children living and working on the street, while Hungary found it difficult to spot potential Ukrainian victims due to the simplified, short process of gaining temporary protection. Lithuania and Bulgaria reported a complex distinction between the informal and formal identification of victims of trafficking in human beings, impacting their level of support and legal rights. In Lithuania, the formal status of a victim is only conferred through a decision made during a pre-trial investigation by police, border guards, prosecutor, or a court while victims can also be informally identified by a range of authorities, including labour inspectors, migration officers, and CSOs, this informal identification does not grant the individual full legal recognition as a victim. Serbia noted that the short stay and transit of migrants made preliminary identification of potential victims very difficult. Austria, Finland and Slovenia noted language barriers hinder communication with victims and pose significant challenges in their identification and support. France and Germany both identified the lack of training of staff responsible for early victim identification as a challenge. In the Slovak Republic, numbers of identified foreign victims of human trafficking, especially of labour exploitation are low due to a lack of practical experience of stakeholders who can identify such victims despite the fact that training is provided to various professions, such as labour inspectors.

The Czech Republic and Latvia reported issues when **cooperating with countries of origin regarding identified victims**. The Czech Republic noted that in third countries with authoritarian regimes, national authorities (including law enforcement) have little interest in international cooperation and the exchange of police information.

Countries also reported **increased criminal activity associated with trafficking in human beings taking**

271 BG, LT, LU.

272 BE, DE, FI, LT, SE, SK.

273 DE, ES, FI, FR, NL.

274 AT, BG, CZ, DE, EL, ES, FI, HU, LT, LU, LV, NL, SE, SI, SK, and GE, RS.

275 AT, BG, CY, CZ, DE, ES, FI, FR, HU, LT, LU, SE, SI, SK and GE, RS.

276 BG, CZ, FI, IE, LU, SE, SK.

place online as an important challenge.²⁷⁷ While most countries have observed this shift since Covid-19 (see Box 17), Slovenia noted that this resulted from communication technologies like smartphones, social media, and mobile apps influencing the activities of organised criminal groups. Lithuania and Luxemburg mentioned that increasingly, online platforms are used as tools for trafficking recruitment, which adds complexity to victim identification. Traffickers increasingly use digital methods to recruit their victims, which are difficult to detect without specialised technological knowledge and resources. Georgia reported that the detection of trafficking crimes committed using online platforms had become a new challenge with the spread of the Covid-19 pandemic (see also Box 17).

Other challenges identified by EMN Member Countries in this context include:

- Sweden mentioned awareness raising and reaching the right audience as challenging.
- The Netherlands and Luxemburg identified ensuring the adequate accommodation of victims as a challenge.
- Lithuania mentioned limited resources and insufficient specialised training as factors limiting the scale-up option for victim identification.
- Cyprus mentioned a lack of knowledge on African cultures and the connection of trafficking of human beings with the flow of irregular migration as challenges.



4.2. GOOD PRACTICES

This section presents the main good practices identified by EMN Member and Observer Countries in addressing the international dimension of trafficking in human beings under each of the priorities identified by the EU i.e. prevention and demand reduction; law enforcement and judicial response; identification, protection and support to victims; and international partnerships.

4.2.1. Preventing and reducing the demand that fosters trafficking in human beings

Good practices in third countries of origin and transit of victims

Twelve EMN Member Countries and Georgia and Serbia identified **good practices in relation to policies and measures aimed at preventing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims**.²⁸⁰

4.1.4. Cooperation with third countries and international organisations

None of the reporting EMN Member and Observer Countries identified challenges in cooperating with international organisations to address trafficking in human beings, whilst eight EMN Member Countries²⁷⁸ reported specific challenges in their cooperation with third countries on this matter.

Some EMN Member Countries commented on **difficulties to cooperate with one or more specific countries or regions**, for example due to their political situation or capacity.²⁷⁹ The Czech Republic reported difficulties in cooperating with authoritarian regimes and France emphasised difficulties in countries in conflict, where trafficking in human beings networks can emerge. Cooperating with third countries that lack a well-structured law enforcement system, or where no clear contact points exist, was also identified as a challenge. Estonia for example, reported some challenges in cooperating with some Central Asian countries as they could not identify a contact point to coordinate pre-trial investigations with, or identify and follow up on the situation of returned victims. Poland reported facing cooperation issues with countries lacking organised law enforcement and compliance with rule of law. The Border Guard struggles with contacting authorities in Colombia and Guatemala for human trafficking cases, causing delays in criminal proceedings. Identifying appropriate law enforcement contacts in some South American countries was also reported as challenging. Latvia noted that the lack of structured cooperation mechanisms and clear contact points in some third countries may have hindered the implementation of preventive and protection measures.

Nine countries identified **awareness-raising measures** as good practices for the prevention of trafficking in human beings in third countries,²⁸¹ such as Germany's "Tool-boxes" initiative that enhanced support for policymakers and stakeholders by incorporating insights from survivors of trafficking, which helped reshape referral mechanisms and improve anti-trafficking programmes.

Another good practice identified was related to **cooperation with countries of origin or partner countries**.²⁸² Latvia highlighted the Ministry of Foreign Affairs' funding for development cooperation projects in the EU's Eastern Partnership and Central Asian countries as a good practice as these reduced the risks of women being recruited and subjected to trafficking, and strengthened Latvia's cooperation with the countries of origin of victims of trafficking, paving the way for future cooperation in this field.

Several countries also reported **cooperation projects with CSOs** as good practice to address the international dimension of trafficking in human beings.²⁸³ The Netherlands considered the "COMPASS programme" a good

²⁷⁷ BE, BG, FR, LU, LT, SI, and GE.

²⁷⁸ AT, CZ, EE, FI, FR, PL, LT, LV.

²⁷⁹ CZ, EE, ES, FR, LV, PL.

²⁸⁰ BE, BG, DE, EE, ES, FI, FR, HR, LV, NL, PL, SE, and GE.

²⁸¹ BE, BG, CY, DE, EE, FR, NL, PL, SE.

²⁸² FI, LV, SE.

²⁸³ DE, FR, NL, PL.

practice, representing strategic cooperation between IOM and the Ministry of Foreign Affairs. COMPASS aims to tackle common goals such as defragmentation, increased flexibility, better quality of interventions, and a more strategic cooperation to decrease irregular migration and enhance the protection of migrants, including by addressing trafficking in human beings (see also Box 24). A French initiative allows French NGOs to propose intervention themes beyond standard project calls and five Moroccan associations engaged in a successful exchange of good practices and knowledge on trafficking in human beings related to labour exploitation between France and Morocco, a country often identified as a primary origin of trafficking victims in France.

Good practices in EMN Member and Observer Countries

Most countries **have identified good practices in relation to policies and measures aimed at preventing and reducing the demand for trafficking in human beings of third-country nationals.**²⁸⁴

The organisation of preventative awareness raising campaigns was commonly reported as a good practice to address the international dimension of trafficking in human beings.²⁸⁵ Italy and Georgia saw conducting awareness-raising activities in foreign languages to inform communities at risk as a good practice. Poland and Germany reported successful awareness campaigns to prevent trafficking in human beings of those displaced from Ukraine. It reported that the swift intervention campaign at the beginning of Ukrainians' flight to Germany possibly prevented a significant spike in cases. Sweden launched the preventative information campaign "Don't let the silence speak" in 2023, discouraging the demand for buying sexual services by targeting knowledge-based risk factors identified in former literature reviews and campaign evaluations. Croatia has also made available a brochure on "The Rights of Persons Granted International and Temporary Protection" as part of the INCLuDE – Inter-Sectoral Cooperation in the Empowerment of Third-Country Nationals project. The brochure provides comprehensive information on human rights protection mechanisms and anti-discrimination strategies in Croatia, with a focus on labour-related rights, and is available in twelve languages. In 2022, the Slovak Republic launched a nationwide campaign in cooperation with a major gas station in the country to raise awareness of the risks of trafficking in human beings and provide information to (potential) victims to be able to self-identify as victims. The campaign included information in Ukrainian to reach displaced populations from Ukraine.

Box 18: Estonia's awareness raising campaign to Ukrainians fleeing the war in Ukraine

Estonia has reported the launch of a large-scale media campaign as a good practice. The campaign was aimed at raising awareness and prevention of trafficking by reducing the demand of services provided through exploitation. Informational leaflets in Ukrainian were distributed to those displaced due to the war in Ukraine, detailing the risks of trafficking

in human beings and available assistance. The Police and Border Guard Board (PBGB) and Social Insurance Board (SIB) have played key roles in this initiative, training volunteers to recognise and report potential exploiters. Additionally, short films and special videos were produced in 2022 to educate volunteers and helpers of refugees on identifying and addressing trafficking threats. These educational materials were made available in Estonian (the video has been seen 508 times), Russian (seen 710 times), and Ukrainian. Additionally, the Ministry of Justice developed a new training programme for government officials and private sector partners (personnel of restaurants and hotels belonging to the Estonian Union for Restaurants and Hotels) on recognising indicators of abuse and trafficking. To reduce the risk of trafficking in human beings and labour exploitation, which has increased with Ukrainian refugees arriving in Estonia, the Labour Inspectorate deployed 10 labour inspectors and five counselling lawyers.

Greece, France and Poland have also reported **good practices specifically focusing on preventing trafficking in human beings among unaccompanied minors.**

France for example reported the European Union Protection of Unaccompanied Minors (EUPROM) guide as a good practice, presenting the modalities of care and protection of unaccompanied minors within the EU to raise awareness among professionals regarding issues related to trafficking in human beings. Greece has reported success with their "Protection of all minors" programme in 2022, which focuses on individualised interventions for unaccompanied and separated minors living in precarious conditions and specialised services aiming to persuade minors reluctance to join formal accommodation to transition to safer environments for the prevention of trafficking in human beings and other risks.

4.2.2. Law enforcement and judicial response with a view to breaking the criminal model of traffickers

Good practices in third countries of origin and transit of victims

Fourteen countries identified good practices in relation to policies and measures aimed at **enhancing the law enforcement and judicial response to address trafficking in human beings in third countries of origin and transit of victims.**²⁸⁶

Multilateral and bilateral police cooperation with partner countries as well as the presence of a police liaison officers in third countries has proven successful for six EMN Member and Observer Countries.²⁸⁷ For example, the Netherlands saw the establishment of international police cooperation through liaisons in certain third countries, such as Nigeria, as a good practice, to enhance local law enforcement capabilities through knowledge transfer and training. The Czech Republic reported the permanent presence of a Police Liaison Officer in the context of criminal proceedings and the associated

284 AT, BG, CY, CZ, DE, EE, EL, ES, FI, FR, IT, LT, LU, LV, PL, SE, SI, SK, and GE, RS.

285 BG, CZ, DE, EE, EL, ES, FI, HR, IT, LT, LU, LV, PL, SI, SE, SK, and GE, RS.

286 AT, BE, CZ, DE, EE, ES, FI, FR, IT, LV, NL, PL, SI, and GE.

287 CZ, ES, FI, FR, NL, and GE.

international communication and cooperation as a good practice and a successful mechanism, particularly providing long-term benefits.

Cooperation with EU agencies has also been highlighted as good practice.²⁸⁸ Italy and Slovenia positively reported active participation in initiatives coordinated by EU agencies like EUROPOL, Frontex, and EUROJUST in third countries. Latvia and Belgium emphasize successful police cooperation through EUROPOL and EUROJUST, with Belgium also highlighting cooperation with countries such as Brazil and Ukraine (see Box 19). Lithuania, Germany and Ireland also highlighted the role that EMPACT plays in facilitating joint actions, training, and international cooperation.

Box 19: Collaboration with third countries through EUROPOL

Ten countries highlighted their collaboration with EUROPOL as good practice.²⁸⁹ EUROPOL plays a crucial role in enhancing international collaboration to combat trafficking in human beings. By facilitating cross-border cooperation, information sharing, and joint operations, EUROPOL enables countries to work together more efficiently and comprehensively. This collaborative approach allows for coordinated actions, such as the establishment of operational task forces and with Eurojust's support JITs, which are essential in tackling trafficking networks that operate transnationally. EUROPOL's support in implementing coordinated controls and monitoring potential threats has proven to be an effective practice in addressing trafficking in human beings and ensuring timely responses to emerging challenges.

Good practices in EMN Member and Observer Countries

Most countries have also identified **good practices in enhancing the law enforcement and judicial response to address trafficking in human beings of third-country nationals within their countries.**²⁹⁰

One area of commonly identified good practices to address the international dimension of trafficking in human beings is the creation of **mentoring and training programmes for law enforcement authorities and the establishment of specialised law enforcement units.**²⁹¹ Austria reported a mentoring programme with Tunisia as a good practice, involving the short-term secondment of police officers between the two countries. During their secondment, officers carried out joint operational work, thus also supporting anti-trafficking efforts at an operational level. Slovenia and Italy saw the use of specialised units within law enforcement agencies to combat trafficking in human beings as a good practice, as well as the use of cultural mediators to assist in communication between the authorities and victims. France saw the creation of an Anti-trafficking Unit (CLCT) and the collaboration with specialised associations as good practice.

Box 20: Lithuania's virtual patrols to combat trafficking in human beings

Lithuania has taken an innovative approach to combating trafficking in human beings by developing virtual patrols to monitor online activities and collect information on digital crimes. Although no trafficking cases were detected by these patrols in 2023, the practice shows great promise, especially given the increase in trafficking activities facilitated through the internet and social media following the Covid-19 pandemic. Virtual patrols enable law enforcement authorities to detect potential trafficking cases and gather digital evidence. Additionally, the police have collaborated with media and technology companies to enhance efforts in identifying and monitoring online trafficking activities, addressing the growing challenge of digital exploitation.

Slovenia reported on training provided to law enforcement authorities, prosecutors, border guards, and lawyers as good practice, often involving experts from other EU countries and international organisations. Finally, many countries listed cooperation between different authorities and with CSOs and NGOs as good practices.²⁹²

4.2.3. Identification, protection, support and empowerment of victims of trafficking

Good practices in third countries of origin and transit of victims

Seven countries identified good practices in relation to **the identification, protection, support, and empowerment of victims trafficked towards EMN Member and Observer Countries in third countries of origin and transit.**²⁹³

France, the Netherlands and Germany identified good practices in **international cooperation with NGOs.** The Netherlands identified the International Human Trafficking Meeting (*Internationaal Mensenhandel Overleg*, IMO), where NGOs and the competent authorities on trafficking in human beings meet every quarter to share information and best practices, as good practice. Germany through GIZ, has identified good practices working with NGOs on capacity development for victim identification.

Estonia and France established cooperation with Moldova and Morocco, respectively, focusing on **training and identifying victims of trafficking.** France identified their "SAVE project" with Morocco as a strong model for their work in combating labour trafficking, leading to numerous reports, victim identifications, and direct support efforts. Through targeted training, it built expertise in victim identification and legal support across professionals, while fostering a network for cross-border collaboration to exchange best practices in anti-trafficking efforts.

288 BE, DE, EE, ES, FI, FR, IT, LV, NL, SI, and GE.

289 BE, CZ, EE, ES, FI, FR, LV, NL, SI, and GE.

290 BE, BG, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LT, LU, LV, NL, PL, SE, SI, and GE, RS.

291 AT, EL, ES, FI, FR, IT, LT, SI.

292 DE, FI, LV, PL, and GE, RS.

293 DE, EE, ES, FR, NL, SE, and GE.

Good practices in EMN Member and Observer Countries

Most EMN Member and Observer Countries identified good practices in relation to the implementation of **specific policies and measures aimed at enhancing the identification, protection, support, and empowerment of third-country national victims of trafficking identified within their country**.²⁹⁴

Fifteen EMN Member Countries and Georgia identified good practices related to **victim assistance, support and referral**.²⁹⁵ Bulgaria reported the establishment of an online platform for the referral and assistance of trafficking victims, involving multiple institutions such as the State Agency for Refugees and the Agency for Social Assistance as a good practice. Greece, Finland, Italy and the Slovak Republic highlighted the support provided for voluntary return and reintegration of victims, when their major interest is respected, as a good practice. The Czech Republic reported their Programme for the Support and Protection of Victims of Trafficking in Human Beings, aiming to remove victims from the criminal environment and support their recovery and cooperation with law enforcement, as good practice. Austria emphasised the benefit of comprehensive stabilisation and support through victim protection organisations, ensuring the well-being and recovery of trafficking victims. Lithuania reported a good practice in rolling out programmes in cooperation with NGOs who are actively involved in identifying and supporting trafficking victims.

Greece, Sweden and Serbia reported good practices related to the **provision of training and capacity building**. Sweden highlighted the use of regional coordinators against prostitution and trafficking in human beings, who provide advice and guidance to other professionals and safeguard the principles of the NRM. Serbia reported that standardising identification procedures using the EUAA Identification of Persons with Special Needs Tool (IPSN) as a tool that facilitates uniform procedure was ensured in all centres and training was a good practice.

France has reported **involving businesses in the fight against trafficking in human beings as a good practice**. It has made the fight against fraud and the protection of vulnerable workers a priority in the National Action Plan 2023-2025 of the Labour Inspection system, organising seminars to focus on the rights of victims of illegal work and trafficking.

Finally, Poland, Slovenia and Georgia have increased **funding towards assistance for victims of trafficking in human beings**. Where Poland increased financing for the National Intervention and Consultation Centre for Victims of Trafficking in Human Beings by almost 40% in 2023. Poland uses algorithms for handling trafficking victims and established rules for cooperating with NGOs that assist and support these victims. NGOs are also actively involved in identifying and supporting trafficking victims. France identified **bilateral cooperation** as a good practice for early identification, such as the “PACKING project” developed between France and Nigeria to provide a better

understanding of the role and interactions of different Nigerian groups in criminal networks of trafficking in human beings for the purpose of sexual exploitation in France.

4.2.4. Cooperation with third countries and international organisations

Most EMN Member and Observer Countries identified good practices in their cooperation with third countries of origin and transit of (potential) victims²⁹⁶ and/or with international organisations²⁹⁷ to address trafficking in human beings.

The **active involvement of third countries in anti-trafficking efforts and transparency and swift communication** with competent third-country authorities was identified as a good practice by four EMN Member Countries.²⁹⁸ In Sweden good communication and transparency between Swedish and Thai authorities facilitated their cooperation to minimise the risk of trafficking in human beings during the berry picking season. In Lithuania, the active collaboration of the Ukrainian authorities was key to prevent Ukrainians from falling victim to trafficking in human beings. In the same vein, Poland reported swift communication with the Ukrainian authorities as a good practice that allowed them to apprehend perpetrators who were recruiting Ukrainian women on the territory of Ukraine to force them to provide sexual services in Poland. Austria also highlighted that getting to know the relevant contact points in third countries personally (e.g. through the secondment of officers) is a key factor that fosters overall cooperation.

The **organisation of meetings and study visits with third countries to share experiences, good practices and challenges** was also considered as a good practice to foster cooperation in addressing trafficking in human beings of third-country nationals.²⁹⁹ Georgia for example, emphasised the important role that study visits play in establishing close cooperation tools among State representatives. This was a key element of their cooperation with Uzbekistan and Tajikistan. Germany highlighted the scholarship programme of the Federal Criminal Police Office (BKA) which targets investigators in various areas of crime from third countries and specifically covers trafficking in human beings, as a good practice.

Cooperation with third countries **through regional and multilateral platforms or programmes**³⁰⁰ (e.g. the Southeast European Law Enforcement Centre (SELEC), the Assistance Programme against Transnational Organised Crime in Latin America and the Caribbean (EL PACCTO), The Nordic Council of Ministers, the Council of the Baltic Sea States (CBSS)) is also seen as a good practice. Lithuania reported that the CBSS was instrumental in enhancing cross-border cooperation. Through initiatives like simulation-based exercises and multi-agency training programmes, Lithuania has improved its capacity to address cases of trafficking in human beings involving third-country nationals, with a focus on preventing exploitation, ensuring effective victim identification, and strengthening regional collaboration. The Netherlands

294 AT, BG, CY, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LU, PL, SI, SK, and GE, RS.

295 AT, BG, CY, CZ, EL, ES, FI, FR, IT, LT, LU, LV, PL, SI, SK, and GE.

296 AT, BG, CZ, DE, EL, ES, FI, FR, LT, NL, PL, SE, and GE.

297 BG, DE, EE, ES, FI, FR, HR, IT, LT, LV, NL, PL, SE, and RS.

298 AT, LT, PL, SE.

299 BG, DE, EL, and GE.

300 EE, ES, FI, FR, LT, NL.

identified the promotion of regional cooperation between different countries of origin and transit as a good practice (e.g. through the support and training provided by UNODC). Finland highlighted that cooperation, sharing of information and strengthening of expertise is done within the framework of the Council of Ministers and cross-border police cooperation is taking place between the Nordic countries. France reported cooperation with Latin American countries under the Assistance Programme against Transnational Organised Crime in Latin America and the Caribbean (EL PACCTO) (see Box 21).

Box 21: France – The Assistance Programme against Transnational Organised Crime in Latin America and the Caribbean (EL PACCTO)

Created in 2017 at the request of 18 Latin American countries, the first operational action of the Assistance Programme against Transnational Organised Crime in Latin America and the Caribbean (EL PACCTO) was carried out in Paraguay in November 2021 in cooperation with the Paraguayan authorities. Subsequently, this programme was launched in Panama, in March 2024. Several cases from the Central Office for the Prevention of Human Trafficking (*Office central pour la répression de la traite des êtres humains* – OCRTEH) led to the arrest of network leaders in this area, particularly in Colombia and the Dominican Republic. The OCRTEH has been involved in the EL PACCTO programme since September 2020. The protection scheme for victims of trafficking, inspired by the methods of support for reformed individuals, with relocation and identity changes, was implemented for the first time in 2023 in an OCRTEH case for a victim from a third country who had been sexually exploited in France.

Several good practices were identified in the **cooperation with international organisations** to address the international dimension of trafficking in human beings. The cooperation with international organisations (e.g. IOM, UN-HCR, OSCE) for the **provision of training and capacity building to government officials**³⁰¹ as well as to **raise awareness on trafficking in human beings and its international dimension**³⁰² was considered as a good practice by several countries. In Lithuania, cooperation with international organisations has provided law enforcement officers with access to advanced training on labour exploitation, trafficking in human beings, and organised crime, enhancing their ability to effectively combat this crime. Cooperation with IOM in Lithuania was also key to raise awareness about trafficking risks among vulnerable groups like Ukrainian refugees. In Georgia, international organisations contributed to creating handbooks, guidelines and Standard Operating Procedures (SOPs) for state professionals, including guidelines for Labour Inspectors and the members of the Mobile Groups of the Legal Entity of Public Law State Care Agency. Italy and Sweden highlighted their cooperation with OSCE to deliver training and raise awareness on trafficking in human beings (see Boxes 22).

Box 22: Cooperation with OSCE

Italy cooperation with the Office of the OSCE's Special Representative and Coordinator for the Fight against Trafficking in Human Beings

In Italy, the partnership with the Office of the OSCE's Special Representative and Coordinator for the Fight against Trafficking in Human Beings led to the organisation of numerous training sessions at the Carabinieri's Centre of Excellence for Stability Police Units (CoESPU), an international training centre established in Vicenza in 2005. Between 2016 and 2021, CoESPU hosted more than 600 professionals from 68 countries, including the OSCE's Mediterranean partners. These sessions also counted with the participation of Italian law enforcement departments. The training developed by OSCE at CoESPU aimed to: Develop leading edge investigative skills and key indicators for promptly identifying people who are the victims of trafficking in human beings along migratory routes; Carry out emergency aid operations aimed at respecting rights and protecting victims; Apply SOPs in reporting victims of trafficking in human beings, presumed or identified, to the assistance and support services; Make the best use of the instruments of international cooperation, both the police and the judiciary, financial investigations in particular, in combatting trafficking in human beings. Part of the training is conducted through realistic simulations of concrete cases of exploitation of migrants, including minors.

In 2022, OSCE launched a new project – supported by Italy – to promote the adoption of the innovative training methodology developed in Vicenza.

Sweden – Cooperation with the OSCE to exchange information on the prevention of trafficking in human beings of third-country nationals

In November 2023, the Swedish Gender Equality Agency (GEA) invited the OSCE to cooperate in a workshop with the aim to enhance anti-trafficking prevention amid mass migration flows in relation to Russia's invasion of Ukraine. OSCE conducted country visits to share recommendations among the OSCE Member States on responses and measures to prevent trafficking in human beings and enhance integration and support to those fleeing Ukraine. GEA involved the National Methods Team (an expert group coordinated by GEA including several Swedish authorities and the regional coordinators) to share examples from Sweden on ongoing and completed measures to prevent exploitation among Ukrainians in Sweden. OSCE also provided GEA and the participants in the workshop with valuable knowledge about measures and operations in other OSCE Member States.

Estonia, Poland, and Georgia, also reported as a good practice the **support provided by IOM in return operations of victims of trafficking in human beings**.

301 BG, IT, LT, PL, and GE.

302 FR, HR, LT, and GE.

5. OUTPUTS AND OUTCOMES ACHIEVED IN ADDRESSING THE INTERNATIONAL DIMENSION OF TRAFFICKING IN HUMAN BEINGS

This section provides examples of the main outputs and outcomes resulting from EMN Member and Observer Countries' efforts to address the international dimension of trafficking in human beings. It looks primarily at results from policies and measures undertaken within EMN Member and Observer Countries with an international

dimension, although some outcomes were the result of measures taking place in third countries. Awareness-raising, training, international cooperation – including on joint investigations – were some of the main areas highlighted as having concrete outcomes, alongside increased support for (potential) third-country victims.



5.1. PREVENTING AND REDUCING THE DEMAND THAT FOSTERS TRAFFICKING IN HUMAN BEINGS

Sixteen EMN Member Countries³⁰³ Georgia and Serbia reported outputs and outcomes resulting from the implementation of policies and measures aimed at preventing, raising awareness and reducing the demand of trafficking in human beings of third-country nationals including materials and brochures,³⁰⁴ **joint actions with other international stakeholders,**³⁰⁵ **and online campaigns.**³⁰⁶ Outputs for awareness raising online varied between social media campaigns³⁰⁷ and announcements or posters on official websites targeting third-country nationals.³⁰⁸ Poland reported displays in public spaces, including a banner at international airports and posters for the border guard and police.

Four EMN Member Countries reported outputs that **improved the understanding of potential victims of trafficking,**³⁰⁹ with Finland providing an online “Working in Finland” guide in 24 languages, with support information for third-country national employees who are exploited, and a Work Help Finland mobile app with information on workers' rights and obligations. The Netherlands police reported sending an “Escape Van” caravan to Hungary to demonstrate the dangers of trafficking in human beings to potential victims, with a similar project by the Polish police and border guard on Polish territory, based on the Dutch experience.

EMN Member and Observer Countries provided less information on the specific outcomes of their work on preventing, raising awareness and reducing the demand of trafficking in human beings of third-country nationals. Due

to the diverse nature of activities, the reported outcomes were also very varied.

Estonian and Uzbek officials co-produced a pocket guide on safe labour migration between Uzbekistan and Estonia. The guide has been shared in Uzbekistan within local employment agencies, who support Uzbek nationals wishing to access the Estonian labour market. Poland and Georgia reported on the number of physical copies of leaflets and other materials distributed to potential victims of trafficking in human beings (with a focus on foreign citizens),³¹⁰ whilst Serbia noted that 20% of all migrant women transiting through Serbia had been informed about risks related to trafficking, exploitation and abuse.

Box 23: Belgian and Swedish social media campaign reach

Belgium reported that 1 880 000 students, community members and other stakeholders had viewed their social media campaign in Vietnam.

In Sweden, the “Before you go” campaign targeted people aged 18 and over in Sweden. The campaign was produced in Ukrainian and other EU languages. In total the campaign reached 113 000 unique users and almost 218 000 interactions.

Training of a wide range of national stakeholders was highlighted as an output by ten EMN Member Countries.³¹¹ For example, all officials performing asylum procedures in the Slovak Republic were trained in the “Human

303 AT, BE, CZ, DE, EE, ES, FI, FR, IT, LT, LU, NL, PL, SI, SE, SK, and GE, RS.

304 CZ, EE, ES, FI, FR, LV, SK, and GE, RS.

305 AT, FI, NL, SI.

306 BE, LT, PL, SE, SI.

307 BE, SE.

308 LT, PL.

309 FI, HU, NL, PL.

310 35 850 (PL) and 5 500 at the borders, 51 000 in total (GE).

311 BE, CY, EE, FR, IT, LT, LU, NL, PL, SK.

Trafficking” module of the European Union Agency for Asylum in 2024, which focusses on the issue of human trafficking among applicants for international protection, whilst others took the IOM training module “Prevention of human trafficking in the context of humanitarian crises”. Belgium and the Czech Republic both reported deepening the knowledge of different professional groups in their own country as an outcome of training. In Belgium this was evidenced by pre- and post-capacity building tests showing a doubling of awareness on how to identify potential victims of trafficking and the risks victims faced when they return to their country of origin. In the Czech Republic, training focussed on identifying potential victims from those fleeing the war in Ukraine.

Box 24: Outcomes of training and awareness raising in third countries

A report on the COMPASS programme, financed by the Netherlands, highlighted that 3 807 officials and stakeholders had been trained in migration

management, with a focus on preventing trafficking in persons and smuggling of migrants, aligning with international standards. On top of that, 572 060 young people in communities with high mobility were engaged in the promotion of safe migration and local opportunities, alongside 3 million members of their support networks. There were also 740 000 visitors on online platforms such as Yenna, WAKA Well, and the Global Data Hub of Human Trafficking.³¹²

Bulgaria and the Netherlands noted **practical challenges in evaluating results** of measures due to the wide range of measures implemented, a lack of disaggregated statistics on third-country nationals who have been identified as victims of trafficking in human beings and the different types of evaluation undertaken. Bulgaria added that the number of presumed victims who are third-country nationals in the Member State is relatively small.



5.2. LAW ENFORCEMENT AND JUDICIAL RESPONSE WITH A VIEW TO BREAKING THE CRIMINAL MODEL OF TRAFFICKERS

Nineteen EMN Member and Observer Countries³¹³ reported outputs and outcomes resulting from the implementation of policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings of third-country nationals. Specific outcomes included specialised training³¹⁴ and cooperation with specific third countries³¹⁵ or within JITs.³¹⁶

International coordination initiatives generated important outcomes in Finland, Sweden, Lithuania, Luxembourg and Georgia. Finland and Sweden reported successful intelligence sharing between Nordic countries, leading to concrete results in prosecuting trafficking cases and Finland worked closely with Thailand on specific investigations. Enhanced cooperation between Lithuanian law enforcement and international counterparts was seen as a positive outcome with the Lithuanian authorities involved in 27 international investigations, including three extraditions in 2023. Luxembourg coordinates action on trafficking in human beings at the Benelux level with the Centre for Police and Customs Cooperation (CCPD) by agreement with Belgium, France, Germany and Luxembourg. This allows the exchange of police information from the cross-border regions and between police units, helpful

in fighting trafficking in human beings. Georgia reported an increase in police attaches and bilateral agreements and MoUs with foreign countries to combat trafficking in human beings, as outputs during the reporting period.

Belgium reported that at municipal level the work of ARIECs (“Arrondissementale Informatie & Expertise Centres”), who assist municipalities and their mayors in implementing an administrative approach to combat organised crime within their jurisdictions, had been successful in raising awareness of specific criminal activities, highlighting indicators of crimes, and providing tools to address them. At the international level, these structures collaborate with EURIEC (the Euro-regional information and expertise centre), which aims to strengthen cross-border administrative collaboration against organised crime between Belgium, Germany and the Netherlands.

In 2021 – 2023 the specialised police unit to combat trafficking in human beings in the Slovak Republic cooperated with the UK in three JITs aimed at investigating labour exploitation. In 2021 and 2022 the unit cooperated with German police and EUROPOL to investigate cases related to the sexual and labour exploitation of third-country nationals.

312 International Organization for Migration (IOM), ‘Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027)’, <https://www.iom.int/sites/g/files/tmzb-dl486/files/documents/2024-06/compass-phase-ii-programme-brief.pdf>, accessed 1 November 2024.

313 AT, BE, BG, CZ, EE, ES, FI, FR, IE, IT, LT, LU, LV, NL, PL, SI, SK, and GE, RS.

314 BE, FI, LV, SI, SK.

315 EE (Uzbekistan), FI (Thailand) and GE.

316 SK.



5.3. IDENTIFICATION, PROTECTION, SUPPORT AND EMPOWERMENT OF VICTIMS OF TRAFFICKING

Seventeen EMN Member and Observer Countries provided examples of outputs and outcomes linked to the identification, protection, support and empowerment of victims of trafficking in human beings³¹⁷ with eight³¹⁸ reporting outcomes that had improved the identification and protection of victims. Austria reported on the positive outcomes of using intermediaries who speak foreign languages and within diaspora communities, to quickly provide the police authorities with comprehensive information about instances of exploitation and allow them to take the appropriate investigative steps. Sweden's unique system of regional coordinators against prostitution and trafficking in human beings was reported as having important outcomes in the identification, support and protection of victims (see Box 25), whilst the Czech Republic reported that the lack of victims of trafficking in human beings from among the around 450 000 displaced from Ukraine in the Czech Republic since 2022 (mainly women and children) could in part be attributed to their work to identify and protect (potential) victims.

Serbia introduced a strict procedure for the preliminary identification of potential victims in reception centres and Serbian national institutions were supported by EUAA through trainings to reception staff. As a result, trained staff dedicated to identification is present in each asylum centre and every asylum seeker is assessed against trafficking in human being indicators.

Box 25: Regional coordinators against prostitution and trafficking in human beings in Sweden

Regional coordinators have a unique and important place in Sweden's anti-trafficking work. Employed by municipal government social services and coordinated by the Gender Equality Agency (GEA), they play a crucial role in the identification, support and protection of victims, providing advice and guidance to other professionals (such as social workers, the Police Authority, border control) as a focal point when professionals are in contact with (presumed) victims of trafficking in human beings. The regional coordinators' referral of victims into the support and protection system not only enable victims exiting exploitation but also prevents re-exploitation. Regional coordinators also take part in various awareness-raising activities and trainings. There are currently 16 regional coordinators spread across the seven police districts in Sweden. They take part in the Police Authority's outreach activities and joint inspections of workplaces increasing the chances of identification of victims and their right to support and protection due to their specialised competence in, for example, detecting signs of trafficking and

skills in trauma focused dialogue. In 2022 and 2023, regional coordinators identified and offered support and protection to a progressively higher number of third-country nationals, primarily from Ukraine, Thailand and Nigeria, as well as helping to identify (potential) child victims.

Finland, Latvia, Luxembourg, Slovenia and Georgia reported outputs and outcomes linked to **support available for victims**. In Finland the number of clients in the National Assistance System for Victims of Trafficking in Human Beings increased, and in 2023, more new potential victims were referred to Victim Support Finland's special support service (an estimated 90% of those supported were from third countries). In Latvia the "social approach" towards all, enabled more persons to receive social rehabilitation services than would have been the case if only persons recognised as victims by the State Police had been referred. This is because the majority of third-country nationals in Latvia have legal grounds to stay. In Luxembourg, increased staff in the "InfoTraite" support service ensures that the service is available 24/7, which has helped to improve reception and care for victims (the majority of whom are third-country nationals) and enhanced the coordination of assistance at national level and targeted communication.

Finland conducted an analysis of the authorities' supervisory powers regarding the accommodation conditions of potential victims of trafficking in human beings and the interfaces between the authorities' operations as part of its anti-trafficking action plan. This resulted in the working group for developing the monitoring and supervision of the accommodation conditions of foreign workers putting forward 12 proposals for measures, relating to the review of legislation, the development of housing policy, the updating of instructions and guides, the organisation of training, the development of supervision and the broader consideration of labour exploitation and trafficking in human beings.³¹⁹

Finally, the Netherlands, Slovenia,³²⁰ Georgia and Serbia reported outcomes on activities to **return the victim to their country of origin**, providing specific programmes and support, reuniting the victim with their family and to initiate reintegration. Serbia, for example, worked with IOM to develop SOPs for assisted voluntary return and reintegration programme that included a particular procedure for victims of trafficking in human beings. The Netherlands provided over 120 000 people with humanitarian return and reintegration assistance, including victims of trafficking in human beings.

317 AT, CY, CZ, DE, EE, ES, FI, FR, IT, LT, LU, LV, NL, SI, SE, and GE, RS.

318 AT, CZ, DE, FI, IT, LT, LU, SE, and RS.

319 Government (2022), Ulkomaalaisten työntekijöiden majoittaminen ja sen valvonta, Publications of the Finnish Government 2022:56, <http://urn.fi/URN:IS-BN:978-952-383-748-5>, accessed 17 September 2024.

320 For Slovenia the actual activities for the reintegration in their own country are performed by partner NGOs of the national NGOs selected for the project mentioned above in Box 13, or other competent national institutions of the victim's country, which the NGOs involved in the project contact.

6. EXISTING NEEDS AND FUTURE NATIONAL POLICIES AND MEASURES

This section provides an overview of the main needs in addressing the international dimension of trafficking in human beings as identified by EMN Member and Observer

Countries and provides some examples of ongoing discussions and plans on future policies and measures in this area.



6.1. IDENTIFIED NEEDS IN ADDRESSING THE INTERNATIONAL DIMENSION OF TRAFFICKING IN HUMAN BEINGS

About half of the reporting EMN Member and Observer Countries identified needs or specific aspects that could be reinforced when addressing the international dimension of trafficking in human beings.³²¹ These include needs in specific thematic areas (e.g. identification and protection of victims, financial investigations, investigations in the digital space, labour exploitation, etc.) as well as institutional and cooperation needs (e.g. need to reinforce cooperation with third countries, need for more capacity building, better coordination, etc.).

6.1.1. Needs in specific thematic areas

Four EMN Member Countries³²² and Serbia reported **needs related to the identification and protection of third-country national victims**. Austria reported that in comparison with the sphere of law enforcement, there is still potential for cooperation with other countries on prevention and victim protection and that these two areas could be given more consideration at political level. France identified the need to provide more visibility and long-term public funding to associations working on the identification and support of victims. In France, the *CSO Forum Réfugiés* had also recommended considering a new phase of vulnerability assessment after obtaining international protection to identify victims of trafficking in human beings as well as the facilitation of access to language, training, and employment which are essential for empowering victims. In Serbia, the situation analysis that preceded the adoption of the Programme for the Fight Against Trafficking in Human Beings 2024–2029, identified as an area of improvement some aspects related to the protection of third-country national victims, including for example: the need to strengthen the capacities of the centre for protection of victims of trafficking in human beings; better identification and coordination, assistance and protection of victims to be implemented in a sustainable way and in accordance with international standards; the

need to improve services for victims; the need to introduce effective and feasible compensation mechanisms; as well as protection needs related to less prevalent forms of exploitation.

Given the increasing misuse of digital technologies by human traffickers and the rise in cases of exploitation happening online, three EMN Member Countries³²³ and Georgia mentioned the need to **enhance efforts to prevent and fight trafficking in human beings in the digital space**. Austria, the Slovak Republic and Slovenia highlighted the need to reinforce law enforcement efforts in the digital sphere and France pointed to the need to reinforce cooperation with the five American digital giants (i.e. Google, Apple, Meta, Amazon and Microsoft). Georgia emphasised the need to cooperate with third countries on cross-border cybercrime investigations (e.g. when the webpage where sexual services are traded is not registered in Georgia).

France, Greece and Georgia also identified a need to **enhance financial investigations** to fight trafficking in human beings of third-country nationals. In this context, Greece mentioned the need to raise awareness in the financial sector on the fight against trafficking in human beings.

Finland, France, the Slovak Republic and Slovenia reported a need to reinforce the **response to trafficking in human beings for the purpose of labour exploitation**. Slovenia for instance, recognised a growing need to address labour trafficking, especially in sectors like agriculture, construction, fast food, restaurants, hotels and domestic servitude. France highlighted the need to reinforce cooperation with third countries of origin of seasonal workers (e.g. Maghreb). The Slovak Republic sought to improve cooperation and coordination between all entities involved in **the protection of child victims of trafficking**.

321 AT, BE, DE, EL, ES, FI, FR, LT, LV, NL, PL, SE, SI, and GE, RS.

322 AT, FR, SE, SI.

323 AT, FR, SI.

Other needs in specific thematic areas include a **need for more measures addressing the demand side of trafficking in human beings**³²⁴ and a **need for more funding for development cooperation to address the root causes of trafficking in human beings**.³²⁵ This is particularly important in the face of the expected increase in people vulnerable to trafficking in human beings due to climate change and economic instability in countries of origin.

6.1.2. Institutional and cooperation needs

Several EMN Member Countries highlighted a need to **strengthen cooperation with certain third countries of origin and transit of victims**.³²⁶ Following the identification of victims of trafficking in human beings from Albania, France is now prioritising the identification of Albanian institutional partners to discuss in advance the identification of potential victims and their exploiters. Latvia reported the need to promote cooperation with Ukraine, Moldova, Central Asia and India, which are the most frequent countries of origin of trafficking victims. Poland identified a gap in cooperation with Latin America due to some difficulties in reaching out to law enforcement authorities in that region.

Lithuania and Slovenia identified a need for **more training and capacity building for competent authorities to deal with third-country national victims**. Slovenia reported a need for additional training for law enforcement, judiciary, and border control personnel in recognising and responding to cases of trafficking in human beings, especially with regard to the international dimension of trafficking. Specialised training in cultural competence and victim-centred approaches for dealing with non-EU victims is also highlighted as a need in the country. Lithuania has faced several challenges in preventing and reducing the demand for trafficking of third-country nationals, particularly in ensuring adequate training for authorities and first responders. While the government organises training programmes for police, labour inspectors, and other key officials on topics such as labour exploitation and victim identification, gaps in specialised training persist. Many municipalities in rural areas in Lithuania lack the capacity or experience to apply best practices for

identifying victims, especially among vulnerable groups like migrants and victims of sexual exploitation.

Other institutional and/or cooperation needs identified by EMN Member and Observer Countries include:

- Belgium identified a need to **work more directly with certain diasporas**, either on a case-by-case basis or in response to certain trends (e.g. increase in young people from North Africa being involved in forced drug transactions).
- Finland identified a need to **further harmonise definitions in terminology**. Some strategies refer to “labour exploitation targeted at foreigners” instead of trafficking in human beings.
- France identified a **need for additional resources to address trafficking in human beings**. The French National Consultative Commission on Human Rights (*Commission nationale consultative des droits de l'homme – CNCDH*) had highlighted the lack of resources allocated to the Interdepartmental Unit for Protecting Women Against Violence and for Combating Trafficking in Human Beings (MIPROF) and recommended transforming the MIPROF into an inter-ministerial delegation, increasing the number of staff and dedicated budgets, particularly for supporting associations, working together to develop a national mechanism, and stepping up training and prevention.
- The Netherlands highlighted a **need for more cooperation and international alignment on new and innovative investigation tools to fight trafficking in human beings**. Currently, each country is individually trying to understand how to make use of innovative investigative tools (data scraping, crawling, big data etc.), but there is a lack of coordination. Greater alignment at the EU level might be beneficial, providing clearer direction for all stakeholders involved.
- The Slovak Republic identified as a gap the lack of a secured communication platform of transnational referral mechanism in order to prevent risks of sharing personal and sensitive information on victims of trafficking in human beings among stakeholders involved in support and protection.



6.2. FUTURE POLICIES AND MEASURES

In 11 EMN Member Countries, Serbia and Georgia, discussions are ongoing on how future policies could address identified needs, and/or there are already plans to develop new policies and measures to address the international dimension of trafficking in human beings.³²⁷

At the end of 2023, several countries were **reviewing (or establishing) their national anti-trafficking strategies**,³²⁸ including, in some cases, to reinforce international cooperation.³²⁹ In Greece, the Ministry of Foreign Affairs (ONR) is in the process of setting up two working

groups, with the collaboration of all the relevant state and non-state actors, to update the National Action Plan 2019-2023 to include more emphasis on international cooperation to combat trafficking in human beings and strengthening cross-border cooperation, among other measures involving third countries. Some **institutional changes** are foreseen in France and Sweden. France is planning to establish a National Observatory of trafficking in human beings in order to better quantify the phenomenon and guide public action and Sweden is planning to re-establish the position of Special Envoy against

³²⁴ LT.

³²⁵ DE.

³²⁶ FR, LV, PL, SI.

³²⁷ BE, DE, EL, ES, FI, FR, HU, NL, PL, SE, SK, and GE, RS.

³²⁸ BE, DE, EL, ES, FI, FR, SE, SK, and GE, RS.

³²⁹ DE, EL, and RS.

trafficking in human beings and exploitation within the Ministry of Foreign Affairs.

Some countries are also discussing **concluding, renewing or reinforcing cooperation agreements with third countries of origin and transit of victims**.³³⁰

France, as part of the implementation of its new plan 2024–2027, is working with institutional stakeholders in certain geographical areas (Western Balkans, Morocco, Colombia, Côte d'Ivoire) to consider enhanced collaboration on victim protection, involving public institutions and civil society. The objective is to set up bilateral cooperation between national coordinators in the fight against trafficking in human beings to strengthen the detection and support of victims, through prevention and follow-up measures in the event of their return to the country of origin. In 2025, France will start a project with Colombia aiming to strengthen day-to-day Franco-Colombian police and judicial cooperation to improve care for victims of trafficking in human beings for the purpose of sexual exploitation. Slovenia is under negotiations to conclude agreements with Serbia and Bosnia and Herzegovina to improve the prevention, identification, protection, referral and participation in criminal and other proceedings, and mutual assistance in the voluntary return of victims and potential victims of trafficking in human beings. In Serbia, the first Action Plan implementing the National Programme for the Fight Against Trafficking in Human Beings 2024–2029 foresees the signature of bilateral protocols in the area of fight against trafficking in human beings with Slovenia, Bosnia and Herzegovina, Bulgaria and Hungary.

Box 26: CBSS Investigation Protocol on Trafficking in Human Beings for the Baltic Sea Region and Ukraine³³¹

During a workshop in Stockholm on 18–19 September 2024, the CBSS announced the development of an Investigation Protocol on Trafficking in Human Beings for the Baltic Sea region and Ukraine. The event brought together investigators from law enforcement agencies across the region, Ukraine, EUROPOL and Frontex, to address challenges and regional best practices in investigating trafficking in human beings, particularly regarding cross-border cases and cooperation.

The protocol seeks to enhance cross-border cooperation, formalise investigation procedures, and address legal and operational obstacles in combating trafficking in human beings.

The development of the investigation protocol was funded by the Government Offices of Sweden under the CBSS's PEX-BSR project, which aims among other things, to strengthen the know-how and investigation capacity of law enforcement agencies in the Baltic Sea region and Ukraine.

Finland and Hungary are planning to implement **measures to enhance the integration of third-country national victims of trafficking in human beings**.

In Finland, the new Act on the Promotion of Immigrant Integration – which enters into force on 1 January 2025 – foresees the preparation of a multisectoral assessment of competence and integration service needs for victims of trafficking in human beings. The integration plan includes agreements on services promoting integration, employment or entrepreneurship, health and well-being and social capabilities, on participation in the activities of organisations, communities or associations, on Finnish or Swedish language studies as well as on guidance and counselling. In response to the increase in migration flows from Ukraine and growing risk of trafficking in human beings among Ukrainian nationals, Hungary started a pilot programme supported by OSCE that aims to enhance protection and ensure long-term assistance for victims of trafficking in human beings. This will be done through the so-called “social path” approach which emphasizes the role of NGOs and the welfare system in the formal recognition of a trafficking victim. As a result of this pilot project, a national expert has been appointed to revise the legislation concerning the protection of victims of trafficking in human beings.

Finland, Greece and Slovenia are planning measures to **strengthen the identification of certain groups of victims**. In Finland, the Action Plan Against Labour Exploitation – published in 2024 – pays more attention to the ex-ante and ex-post monitoring of work-related residence permits to enable more efficient detection of irregularities in wage payments. The Government Programme also identifies several ways in which the prevention of labour exploitation of third-country nationals will be reinforced, for example by: enhancing supervision by the public authorities to ensure that the police have sufficient resources and powers to investigate abuses in work-based immigration; improving cooperation between public authorities; stepping up measures to combat trafficking in human beings; ensuring exchange of information between the public authorities; preventing labour exploitation related to immigration; and securing support services for the victims. Slovenia is preparing guidelines – in cooperation with the NGO Legal Centre for the Protection of Human Rights and the Environment (PIC) and UNHCR – to improve the identification and referral of trafficking victims among applicants for international protection. Greece started to implement a project (in 2024) that aims, among other things, to reinforce the identification of (potential) third-country victims of trafficking in human beings (see Box 27).

³³⁰ FR, SI, and RS.

³³¹ CBSS, CBSS Begins Development of Investigation Protocol to Combat Human Trafficking, <https://cbss.org/2024/09/19/cbss-begins-development-of-investigation-protocol-to-combat-human-trafficking/>, accessed 27 October 2024.

Box 27: Greece - PROCAP Special Action / Protection of victims of human trafficking, capacity building and support to key social partners

In 2024, Greece started a new project that specifically aims to combat trafficking in human beings of third-country nationals in Greece. The PROCAP Special Action project provides psychosocial, material and legal support to victims and potential victims of trafficking in human beings living in third-country national accommodation structures and urban environments in the regions of Attica and Central Macedonia. At the same time, training will be provided to workers in key sectors that come into contact with potential victims of trafficking in human beings (gates of entry, such as airports, means of transport, tourism, businesses, etc.), in order to contribute to early intervention and identification of victims.

The project is funded by AMIF and implemented by the NGO KMOP, the NGO Solidarity Now and the National Center for Social Solidarity (EKKA).

7. CONCLUSIONS

The study provided an overview of EU-funded measures and EMN Member and Observer Countries' efforts to address the trafficking in human beings from third countries towards their countries: a) in third countries of origin and transit of victims (and potential victims); and b) in their respective countries, where these efforts have an international component. It specifically looked at policies and measures, as well as good practices and challenges in addressing this international dimension of trafficking in human beings, in connection with each of the priorities identified by the EU Strategy on Combatting Trafficking in Human Beings 2021-2025 i.e. prevention and demand reduction; law enforcement and judicial response; identification, protection and support to victims; and international partnerships. The study also provided some examples of outcomes and outputs of existing efforts in this context and identified existing needs in addressing the international dimension of trafficking in human beings as well as ongoing discussions and plans to address these.

Several conclusions can be drawn from the study.

The international dimension of trafficking in human beings has gained in importance at EU level in recent years, leading to the recognition of this aspect as a specific priority under the EU Strategy on Combatting Trafficking in Human Beings 2021-2025. The EU Strategy also highlights the importance of considering the international dimension of trafficking in human beings in the other three pillars of the Strategy i.e. breaking the criminal business model of traffickers, reducing demand, and protecting and empowering victims. The EU has played an important role in supporting EU Member States' efforts to address trafficking in human beings of third-country nationals through the provision of funding as well as supporting coordination and the exchange of information, including through EU Agencies. In this context, EMPACT THB has been key platform in facilitating the law enforcement cooperation at EU level and with third countries and international organisations. Under the EMPACT umbrella, participating law enforcement agencies could join efforts to undertake simultaneous law enforcement operations to dismantle trafficking networks across several countries (through Joint Action Days) or set up JITs with Eurojust's support involving law enforcement and judicial authorities of several countries.

When addressing the international dimension of trafficking in human beings EMN Member Countries have prioritised a wide range of thematic areas, spanning across all priorities of the EU Strategy. Some of the main thematic areas prioritised by EMN Member and Observer Countries included the prevention

of trafficking (e.g. through awareness raising), the provision of support, assistance and protection to victims (including vulnerable groups like children and women), the reinforcement of the prosecution of perpetrators (including through efforts to fight transnational organised crime) as well as the identification of third-country national victims.

Geographically, most efforts to address the international dimension of trafficking in human beings were directed towards countries in Southeastern and Eastern Europe (with special attention given to Ukraine following Russia's war of aggression on the country) as well as countries in West and East Africa.

At policy level, most EMN Member and Observer Countries address the international dimension of trafficking in human beings as part of their national anti-trafficking policies/action plans, and/or other government policies or strategies, which contain one or more objectives referring to this aspect. EMN Member Countries also reported a number of interconnections between these policies and other policy areas like asylum and migration policies, as well as migrant smuggling and border management policies. In a few countries, there were also links with fundamental rights policies, or policies combating organised crime and labour exploitation.

In a number of countries, however, the international dimension of trafficking in human beings is not specifically addressed at policy level but rather targeted under broader national policies that do not differentiate between nationalities or through the implementation of specific measures in third countries or initiatives that specifically target third-country nationals.

Most EMN Member and Observer Countries have funded or implemented targeted measures specifically addressing the international dimension of trafficking in human beings in their countries and/or in third countries of origin and transit of victims.

These measures – to a greater or lesser extent – covered all priorities of the EU Strategy. They were implemented in cooperation with a number of different partners (e.g. local and international NGOs, international organisations, national/local authorities in third countries and in EMN Member and Observer Countries) and were funded through a combination of EU and national funds. The measures covered a range of third countries (nationalities) and primarily targeted victims of trafficking, frontline actors, national authorities as well as law enforcement and judicial authorities. In terms of duration, the measures

greatly differed, lasting from less than one year to over four years.

EMN Member Countries invested significant efforts in the priority area related to prevention and demand reduction, mostly through measures in third countries of origin and transit, yet also – to a lesser extent – in their own national territories.

Initiatives in this context sought to provide information and raise awareness of the risks of trafficking in human beings among third-country nationals, to reduce acute vulnerabilities of potential victims and to improve resilience against the risks of trafficking in human beings. Some of the measures implemented or funded in third countries also intended to reinforce existing protection structures to prevent trafficking. As a result of these measures, EMN Member and Observer Countries produced a number of awareness raising materials (e.g. brochures, posters, dedicated websites, social media campaigns) and some countries reported an improvement in the understanding of potential victims of existing risks associated with trafficking in human beings.

Efforts to prevent trafficking in human beings of third-country nationals were in some cases challenged by existing cultural differences, obstacles in cross-border cooperation and difficulties in identifying vulnerable groups to raise awareness on the risks of trafficking. The organisation of awareness raising campaigns (both in third countries and in EMN Member and Observer Countries) was identified as a good practice to prevent trafficking in human beings of third-country nationals. The good cooperation with countries of origin and transit, and with local CSOs was also reported as a good practice.

EMN Member and Observer Countries also undertook specific efforts in the priority area of law enforcement and judicial cooperation with a view to combat the international dimension of trafficking in human beings.

Targeted efforts in this context were primarily undertaken in third countries of origin and transit of victims with a view to reinforce the capacity of third-country law enforcement and judicial authorities and enhance the exchange of information and cooperation among competent authorities at national, regional and/or international level. Some specific measures were also implemented in EMN Member and Observer Countries with the aim to enhance law enforcement capacity to detect and combat criminal networks and reinforce cooperation. In some cases, measures to enhance the law enforcement and judicial response to trafficking translated in better international cooperation and exchange of intelligence and information among the relevant law enforcement and judicial authorities.

Some of the challenges faced by EMN Member and Observer Countries in reinforcing law enforcement and judicial cooperation with third countries included differences in legislation or difficulties in cooperation and communication with competent authorities. In EMN Member and Observer Countries, most challenges in this context were connected to legal restrictions on the use of personal data, lack of skills of relevant personnel, and an increased use of online platforms by criminal groups. The presence of police liaison officers in third countries as well as the support that EU Agencies provide in cooperating with

competent authorities in those countries were seen as a good practice. The mentoring and training of law enforcement authorities and the establishment of specialised law enforcement units in EMN Member and Observer Countries were also identified as a good practice.

A range of targeted measures were also adopted in relation to the priority to identify, protect, assist, support and empower third-country national victims both in third countries and in EMN Member and Observer Countries.

Efforts in this context primarily included the provision of direct support to victims (e.g. shelter, medical and mental health care, legal advice, integration support), initiatives to enhance existing protection systems and specific measures to improve the identification of (potential) third-country national victims. In some EMN Member and Observer Countries, victims also received specific support for their voluntary return and reintegration. As a result of the measures implemented, some countries reported an overall improvement in the identification and protection of victims with others highlighting the better support available for victims as one of the main results of these efforts.

The identification and protection of victims in third countries was sometimes challenged by the lack of knowledge of relevant personnel providing assistance, ineffective referral mechanisms, or lack of victims' trust in authorities. This last aspect was also a challenge in EMN Member and Observer Countries together with difficulties in cooperation with third countries and challenges caused by an increased use of online channels by traffickers. Cooperating with NGOs in third countries and enhancing the capacity of relevant stakeholders were identified as good practices in the identification and protection of victims.

As encouraged by the EU Strategy, most EMN Member and Observer Countries have cooperated with third countries and international organisations to combat trafficking in human beings.

With third countries, this cooperation mostly happens at operational level on an ad-hoc basis being formalised through official agreements only in a few cases. Cooperation with international organisations greatly varies with some countries engaging in more formal cooperation and some others cooperating primarily on a project based. Cooperation with specific third countries or regions was in some cases hampered by the political situation in those countries.

EMN Member and Observer Countries also reported some good practices in their cooperation with international partners like the active involvement of third countries in anti-trafficking efforts, the organisation of meetings and study visits with third countries, the cooperation through regional and multilateral platforms or partnering with international organisations for the provision of training and awareness raising.

Despite existing efforts to address the international dimension of trafficking in human beings, EMN Member and Observer Countries have also identified a number of needs or specific aspects that could be reinforced. These included the need to further enhance efforts to identify and protect victims, the need to enhance financial investigations connected to trafficking in human beings, and the need to tackle trafficking in human beings in the digital space. Other areas for improvement were

related to the need to reinforce existing institutional and cooperation structures, and the need for more capacity building for competent authorities and better coordination.

To address existing needs, countries are currently having discussions on how future policies could address those or have plans to develop new policies and measures covering these aspects. At the end of 2023, several countries were reviewing (or establishing) their national anti-trafficking strategies, including, in some cases, to reinforce international cooperation. Some countries are also considering enhancing their cooperation with third countries and others are planning to adopt measures to enhance the integration of third-country national victims and/or to strengthen the identification of certain groups of victims.

8. ANNEX I: NATIONAL MEASURES IMPLEMENTED IN THIRD COUNTRIES



Prevention, awareness raising and reduction of the demand that fosters trafficking in human beings



Law enforcement and judicial cooperation to break the criminal model of traffickers



Identifying, protecting, assisting, supporting and empowering victims

Note: This table does not include EMPACT activities and COPs which were reported in Section 2 of the report.

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
AT									
Intergovernmental Authority on Development (IGAD): Promoting Peace and Stability in the Horn of Africa Region		East Africa and the Horn of Africa	October 2017/ November 2018 to September 2023	€ 25 300 000 of EU funds as well as approximately € 1 000 000 each from Austria, Sweden and the Kingdom of the Netherlands	Austrian Development Agency, Intergovernmental Authority on Development	Policy organs as well as governmental and non-governmental institutions in the Horn of Africa	Contribute to achieving sustainable peace, security and stability	Promoting the implementation of the regional peace and security strategy, including in the context of transnational security threats and human trafficking; Improving the new data collection system; Conducting assessments and reviews of existing systems, policies and strategies; Coordinating government institutions to develop regional mediation strategies and protocols.	Closed
The Child Protection Hub for South-East Europe		Albania, Bosnia and Herzegovina, Kosovo, Republic of Moldova, Serbia	June 2018 to March 2022	€ 780 000	Terre des hommes Foundation « Lausanne »	Child protection professionals in all areas, children at risk of or who are victims of trafficking in human beings, exploitation and other forms of violence in targeted countries	Establish a child protection system that influences the development of policies, structures and accountability mechanisms of child protection	Capacity-building; Continued knowledge management of the ChildHub portal as an interactive platform for professionals; Annual regional conferences that enable professionals to exchange information; Strengthened collaboration with existing networks such as Eurochild and ChildPact.	Closed
Support for Justice, Law and Order Services	 	Uganda	July 2021 to June 2025	€ 8 million	Ministry of Finance, Planning and Economic Development – Uganda	Population of Uganda, 18 institutions in the legal and judicial sector in Uganda, including the Ministry of Justice and Constitutional Affairs, judiciary (coordination), Office of the Public Prosecutor, Human Rights Commission, Uganda Police Force, Ministry of Gender	Improve access to the justice service delivery system	Capacity-building; Development of service delivery standards; Construction of courts, police stations and prisons as well as other activities; Support trafficked persons by temporarily providing food, accommodation, medical care, transportation and comprehensive criminal investigations.	Ongoing
Contribution to IOM Tunisia Appeal	 	Tunisia	February 2022 to February 2024	€ 2 million Foreign Disaster Relief Fund	IOM	Vulnerable migrants, victims of trafficking and exploitation, and survivors of gender-based violence	Reduce acute vulnerabilities, provide protection, and improve resilience and access to critical services	Establishing emergency shelters; Recruiting and training relevant protection personnel; Offering orientation and vocational training to migrants; Providing socio-economic support interventions for unaccompanied migrant children; Providing exit orientation and referrals.	Closed

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Strengthening civil society organizations for the promotion and protection of human rights		Lesotho	February 2023 to January 2026	€ 44 400	World Vision Austria – an organization providing development cooperation, humanitarian relief and advocacy	Children and 8,500 members of the community are to be reached as direct target groups of the initiative at municipal level. All in all, the improved reporting structures and greater efficiency in the delivery of services should indirectly benefit 100,000 members of the community	The project aims to strengthen social protection systems in monitoring, preventing and responding to human trafficking and violations of the rights of persons with disabilities	Delivering training (including training-the-trainer courses) for children's clubs and assistant social workers on how to approach and raise awareness of human trafficking and violations of the rights of persons with disabilities; delivering training for journalists on human trafficking and the rights of persons with disabilities; Delivering psychosocial support sessions and training for trafficked persons, as well as providing materials for establishing income-generating business activities; Developing simplified versions of the 2011 Anti-Trafficking in Persons Act and the 2021 Persons with Disability Equity Act.	Ongoing
BE									
	 	Vietnam	October 2023 – April 2024		Pacific Links Foundation	At-risk youth	Establish a youth-led group to create posts, content, and conduct contests and activities to continually promote messages on trafficking prevention and safe migration; help people recognise traffickers' tactics and misinformation and understand the risks associated with trafficking and irregular migration; expand the role of frontline responders and stakeholders in preventing trafficking and promoting safe migration.	Social media initiative, awareness events, capacity-building training activities.	Closed
Information campaign		Vietnam	2022-2023		Pacific Links Foundation	At-risk youth	Raise awareness on the dangers of human trafficking; create and develop frontline support; enhance the capacity of vulnerable populations, frontline responders, and stakeholders in preventing trafficking, forced labour, exploitation, and irregular migration in targeted areas; provide advice on legal migration pathways.	Social media campaign and awareness events, capacity-building training, field visits for Belgian government representatives	Closed
Information campaign		Nigeria	November 2023 – February 2024		Pathfinders Justice Initiative, Inc.		Preventing human trafficking and irregular migration.	Jingle radio, caller ring back tune, flyers, billboards, documentary.	Closed
Training of Trainers		Tunisia	January 2023	Council of Europe	France	Law enforcement agencies, frontline actors, field players in charge of implementing the referral mechanism.	Training of trainers	Regional workshops, case law analysis	Closed
Training		Albania, Moldova, Montenegro, North Macedonia, Serbia	September 2022-January 2024	UN, US State Department	France	Law enforcement agencies	Training	Regional workshops, case law analysis	Closed
Brochure distribution	 	Belgian diplomatic network			Belgian diplomatic and consular posts	Applicants for visas in view of obtaining a work permit in Belgium	Raise awareness on the risks of labour exploitation both before and after arrival in Belgium	Distribution of a brochure in several languages to be distributed by the Belgian diplomatic network	Ongoing

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
BG									
Information campaigns		Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Tajikistan, Turkmenistan, Uzbekistan, Ukraine	2021, 2022, 2023	National funding	The National Commission for Combating Trafficking in Human Beings (NCCTHB), local commissions of NCCTHB, Ministry of Foreign Affairs, Ministry of Labour and Social Policy/ Employment Agency	Seasonal workers - applicants for work permits	Providing information on the possible risks of being involved in human trafficking for the purpose of labour exploitation, practical advice, hotlines and accessible counselling services before their departure	Distribution of informational materials through the consulates in the aforementioned countries along with the application or with the visas/ work permits.	Closed
Preventing and Combatting Trafficking of Human Beings in the Western Balkans (PaCT)	  	Albania, Bosnia and Herzegovina, Kosovo, North Macedonia, Serbia	June 2019–December 2022	€7.8 million, Germany, Federal Ministry for Economic Co-operation and Development (BMZ)	GIZ	Government Agencies, Civil Society, (Potential) Victims of THB	1. Strengthening the resilience of vulnerable groups against the risks of human trafficking, 2. Improved identification of (potential) victims of human trafficking, 3. Improved collaboration and coordination between relevant actors 4. Offering training and further education as well as target group and needs-based counselling in the area of mental health and psychosocial support.	Refer to objectives	Closed
DE, FR, IT									
EU Support to Strengthen the Fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans (EU4FAST)	  	Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia, Serbia	June 2023–May 2027	BMZ: € 1.5 million; European Commission (DG NEAR): € 30 million; Italian Ministry of Interior: € 1 375 million; Kingdom of the Netherlands: € 428 000	Austrian Ministry of Interior, German Federal Police (Bundspolizei), Center for International Legal Cooperation (CILC), CIVIPOL, Croatian Ministry of Interior, Italian Ministry of Interior, Slovenian Ministry of Interior	Government Agencies, Civil Society, (Potential) Victims of THB	The project aims to reinforce the rule of law in the Western Balkans by strengthening the capacities of the national and regional authorities for preventing and combatting migrant smuggling and trafficking in human beings. A tailored approach in line with the specific needs of the partners will be directed towards all relevant institutions and stakeholders to enhance capacities on an institutional and individual level to ensure efficient identification and protection to (potential) victims of trafficking in human beings as well as to refer them to relevant state and non-state support services.	Refer to objectives	Ongoing
DE									
Reinforcing the capacity of centers to protect and support survivors or children at risk of internal child trafficking in Ho Chi Minh City (HCMC)		Vietnam	January 2023–December 2023	€ 75,000, - funding by the Division for Human Rights and Gender Issues, Federal Foreign Office of Germany	NGO Planète Enfants & Développement	At-risk children and victims of trafficking in human beings	Provide education and training to social workers who work with children; strengthen capacities to identify and support victims	Establishing a multidisciplinary support mechanism for recovery and reintegration of victims by 1. facilitating access to psychological, legal, and medical resources, 2. establishing access to education and support for reintegration, 3. training and capacity-building of social workers and teachers working with at risk groups.	Closed
Strengthening Ethiopia's capability to address forced labour and human trafficking	  	Ethiopia	January 2022 – July 2023	€ 400 000	ILO, Government of Ethiopia	ILO	Strengthening of the legal, policy and institutional framework on human trafficking and forced labour	Developing a road map for the collection and analysis of data on human trafficking and forced labour as well as equipping social partners and NGOs to participate at policy-making processes	Closed

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Better Migration Management (BMM III)		Horn of Africa (Ethiopia, Djibouti, Kenya, Somalia, South Sudan, Uganda)	May 2016 – February 2025	€15 million Phase III co-funded by the EU and BMZ	GIZ, Civipol, British Council (BC), IOM, UNODC	Victims of trafficking, national authorities, National/local CSOs	To promote safe, orderly and regular migration within and from the Horn of Africa region, through a human rights-based approach. The specific objectives of this action are: 1) to enable national and regional authorities, institutions and other relevant actors in the area of migration governance to act in accordance with global and regional migration governance frameworks, in full respect of human-rights and the rights of migrants and displaced people; 2) To increase national and cross-border cooperation on trafficking of human beings and smuggling cases between law enforcement, judicial and other state and non-state actors, in coordination with existing regional initiatives and in accordance with international obligations and standards; 3) To improve protection of victims of trafficking and vulnerable migrants at local, national and regional levels.	1) Supporting migration governance in order to create the legal principles and framework for regionally coordinated migration management. For example, the project assists representatives of government and civil society organisations to regulate work and residence rights for migrants and develop national migration laws; 2) Helping institutions to combat human trafficking and people smuggling. The project supports integrated border management and refers migrants to a range of social services, as well as arranging training for civil servants and civil society stakeholders in the investigation and prosecution of human traffickers; 3) Protecting the victims of trafficking and vulnerable migrants. The project promotes civil society organisations that provide various services for migrants and victims of human trafficking, for example accommodation, medical and psychosocial care and legal advice.	Ongoing
Support to the Gambian Security Sector Reform process for improved Security, Migration and Border management		Gambia		€ 6.7 million (EU contribution is € 6 million)	The Gambia Ministry of the Interior	Law enforcement authorities	The Overall Objective of this action is to ensure security at individual and community level. The Specific Objectives (Outcomes) of this action are: 1. The Gambia Police Force provides improved security that complies with norms and good practices, including human rights and gender equality; 2. To strengthen internal and external accountability of security sector actors; 3. To enhance migration management, namely border management and countering migrant smuggling and trafficking in human beings; 4. To enhance effectiveness of selected Gambian police stations outside Greater Banjul.		Ongoing
EE									
MIEUX+ Mauritius III		Mauritius	November 2021 – October 2023			Law enforcement and judicial authorities of Mauritius	Developing SOPs for collaboration between different counterparts, reactive and pro-active investigation, robust case management and for management of shelter for adult male victims. Main objective is to enhance law enforcement and judicial response to trafficking in human beings.	Drafting the SOPs and holding workshops for its implementation.	Ongoing (activity 2 – drafting the SOP)

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
EL									
		Pakistan	May 2023 – April 2025	AMIF	Ministry of Interior, Austria/Ministry of Interior, Bulgaria/Ministry of Foreign Affairs, Finland/Ministry of Migration and Asylum, Greece/Federal Office for Migration and Refugees, Germany	Afghan and Pakistani nationals who are considering irregular pathways to Europe – key influencers, such as families, friends, community leaders, returnees, private sector, media and teachers, who play a significant role in shaping their decisions	The primary objective of this project is to raise awareness and influence the perception and behaviour of potential and intending Afghan and Pakistani migrants in Pakistan who are considering irregular pathways to Europe.	Information dissemination and awareness raising campaign- The project will hence build sustainable networks and platforms among different groups of stakeholders and build their capacities, in particular within the Government of Pakistan, local government entities, at community level, CSOs, youth volunteers as well as local media – a preparatory research will focus on the one hand on the migration context of Afghans in KP, identify the target audiences and participants, characteristics, information needs, etc. that affect or influence their decision making processes – building on the PARIM I findings, the research will develop a more in depth understanding on Pakistani returnees as strong influencers on migration trajectories in their communities, specifically in Punjab, through qualitative research – A robust evaluation of the campaign activities will allow to adapt within the action duration and identify lessons learned for future campaigns.	Ongoing
ES									
Training of Mauritanian Police Forces		Mauritania	Since 2020		Spain	Human trafficking victims and smuggled migrants	Prevent irregular immigration and combat human trafficking	Continuous work with the Mauritanian police	Closed
ECI-Migration Phase II – Joint Investigative Teams to combat criminal networks involved in facilitating irregular migration and human trafficking		Niger	2023-2028	€ 13 million	FIIAPP (Spain)	Law enforcement and judicial authorities	Fight against criminal networks linked to irregular migration, trafficking in human beings and the smuggling of migrants.	Four components: 1. To strengthen the investigative and judicial capacities of the Special Investigation Division in charge of the fight against organised criminal networks, THB, SoM, documentary fraud and related offenses; 2. To contribute to maintaining the rate of successful cases brought to justice linked to the fight against irregular migration and THB as well as keeping the high standard of case management; 3. To enhance cooperation between the Special Investigation Division and other services of the National Police, national authorities and the Judiciary; 4. To contribute to strengthening police cooperation in the field of anti-smuggling in the region.	On hold (suspended due to a coup d'etat in the country)
NETCOP – Senegal		Senegal, Mali, Guinea Conakry, Guinea Bissau.	01/12/2023 – 01/12/2026		CIVIPOL and France	Victims of human trafficking and smuggled migrants	The project will work for three years with the specific objective of strengthening the capacities of internal security forces in terms of prevention, intelligence and the fight against illicit trafficking at the border and organized crime, including migrant smuggling, human trafficking and terrorism in Senegal.	Continuous work with the country's police	Ongoing
COP Mauritania – Nouakchott		Mauritania	2022-September 2025	€ 4.5 million	Spain	Victims of human trafficking and smuggled migrants	Prevent irregular immigration and combat human trafficking	Continuous work with the country's police	Ongoing

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
COP Gambia		Costa Marfil, Gambia, Guinea, Conakry, Mauritania, Niger, Senegal	March 2021- June 2025	€ 1.437 million	Spain and Germany	Victims of human trafficking and smuggled migrants	This project aims at creating a Common Operational Partnership (COP) working alongside Gambian Law Enforcement agencies, to investigate, disrupt and prosecute organized crime groups (OCGs) responsible for smuggling of migrants (SoM) and trafficking in human beings (THB). The project would increase and improve the coordination of all the relevant stakeholders in the struggle against those crimes: the Gambia Police Force (GPF), the Gambia Immigration Department (GID), and other actors like the National Agency Against Trafficking in Persons (NAATIP) or the Prosecutor's Office.	Continuous work with the country's police	Ongoing
The Action Against trafficking in Persons and Smuggling of Migrants in Nigeria (A-TIPSOM PROJECT)		Nigeria	2018-April 2024	€ 8 million	FIIAPP (Spain) and EU	Victims of human trafficking and smuggled migrants	The main objective of the EU-funded project is to reduce human trafficking and smuggling of migrants, at national and regional level, as well as between Nigeria and the EU.	Continuous work with the country's police	Ended
Training		Andorra, Argentina, Brasil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Portugal, Republica Dominicana	October 2024		Guardia Civil (One of the two national police forces in Spain)	Ibero-American police forces	Update and enhance knowledge and experiences	Raising awareness and cooperation with other countries, as well as learning about and sharing experiences in the investigation of trafficking and the treatment of victims.	Closed
EUROF-RONT - Fight against trafficking of human beings		Latin America	2020- October 2025	€ 10 million	FIIAPP (Spain), ILA and IOM	Victims of human trafficking and smuggled migrants	Support the fight against human trafficking and migrant smuggling in Latin America. Component II: to contribute to the security, respect and protection of the human rights of migrants in the context of human trafficking and migrant smuggling at a national and regional level in Latin America.	Strengthen existing strategies in the member countries of the Programme, developing new practices and strategies based on specific knowledge produced by Programme specialists in association with local governments and considering best international practice in the field.	Ongoing
Governance, stabilisation of border regions and migration management		Mauritania	May 2024-May 2026	€ 10.5 million	FIIAPP (Spain), IOM, Themis	Victims of human trafficking and smuggled migrants	Strengthen security, migration management and livelihoods of the local population, with (among others) a focus on combating criminal networks involved in migrant smuggling and trafficking in human beings		To be started

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
FI									
Working in Finland brochure ³³²		All countries. The brochure is distributed in countries where people can apply for a Finnish residence permit at Finnish diplomatic missions.	Started in summer 2021		Local NGOs in cooperation with MFA (in particular the magistrate chargé de mission on trafficking in human beings - Permanent Mission of France to the UN)	People going to work in Finland	The Working in Finland brochure, which explains the terms of employment observed in Finland. In addition, the brochure advises employees on what to do if they are exploited at work. The booklet also includes links to organisations that provide help to workers. The brochure is intended for people coming to work in Finland and is published in 24 different languages.	The printed brochure is distributed by the Finnish Immigration Service and Finnish diplomatic missions. The brochure is also available in different languages at https://tem.fi/tyoskentely-suomessa . The diplomatic missions give the brochure to residence permit applicants, especially if the applicant is about to work in a sector where trafficking in human beings occurs more frequently, such as the restaurant sector.	Ongoing
"Prevention of substance abuse and trafficking in human beings in Burundi". ³³³	 	Burundi	2023–2024 (previous period 2020–2022)	€ 337 600 ³³⁴ Ministry for Foreign Affairs/Finlandssvenska Pingstmission rf	Finlands svenska Pingstmission rf, Fila Church Helsinki, Samaria Group Finland, CEPBU ³³⁵	Young people exposed to substance abuse and trafficking in human beings in the Bujumbura, Cibitoke, Gitega, Makamba, Muyinga, Rumonge and Ruyigi provinces.	1) increase the capacity of civil society to strengthen societal participation to fulfil the rights of young people through the prevention of exploitation and trafficking in human beings in Burundi, 2) strengthen the resilience of young people against substance abuse and human trafficking. The project promotes the fulfilment of rights and reduces capacity gaps to achieve a healthy life and better living standards for young people exposed to substance abuse and trafficking in human beings.	Raising awareness of exploitation and trafficking in human beings through distributed leaflets, banners, a radio programme and public gatherings.	Ongoing
Collective Action for Improving Migrants' Rights and Access to Justice (CLAIM) ³³⁶	  	Bangladesh	2023–2026	€ 504 000 ³³⁷ Ministry for Foreign Affairs/Caritas Finland	Caritas Finland, Oivabashi Karmi Unnayan Program (OKUP) and Catholic Agency for Overseas Development (CAFOD). ³³⁸	Female migrant workers and their home communities, authorities, national decision-makers	1) Women and girl migrant workers and their communities are equipped and empowered to uphold their rights and advocate against unsafe migration, trafficking, forced labour and exploitation. 2) Migrant workers and duty bearers (e.g. law enforcement agencies, lawyers and judicial officials) are mobilised with the knowledge and tools to access and secure justice. 3) National and international policy makers take action to safeguard the rights of women and girl migrant workers and improve their access to justice mechanisms. The project will directly benefit 8,200 migrants (5,009 women/girls) and 20,043 of their family members (total 28,243 people), 240 lawyers/judges, 160 law enforcement officials, 175 Counter Trafficking Committee (CTC) members, 20 Bureau of Manpower, Employment and Training (BMET) arbitration cell officials and 8 journalists.	Communities receive training related to labour migration, the prevention of trafficking in human beings and the communities' rights. Migrant workers receive training on their rights before emigration. Returning migrant workers, who have been victims of crime, receive support for legal proceedings. Lawyers, judges and decision-makers are trained on the rights of migrant workers and consulted to develop the system. An annual "Access to Justice" report is published, with consultation with migrant workers, lawyers, judges and decision-makers. The report highlights shortcomings and provides development suggestions for improving the rights of migrant workers. ³³⁹	Ongoing

³³² Ministry of Economic Affairs and Employment (undated), 'Working in Finland', <https://tem.fi/tyoskentely-suomessa>, accessed 18 March 2025; Ministry of Social Affairs and Health (15 June 2021), Ministry of Economic Affairs and Employment has published a brochure on employees' rights for those coming to work in Finland, https://stm.fi/-/56901608/tem-julkaisi-esitteen-tyontekijan-oikeuksista-suomeen-toihin-tuleville?languageId=en_US, accessed 18 March 2025.

³³³ Openaid (undated), 'Tubeho neza – Prevention av drogmissbruk och människohandel', <https://openaid.fi/fi/project/FI-3-2024-2024240152>, accessed 18 March 2025.

³³⁴ GRETA (2024), 'Evaluation Report Finland, Third evaluation round', <https://rm.coe.int/greta-evaluation-report-on-finland-third-evaluation-round-focus-access/1680b0577c>, accessed 18 March 2025.

³³⁵ FSPM (undated), 'Päihteet ja ihmiskauppa Burundissa, Tubeho neza', <https://www.fspm.fi/fi/paihteet-ja-ihmiskauppa-burundissa-tubeho-neza/>, accessed 18 March 2025.

³³⁶ Openaid (undated), 'Collective Action for Improving Migrants' Rights and Access to Justice (CLAIM)', <https://openaid.fi/en/project/FI-3-2023-2023230314>, accessed 18 March 2025.

³³⁷ GRETA (2024), 'Evaluation Report Finland, Third evaluation round', <https://rm.coe.int/greta-evaluation-report-on-finland-third-evaluation-round-focus-access/1680b0577c>, accessed 18 March 2025.

³³⁸ Caritas Finland (undated), 'Kollektiivista toimintaa siirtotyöläisten oikeuksien ja oikeussuojan parantamiseksi Bangladeshissa', <https://www.caritas.fi/bangladesh?lang=en>, accessed 18 March 2025.

³³⁹ Caritas Finland (undated), 'Kollektiivista toimintaa siirtotyöläisten oikeuksien ja oikeussuojan parantamiseksi Bangladeshissa', <https://www.caritas.fi/bangladesh?lang=en>, accessed 18 March 2025.

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Enhancing Well-being of Migrant Workers in Nepal ³⁴⁰		Nepal	2022–2025	€ 224 325, ³⁴¹ Ministry for Foreign Affairs/Finnish Evangelical Lutheran Mission	Finnish Evangelical Lutheran Mission, Centre for Mental Health and Counselling Nepal (CMC-Nepal)	Migrant workers and their family members in Nepal.	The aim of the project is to improve the well-being of migrant workers and their family members. As a result of the project, the mental health and psychosocial well-being of migrant workers and their family members have improved. In addition, local government has adopted the best practices highlighted in the project.		Ongoing
Power Girls ³⁴²		Nepal	2023–2026	€ 446 800, ³⁴³ Ministry for Foreign Affairs/ Interpedia	Interpedia, Children-Women in Social Service and Human Rights (CWISH)	1,600 school-going and 200 out-of-school girls, especially vulnerable girls like Dalits or girls with disabilities.	The project addresses gender equality and discrimination through improving child rights, especially those of vulnerable girls. The project aims, in four years (2023–2026) to ensure that: 1) Local programmes and structures in project Rural Municipalities enhance gender equality, non-discrimination and child rights to protection and participation 2) Communities and schools in two project Rural Municipalities safeguard child rights as well as non-discrimination, gender equality and inclusion 3) Girls in project areas are better able to safeguard their rights and promote non-discrimination and gender equality	The project takes a human rights progressive approach, creating systems-level dialogue between rights-holders and duty bearers, raising their capacity, empowering the girls themselves as well as improving child protection mechanisms and school environments. The project works with elected women representatives of local government, officials in Rural Municipal Education and Social Affairs Offices, teachers, school management committees, parent-teacher associations, parents, community leaders and other organisations.	Ongoing
FR									
Design of a prevention guide by the NGO Human Resources Without Borders (RHBF) as part of the national strategy to strengthen France's commitment to eliminating child labour, THB and contemporary forms of slavery by 2030		Countries of the Alliance 8.7	Since 2021		International Labour Organization (ILO)	The NGO RHBF has organised training sessions on its prevention guide for the French embassies and the MEAE services. More than a dozen positions abroad have been trained on the subject. Plans are in place to continue internal training efforts through the development of online modules with the Training Directorate of the MEAE.	Basis for action with companies, investors, public authorities and civil society, including consumer groups. This guide can be used by each stakeholder to share a common body of knowledge on the issues of child labour and forced labour.		Closed
Raise awareness among migrant populations on the risks of exploitation		Countries with which France has signed bilateral agreements.					To inform migrant persons of the risks of exploitation they face upon their arrival in France and the rights they hold.	Dissemination of information on various media (social networks, posters, flyers).	Ongoing
JIT (Joint Investigation team) in Niger		Niger	2019 – 2022 2023 – 2028	€ 11.5 million (EUTF) + EUR 13 million (phase 3)	FIIAPP, Civipol, CGEF (General Commissariat for Foreigners and Borders – Spain), Central Directorate of the Border Police – DCPAF (France)		Setting up a mentoring scheme involving French, Spanish and Nigerian investigators contributing to the quality of judicial proceedings in the fight against human trafficking	Mentoring and joint investigation. Equipment purchase to reinforce investigations capacities.	Ongoing

³⁴⁰ Openaid (undated), 'Enhancing Well-being of Migrant Workers in Nepal', <https://openaid.fi/en/project/FI-3-2022-2022220574>, accessed 18 March 2025.

³⁴¹ GRETA (2024), 'Evaluation Report Finland, Third evaluation round', <https://rm.coe.int/greta-evaluation-report-on-finland-third-evaluation-round-focus-access/1680b0577c>, accessed 18 March 2025.

³⁴² Openaid (undated), 'Power Girls', <https://openaid.fi/en/project/FI-3-2023-2023230302>, accessed 18 March 2025.

³⁴³ GRETA (2024), 'Evaluation Report Finland, Third evaluation round', <https://rm.coe.int/greta-evaluation-report-on-finland-third-evaluation-round-focus-access/1680b0577c>, accessed 18 March 2025.

Name of the measure	Thematic area	Country/ region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Anti-Money Laundering & Trafficking in Human Beings (AML-THB)		Countries of the Horn of Africa (Somalia, Djibouti, Ethiopia and Eritrea)	2018-2022 Phase 3 for 24 months started in October 2022	€ 4.9 million	Civipol	Members and observers of Eastern and Southern Africa Anti-Money Laundering Group (ESAAMLG), members of the Middle east and north Africa financial action task force, members of the <i>Groupe d'action pour le blanchiment d'argent en Afrique centrale</i> , members of the Inter-governmental action group against money laundering in West Africa.	To hinder cross-border criminal networks profiting from irregular migration and human trafficking, by focusing on their financial resources.	Technical assistance, regional meetings and workshop organization, trainings and trainings of trainers.	Ongoing
Better Migration Management	 	Djibouti, Ethiopia, Kenya, Sudan, Uganda, Eritrea, South Sudan, Somalia	Program originally Started in 04/2018 Phase 3 started 01/10/2022 for 36 months	€ 46 million	GIZ, CIVIPOL as grantee for police related activities (EUR 4 million)	Vulnerable migrants	Reinforcement of the governance of migration, strengthening the effectiveness of institutions to combat trafficking and smuggling, and protecting vulnerable migrants	Training activities to increase national and cross-border cooperation on trafficking and smuggling cases between law enforcement, judicial and other state and non-state actors, in coordination with existing regional initiatives and in accordance with international obligations and standards; equipment purchase to reinforce capacities	Ongoing
GARSI (G5 Sahel)		Mauritania, Mali, Burkina Faso, Niger and Chad	Started in 2016 – top ups in 2022	€ 66.6 million	CIVIPOL/FII APP	The <i>gendarmerie</i> of each country	To form an autonomous multi-purpose unit within the <i>gendarmerie</i> of each country to detect and disrupt various forms of crime (terrorism, trafficking, etc.)	Train and equip new units. Legal advice.	Closed
Rock 2		Sudan	Phase 2 36 months – Started on 04/2022	€ 5 million from NDICI	Civipol in partnership with Interpol		Creation of a platform for the exchange, sharing and analysis of operational information in the Horn of Africa		Ongoing
THB		North Macedonia	May 2022 - June 2022	€ 2 830 Ministry for Europe and Foreign Affairs (MEAE)/ Directorate of Cooperation of Security and Defence (DCSD)	Prefecture of Polce / Regional Directorate of the Judiciary Police Ministry of justice	Criminal police & ministry of Justice	Capacity building		Closed
Strengthening policies against organized criminal networks involved in the Smuggling of Migrants and related crimes, in particular Trafficking in Human Beings, along the Central and Western Mediterranean routes		Senegal, Niger, Nigeria, Ivory Coast, Guinea Conakry, Tunisia, Morocco, Libya, Mauritania	2022-2023	€ 100 000 (MFA) + € 40 000 cofounding from Sweden	UNODC and French experts (Ministry of Interior and Ministry of Justice) coordinated by the MFA (in particular the magistrate chargé de mission on trafficking in human beings – Permanent Mission of France to the UN in Vienna) - Input from Spain and Italy experts	Criminal Justice System	Strengthening national policies; Reinforce international cooperation among countries of origin, transit and destination in fighting these crimes	Gathering information (including through interview of key players); Elaboration of recommendations to strengthen policies; Chatham House meeting to validate these recommendations	Closed

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Annual Programming of cooperation activities against THB in South-Eastern Europe	 	Albania, Bosnia Herzegovina, Moldova, Montenegro, North Macedonia, Serbia and Kosovo, Ukraine	2023	€ 200 000 (MFA) + cofunding from Sweden	UNODC and French experts coordinated by the MFA (in particular the magistrate chargé de mission on trafficking in human beings – Permanent Mission of France to the UN in Vienna) Systematic invitation of experts from Bulgaria, Croatia, Greece and Romania	Criminal Justice System	Capacity building ; Reinforce international cooperation with these countries in fighting these crimes; reinforce cooperation among national authorities and with NGOs and the private sector	Regional Expert Group Meetings (REGM)	Closed
Annual Programming of cooperation activities against THB in South-Eastern Europe		Albania, Moldova, North Macedonia, Serbia, Ukraine	2022 - 2023	€ 60 000 in 2022 and EUR 50 000 in 2023 (MFA)	Local NGOs in cooperation with MFA (in particular the magistrate chargé de mission on trafficking in human beings and Permanent Mission of France to the UN	Direct assistance to victims through NGOs - Criminal Justice System	Providing assistance to victims; Capacity building; Reinforce international cooperation	Direct assistance - Study visit - Capacity building	Closed
ALTP - Project to support the fight against human trafficking in the Gulf of Guinea countries	  	Benin, Ivory Coast, Ghana, Guinea, Nigeria, Togo	48 months 2019-2023	€ 18 million (EU/France)	Expertise France		Institutional and operational capacity building, law enforcement, victim protection and regional cooperation	Operational and technical support to national institutions in charge of the fight against trafficking; Support for national communication campaigns; implementation / reinforcement of institutionalised education programs; Material and technical reinforcement of specialised police units and immigration services.	Closed
Combating trafficking in human beings: sustaining multi-agency collaboration through national simulation-based training exercises	Training and multi agency co-ordination; prevention and awareness raising; law enforcement and judicial cooperation; protection and assistance to victims.	OSCE Public Services	2021-2026	€ 28 000		Government authorities, civil society, national training institutes and academies of participating States	Enhancing and sustaining multi-agency co-ordination and strengthen partnerships among key governmental and non-governmental actors, including educational and training institutions	National and International simulation-based trainings	Ongoing
Preventing and responding to trafficking in human beings amid humanitarian crisis in Ukraine	Training and support of local authorities; prevention and awareness raising; law enforcement and judicial cooperation.	OSCE Public services (targeting Ukraine)	2022 - 2024	€ 50 000		Policy organs, governmental and non-governmental institutions	Supporting PS to implement recommendations issued by the SR/CTHB in order to enhance their efforts to prevent THB as well as to address challenges related to prosecution of traffickers and protections of victims stemming from the humanitarian crisis	National workshops and regional activities	Ongoing

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Support in identification and care of victims of THB		Morocco	2019-2024	EU French Development Agency (AFD) Fondation de France	Association Comité contre l'esclavage moderne (CCEM) Interministerial Mission for the Protection of Women against Violence and the Fight against Trafficking in Human Beings (MIPROF)	Practitioners and volunteers of 6 Moroccan associations Moroccan national coordinator against trafficking in human beings	Give autonomy in combatting trafficking on human beings related to labour exploitation, to 6 Moroccan partner associations, well known for their local and national involvement in Morocco regarding the fight against abuse of most vulnerable persons, and whose action covers the main 5 regions of origin of Moroccan nationals identified as victims in France and supported by the CCEM.	Training to detection; Workshops on legal counselling of victims; Workshops on sharing experiences and good practices; Creation of a network of lawyers; Drafting of a practical and methodological guide	Ongoing
Common Airport Liaison Officers (CALO)	 	Albania, Montenegro, Ethiopia	13 Jul 2021 - 13 Jul 2023	€ 0,47 million - ISF	Ministry of Interior (FR) and Civipol (FR)		This project is supported through the European network of immigration liaison officers and aims to bolster controls on boarding especially for connexions with Schengen countries through short-term deployments of Common Airport Liaison Officers. These activities may contribute to detecting trafficking in human beings cases.	Implementing screening activities, strengthening partners' capacity to detect document fraud, support their local partners and raise their awareness of document fraud detection and the risks of irregular migration, so as to reinforce boarding controls. The main ambition is to enhance on-site operational cooperation, facilitate information exchange, and provide greater reactivity and flexibility in response to arising new irregular migration flows on air borders.	Closed
IE									
Sustainable multi-agency collaboration through national simulation based training exercises ³⁴⁴	 	OSCE participating countries	November 2022-November 2023			Law enforcement and judicial authorities	The project aims to enhance the capacity of relevant OSCE participating States to effectively investigate and prosecute trafficking in human beings and to promptly identify and assist presumed victims of human trafficking by promoting a multi-agency, victim-centred and human rights-based approach	The project will provide targeted support to enhance and sustain future approaches to combatting trafficking capacity building, by sustaining simulation-based trainings as a methodology at national level. This simulation-based training methodology will subsequently become an integral part of the in-service training of anti-trafficking stakeholders in the relevant participating States and thus a meaningful tool to bolster multi-agency collaboration.	Ongoing
Advancing the Human Dimension of Security in Ukraine ³⁴⁵		Ukraine	March 2022 - June 2023	€90 000	Office for Democratic Institutions and Human Rights (ODIHR)	CSOs	To provide a needs-based and timely support to Ukraine and, in particular, its civil society organizations (CSOs), in the Human Dimension of Security domain.	Conducting training of trainers for CSOs and frontline responders on the topic of countering trafficking in human beings and national referral mechanism (NRM), with a particular focus on trafficking in children and women; Conducting rapid NRM assessments in the countries with Ukrainian border focused on strengthening the anti-trafficking response systems to address the risk of trafficking for Ukrainian refugees.	Closed

³⁴⁴ Information provided by Criminal Justice Policy for EMN Ireland Annual Report on Migration and Asylum 2023, June 2024.

³⁴⁵ Information provided by Criminal Justice Policy for EMN Ireland Annual Report on Migration and Asylum 2023, June 2024.

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Building peace in the Americas through access to the Inter-American justice system ³⁴⁶		Americas	January to December 2023	€ 50 000 National DFA funding	Inter-American Commission on Human rights	Judicial authorities	This funding supports the IACHR to hire a specialised paralegal with knowledge of Civil Procedure Rules to help clear the backlog on their processing section, making the processing of applications more expeditious and effective. This facilitates access to justice for groups that have historically been excluded from the justice system. The petitions addressed under the framework of the project include victims of human trafficking.		Closed
Every Child Protected Against Trafficking (ECPAT)		Burkina Faso, Côte d'Ivoire, Niger, and Guinea	2022-2025	€400 000	Every Child Protected Against Trafficking (ECPAT) International ³⁴⁷	Children at risk and CSOs	Aimed at increasing the protection of children against the changing nature of threats related to sexual exploitation and seeks to create a strong civil society-led movement aimed at addressing sexual exploitation of children.		Ongoing
IT									
Strengthening the Transnational Response to Smuggling of Migrants and Maritime Crime in West, North, and East Africa		Nigeria, Niger, Algeria, Libya, Sudan, Eritrea, Ethiopia	October 2017 – October 2022	€ 2.7 million	UNODC	Border authorities from source and transit countries	Strengthen law enforcement and judicial response to trafficking in human beings and irregular migration in targeted countries.	Capacity building, logistical support and training on investigations, processing of requests for judicial cooperation, border controls. Deployment of liaison magistrates to assist victims of trafficking.	Closed
Improving Border Management and Community Resilience towards Cross-Border Organized Crime in Niger, Mali and Burkina Faso with a focus on the Central Mediterranean Route		Niger, Mali, Burkina Faso	January 2022 – December 2023	€ 4.5 million	IOM	Border communities, administrative authorities and security forces of the border localities, National offices in charge of security and border management	Improve border security and build community resilience to illicit trafficking in border areas through a more sustainable and integrated border management approach	Enhancing capacities, logistical support and training on investigations, managing requests for judicial cooperation, border controls and deployment of supervisory magistrates to assist the victims	Closed
Enhancing Capacities to Better Manage Movements at Borders Along the Central Mediterranean Route		Tunisia	March 2022 – August 2025	€ 6.85 million Italian Ministry of Foreign Affairs and International Cooperation-Directorate General for Italian Citizens Abroad and Migration Policies (Repatriation Policy Reward Fund)	IOM	Tunisian National authorities	Enhancing capacities to facilitate safe movement and border management based on the respect for human rights at the main entry points and to tackle cases of human trafficking. Boosting the capacity of the Tunisian authorities in border and data management to improve the handling of movements at the borders and rescue operations at sea.	Technical assistance to the departments responsible for immigration and border management, training and peer exchanges, development of standard operating procedures, the provision of an information system for border management, equipment and infrastructure suitable for border management and surveillance, study visits in Italy and exchanging good practices.	Ongoing

³⁴⁶ Information provided by Criminal Justice Policy for EMN Ireland Annual Report on Migration and Asylum 2023, June 2024.

³⁴⁷ Women peace and Security, 'Third Annual Report on Ireland's third National Action Plan for the implementation of UNSCR 1325 and related resolutions on Women, Peace and Security (2019-2024)' https://assets.ireland.ie/documents/WPS_Annual_Report_2022_Digital_final.pdf, accessed 18 March 2025.

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
International migration in Africa: Shaping a positive narrative and removing barriers to mobility	  	African Union Member States	March 2022 – end of 2024	€ 2 276 245 Italian Ministry of Foreign Affairs and International Cooperation-DGMO (Italian-African Peace Facility) ³⁴⁸	African Union Commission (AUC) and United Nations Economic Commission for Africa (UNECA)	Ministries, Business Associations, Consulting Companies, Border Control Agencies, IOM, World Bank, ITU, GMDAC, UNHCR, ILO, Italian Organizations interested, AfDB, UNDESA	Promoting the economic empowerment of migrant women; improving migration statistics and the “Good Digital Identity” of migrants in the East and the Horn of Africa; supporting to the Technical Assistance Facility on Migration Governance of the AU and the organisation of training courses on migration management, for the benefit of African countries; supporting action against irregular migration flows from African countries; supporting the surveillance of cross-border infectious diseases and the collection of data on the health of migrants in Africa; Reinforcing the free movement of people and the paths for labour mobility and the portability of skills in Africa	Enhancing capacities and financial support for migrant women's projects – microenterprises, organised groups and cooperatives, and women in the commercial sector. Development of the strategy and policy of the “Good Legal Identity” project. Enhancing capacities of the AU's Technical Assistance Centre on the Governance of Migration to improve the capacity of the Member States/REC in the management of migration. Boosting the capacity of the Member States of the AU-Horn of Africa and the countries located along the 3 corridors of irregular migration from the Horn of Africa to collect data and to identify and prosecute cases of trafficking in human beings and migrant smuggling. Supporting Member States in the prompt response to and detection of infectious diseases and the control of outbreaks of diseases in the cross-border areas associated.	Ongoing
LT									
Enhancing capacities of Border Police forces to detect forged identity and travel documents for preventing and combating irregular migration and trafficking in human beings	 	Moldova	Jun 2021 – March 2024	€ 392 927.63 – Migration Partnership Facility (MPF)	State Border Guard Service at the Ministry of Interior of the Republic of Lithuania, in collaboration with the Border Police of the Republic of Moldova	Border Police of the Republic of Moldova	This action aims at strengthening the capacity of the Moldovan Border Police to prevent irregular migration and trafficking in human beings and to combat cross-border crimes related to the fraudulent use of travel documents. The action will support the transfer and exchange of knowledge and good practices with the aim of further developing policy dialogue and transnational cooperation in the field of migration and border management between the EU Member States and the Republic of Moldova.	Capacity-building on border management, Transfer of knowledge and support to transnational cooperation, Equipping the mobile forensic laboratory and forensic experts' workstations	Closed
NL									
COMPASS		Afghanistan, Algeria, Chad, Egypt, Ethiopia, Iraq, Lebanon, Libya, Mali, Morocco, Niger, Nigeria, Sudan, Tunisia	January 2021 – December 2023, renewed (2024–2027) ³⁴⁹	€ 55 150 000, second phase EUR 104,5 mln. From: Ministry of Foreign Affairs.	IOM	Individual migrants and their families, community members and organizations, local/national governments	Contribute to protection and assistance of people on the move and decreased irregular migration	Case management, data collection, research, capacity building, awareness raising, policy and legislative review, regional and international coordination and cooperation.	Ongoing (in the new phase)

³⁴⁸ This fund was created in 2008 for a total amount of € 40 million.

³⁴⁹ International Organisation for Migration (IOM), <https://www.iom.int/sites/g/files/tmzbd1486/files/documents/2024-06/compass-phase-ii-programme-brief.pdf>, accessed 2 August 2024.

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
PROMIS		Phase 3: Mali, Niger, Senegal, Gambia, Ivory Coast, Burkina Faso, Chad and Nigeria. Phase 4: Mauritania.	Phase 3: November 2020 – November 2024. Phase 4: July 2023 – June 2025	Phase 3: USD 12.4 million Phase 4: USD 1.19 million	UNODC, OHCHR	National authorities, national human rights institutions, civil society organization, legal aid institutions, regional coordination	Reduce the number of migrants who are victims of human rights violations and bring to justice the actors who effectively take advantage of their situation	Enhancing legal frameworks and increasing capacity to enable efficient detection, investigation and prosecution – Increasing the use of regional and international cooperation mechanisms and exchange of operational information enable efficient detection, investigation and prosecution – Enhancing legal frameworks and increasing protection capacities enable efficient protection and promotion of human rights – Enhancing capacities to apply a gender-sensitive approach to migration in the West-African region.	Ongoing
Strengthening Niger-Nigeria Cooperation on Countering Trafficking in Human Beings	 	Niger, Nigeria	January 2021 – March 2023	€ 1.5 million From: Ministry of Foreign Affairs.	ICMPD	The National Agency for the Prohibition of Trafficking in Persons (NAPTIP) and National Agency Against Trafficking in Persons (ANLTP)	Aims to strengthen the coordination of anti-trafficking response, and to establish a multiagency framework for cooperation in combatting Trafficking in human beings in both countries	Establish a coordination mechanism to strengthen the fight against trafficking in human beings through the establishment of a joint technical working group – Tailored joint capacity building programmes for key migration holders	Ongoing
Training Strategy Implementation – Phase II (Nigerian Immigration Service)	 	Nigeria	December 2020 – November 2023	€ 2.2 million From: Ministry of Foreign Affairs.	IOM, Nigerian Immigration Service (NIS)	Nigeria Immigration Service (NIS) and NAPTIP officers	Contribute to the Nigeria Immigration Service (NIS) better fulfilling its immigration and border management mandate in cooperation with relevant government agencies through its strategic training programme	Availability of the updated NIS training curriculum and NIS Training Focal Points trained on the new curriculum -expansion of the NIS training programme through establishing additional NIS Personnel Training Resource Centres and new Training Focal Points appointed and trained -enhanced joint training efforts with NAPTIP towards inter-agency cooperation for concrete operational outcomes -provision of personal protective equipment (PPE), sanitization and hygiene materials for trainees and trainers	Ongoing
Combating Money Laundering from trafficking in human beings and smuggling of migrants (SOM)		Egypt, Morocco, Algeria	January 2019 – September 2022	€ 2 million	UNODC	Law enforcement officers, prosecutors and judges	Increased detection and reporting of suspicious transactions in order to disrupt financial flows resulting from trafficking in human beings/SOM crimes in Egypt, Sudan and Morocco	Capacity building of relevant authorities to detect, analyse and track money laundering cases, in particular those associated with trafficking in human beings/SOM – Improve national, regional and international cooperation	Closed
Trusted Sources		Nigeria	October 2019 – June 2022	€ 2.7 million	IOM	Returnees, community members, government and non-government actors	Contribute to improving access to trusted information sources and promoting informed decision-making, through enhanced institutional capacities and community-based actions	Community-based interventions (peer education, community dialogue, art-based competitions) – Capacity building trainings	Closed
PROTECT II		Algeria, Egypt, Tunisia	September 2019 – December 2021	€ 9.3 million	IOM	Vulnerable and stranded migrants including victims of trafficking, national partners	Strengthens mechanisms for protection and assistance to vulnerable, stranded and transiting migrants across North Africa	Protection and direct assistance for vulnerable and stranded migrants, including assisted Voluntary Return and Reintegration (AVRR) programming	Closed

Name of the measure	Thematic area	Country/region of implementation	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
School anti-Trafficking Education and Advocacy Project Nigeria (STEAP)	 	Nigeria	December 2023 – November 2027	USD 5.5 million	ICMPD	Government of Nigeria and victims of trafficking	Countering the trafficking in human beings	The School anti-trafficking Education and Advocacy Project (STEAP) seeks to support the Government of Nigeria, specifically Edo, Delta, Ogun, Enugu and Benue States in the fight against human trafficking through increased awareness within the school community. The project will further ensure the reintegration of returned victims of trafficking in human beings of school-age, into the school system, while providing specialized psychosocial support to victims below 16 years of age. Older victims will be referred to The National Agency for the Prohibition of Trafficking in Persons (NAPTIP) or other victims of trafficking in human beings organizations for specialized care.	Ongoing
Strengthening capacities in North Africa to protect migrants by addressing smuggling of migrants and trafficking in persons		Morocco, Algeria, Libya, Tunisia, Egypt	August 2023 – July 2026	USD 6.67 million	UNODC	National authorities, national human rights institutions, civil society organization, legal aid institutions, regional coordination	Reduce the number of migrants who are victims of human rights violations and bring to justice the actors who effectively take advantage of their situation	The overall goal of the project to strengthen the capacities of Algeria, Egypt, Libya, Tunisia and Morocco to develop a human right-based response to the smuggling of migrants and trafficking of persons in the context of irregular migration. To accomplish this, the strategic approach of UNODC will be to develop and provide human rights-based and gender sensitive, sustainable, evidence-based training and capacity-building to transform criminal justice systems and the approaches to crime prevention and the protection of victims of the crimes and to align legislative and operational environments with international human rights standards.	Ongoing
GE									
Study Visit to the Republic of Uzbekistan	  	Republic of Uzbekistan	June 2022	Funding not available	A-THB Council member agencies; IOM.	A-THB Council member agencies	Strengthening bilateral cooperation with the Republic of Uzbekistan	Study Visit; Bilateral Meetings.	Closed

9. ANNEX II: NATIONAL MEASURES IMPLEMENTED IN EMN MEMBER AND OBSERVER COUNTRIES



Prevention, awareness raising and reduction of the demand that fosters trafficking in human beings



Law enforcement and judicial cooperation to break the criminal model of traffickers



Identifying, protecting, assisting, supporting and empowering victims

Note: This table does not include EMPACT activities which were reported in Section 2 of the report.

Name of the measure	Thematic area	Nationality(ies) targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
AT									
SAFE RETURN: safe return through risk assessments for victims of human trafficking and SAFE RETURN II – safe return through hazard analyses for victims of human trafficking		All third-country nationals	April 2021 to December 2022; January 2023 to December 2024	Funding from Federal Ministry of the Interior	LEFÖ-IBF -Intervention Centre for Trafficked Women	Trafficked persons from third countries	Support the voluntary, safe return of trafficked persons from third countries by means of a risk assessment and ongoing protection for victims, including prior to their return. A high-quality assessment of potential risks is intended to prevent the possibility of trafficked persons finding themselves in situations of exploitation, violence and human rights violations again following their voluntary return	Risk assessment prior to return, protection in the country of origin (in cooperation with IOM if necessary), international exchange between experts	Ongoing (II phase)
Dissemination of skills and knowledge to support Austrian asylum and migration management with a focus on vulnerable persons (KOMPASS)		All third-country nationalities	May 2023 to December 2025	€ 1 157 936 (consisting of a contribution of € 225 799 from the Asylum, Migration and Integration Fund and € 932 136 from the Federal Ministry of the Interior)	IOM Austria	Actors in the Austrian asylum and migration system	Support decision makers, counsellors, social workers and other relevant actors, helping them to expand their skills and knowledge, particularly regarding vulnerable persons in procedures relating to asylum and the rights of foreign nationals, thus contributing to the optimisation of processes, structures and decisions in the context of asylum and migration in Austria. As part of the project, a programme of training on human trafficking is offered for actors in the field of asylum and immigration (for example, the Federal Office for Immigration and Asylum and the Federal Agency for Reception and Support Services). The international dimension of trafficking in human beings is addressed by drawing upon case studies to explore the various possible scenarios of human trafficking. Scenarios relating to third-country nationals and exploitation in third countries are a particular focal point	Skills and knowledge transfer, as well as the provision of supporting materials in the following areas: Human trafficking and other forms of violence, exploitation and abuse, particularly of unaccompanied migrant children; General and specific knowledge of migration; Intercultural competences and communication skills.	Ongoing

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Education, training and measures		All third-country nationalities			Criminal Intelligence Service Austria cooperated with IOM Austria, the criminal intelligence service in the provinces, LEFÖ – Intervention Center for Trafficked Women, MEN VIA and the MAG 11 Drehscheibe crisis centre of the City of Vienna to support and deliver training and seminars.	Training courses were offered to various target groups, including members of the police force, child and youth welfare authorities, and legal advice organizations	During the period covered by the study Austria implemented a number of education and training measures aimed at preventing trafficking in human beings and facilitating the identification of trafficked persons (from third countries).	Training and seminars on human trafficking, cross-border trafficking in prostitution and identifying trafficked persons. The international dimension of human trafficking is addressed in these training courses by drawing upon case studies to explore the various possible scenarios in human trafficking. Scenarios relating to third-country nationals and exploitation in third countries are a particular focal point.	Ongoing
Awareness raising campaigns	 	All third-country nationalities						Some awareness raising events were also organised, for example: 1) The Federal Ministry for European and International Affairs organised the annual Vienna Conference on Combatting Trafficking in Human Beings that counted with participation of civil society, representatives of international organizations and members of the diplomatic and consular corps; 2) A public information event for private domestic staff in Austria was also held each year. All accredited embassies, consulates and international organizations in Austria were informed of this event and invited to facilitate participation for their private domestic staff; 3) Awareness raising campaigns, e.g. Several projects were also selected in spring 2023 in keeping with the provision for a campaign of "awareness-raising measures on human trafficking in appropriate projects relating to the external dimension of migration" in the National Action Plan.	Ongoing
BG									
Trainings and seminars	  	All third-country nationals (some specifically targeted Ukrainians) ³⁵⁰	2021, 2022, 2023	National (National Commission for Combating Trafficking in Human Beings or Ministry of foreign affairs), funding from NGOs, UNHCR and IOM, and European funding	EU, UNHCR, IOM, OSCE	The National Commission for Combating Trafficking in Human Beings (NCCTHB) and its local commissions	Capacity building of professionals in the field of identification and referral of victims of trafficking in human beings, as well as specialised multidisciplinary trainings for representatives of law enforcement authorities and persons from vulnerable groups	Trainings for state authorities competent in combating human trafficking; seminars and training courses for third-country nationals	Closed

³⁵⁰ Although most trainings and seminars are addressed for victims from all nationalities, events have been organised during the period that target certain third countries, such as Ukraine.

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
CY									
Awareness Raising Campaign («ΜΗ ΦΟΒΑΣΑΙ» (Don't be afraid))	 	All third-country nationals	2022, 2023	National Fund	Ministry of Interior, Cyprus Police, Social and Welfare Services	Possible victims of THB	Inform possible victims on certain victimization indicators	Inform possible victims on certain victimization indicators and prompting them to reach the 4-digit hotline (1497). In addition, flyers and posters in 10 languages (Greek, English, French, Romanian, Bulgarian, Polish, Russian, Ukrainian, Hindi, Arabic). In partnership with the directorate general of the international airport, the campaign was portrayed on the digital screens at the airport's departure and arrival halls, posters were placed in visible areas of the airport, including restrooms, and flyers in the 10 languages were placed in stands at the airport. Moreover, the printed material was disseminated to the Police Unit divisions, the Aliens and Immigration District Offices, the Migrants' Information Centres in all districts, the Nicosia Municipality, the Social Welfare Services and the Asylum Service (and its Reception Centers) and was portrayed in public places also available in NGOs' premises.	Closed
CZ									
Awareness raising and protection campaigns	 	Ukrainian nationals	since 2022	Each ministry (e.g., Ministry of the Interior, Ministry of Labor and Social Affairs, Ministry of Health) financed its activities from its own budget, while the activities of NGOs were subsidized by the aforementioned public administration authorities.	Ministry of the Interior, Police of the Czech Republic, Ministry of Labour and Social Affairs, State Labour Inspection Office, Ministry of Health, NGOs, International Organization for Migration	Citizens of Ukraine residing in the territory of the Czech Republic	To protect Ukrainian refugees from falling victims of any criminal activity, including human trafficking.	Providing essential and practical information (advice, recommendations, etc.) related to various life situations that the target group may encounter in the Czech territory, including warnings about criminal activities and how to protect themselves against them—for example, websites with directories, video spots, helplines, and informational leaflets (all in their native language).	Ongoing
DE									
Raising awareness, preventing and strengthening cooperation structures for those affected by human trafficking, especially with regard to refugees from Ukraine in Germany	 	Ukraine	August 2022-January 2023	€ 53 000 Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ)	German NGO Network against Trafficking in Human Beings (KOK, Bundesweiter Koordinierungskreis gegen Menschenhandel e. V.)	Refugees from Ukraine vulnerable to trafficking in human beings, civil society organisations fighting against trafficking in human beings.	Mapping the status quo of support structures as well as identifying challenges and needs in close cooperation with specialised counselling centres. Raising awareness, preventing and strengthening cooperation structures for those affected by human trafficking, especially with regard to refugees from Ukraine in Germany	Mapping the status quo of support structures as well as identifying challenges and needs in close cooperation with specialised counselling centres in a comprehensive report. Provision of information and awareness raising (in person on arrival, through flyers, specialised counselling centres and social media) for those potentially vulnerable to human trafficking.	Closed

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Flight and Human Trafficking. Prevention, Awareness Raising and Protection	 	Third country nationals in need of humanitarian protection (i. e. refugees, asylum seekers etc.)	2016 - end of 2024	n. a., Social Service Arm of the Protestant Church in Germany (Diakonie Deutschland), Federal Government Commissioner on Migration, Refugees and Integration (Bundesbeauftragte für Migration, Flüchtlinge und Integration), BMFSFJ	KOK	Third country nationals in need of humanitarian protection (i. e. refugees, asylum seekers etc.)	Raising awareness, preventing and strengthening cooperation structures for those affected by human trafficking	Provision of information and awareness raising (in person on arrival, through flyers and social media) for those potentially vulnerable to human trafficking, labour and/or sexual exploitation.	Ongoing
Strengthening the Identification and Integration of Survivors of Sex Trafficking from West Africa (SISA)		Victims of trafficking in human beings from West Africa	01/01/2022-31/12/2023	€ 496,000 from AMIF	Germany, Italy and Spain	NGOs and victims from West Africa countries	Strengthening the Identification and Integration of Survivors of Sex Trafficking from West Africa through a Peer-to-Peer-Approach and through Transnational Deportation Counselling and Assistance	Higher number of victims of trafficking receiving information about their rights, getting connected to professional social workers who can assist them in reporting their victimisation within the asylum-seeking process and being informed of the services provided by local NGOs that specialize in victim-centred care. This project will establish a Transnational Deportation Assistance Network (T-DAN) as well as an Italian Deportation Assistance Network (I-DAN) for female West African SoTs and children in their care who have attempted secondary migration but are subject to transnational deportation as a result of the Dublin Regulation.	Closed
DE, NL									
PAYDAY	  	Vietnamese victims of trafficking	01 Jan 2022 - 31 Dec 2023	€ 0,53 million from ISF	Germany, the Netherlands and Spain	Vietnamese victims of trafficking in human beings identified in the EU	Operational meetings, partnerships and joint investigations initiated and supported by this project will establish a common European approach to tackle criminals and to identify and protect potential victims and provide the basis for future cooperation. Operational data and experience will be shared on regular multidisciplinary meetings with European experts and lead to guidelines (Handbook of Best Practice) for law enforcement officers of involved agencies in Member States.	Multi-disciplinary international cooperation to identify and tackle Vietnamese THB with concrete operational results, such as investigations, an intelligence picture on the trafficking chain including - people smuggling, links to other forms of organised crime and shared knowledge on the phenomenon and effective intervention strategies. The results will also be useful beyond the duration of the project. In particular, the established cooperation networks are of great benefit, as they can also use the results at national level to combat Vietnamese THB.	Closed

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
EE									
Increasing cooperation with third countries for the prevention of crimes of human trafficking		Moldova, Ukraine	January 2021 – December 2027	€ 200 000	Estonia	The Police and Border Guard	The objective of the project is to reduce and solve the problems related with human trafficking. Within the framework of this project, cooperation with third countries, primarily with the authorities of Ukraine and Moldova, will be enhanced in order to fight against organized crime, incl. human trafficking and related crimes. In order to reduce these crimes in Estonia and in third countries, it is important to introduce monitoring methods developed by the Police and Border Guard Board to partners in third countries, to create joint research groups, and train the foreign partners.	The first focus is on cooperation with Moldova and then with Ukraine. Within the framework of project joint meetings will be organized to raise the awareness of the countries and exchange experiences in the fight against THB related crimes. There are also plans to find overlaps or opportunities in joint investigation procedures.	Ongoing
	  	Republic of Uzbekistan (Tashkent)	October 2022 – August 2029	€ 510 000 (including ISF contribution € 382 500), however the ISF contribution to the study visits to Uzbekistan is approximately € 22 500		Ministry of Justice	The overall objective of the project is to aid prevention of serious undercover crime, more specific areas of the project are organized crime, trafficking of human beings and fighting corruption.	The project activities take place over several years and are aimed at different target groups from experts in the respective fields to the general public. The study visits contribute to exchanging up to date information and new knowledge between experts and creating better international cooperation.	Ongoing
EE, FI, LV									
Enhanced Law Enforcement Cooperation and Training on Trafficking in Human Beings (ELECT THB)	  	All third countries nationals trafficked in Estonia, Latvia and Finland.	September 2021 – August 2023	European Commission Internal Security Fund – Police	Finland, Estonia, Latvia.	European Institute for Crime Prevention and Control (HEUNI), Finland; University of Tartu, Estonia; Ministry of the Interior, Latvia.	The ELECT THB project aims to improve the identification and investigation of trafficking in human beings for the purposes of sexual and labour exploitation and to strengthen cooperation between law enforcement authorities and other stakeholders to combat it.	Identifying best practices and lessons learned in preventing and combating trafficking in human beings; Development of a comprehensive online investigation tool; Development of a visualisation tool to unravel the trafficking chain; Developing a virtual training programme based on the latest information on the modus operandi of trafficking in human beings; 4 national trainings; 2 international workshops; 2 study visits – one to Poland and one to Lithuania.	Closed
EL									
Promote integration of the refugee population into the labour market	  	All third-country nationals	August 2022 – December 2025	Recovery and Resilience Facility (RRF): around € 30 million	IOM	Applicants for International Protection, Beneficiaries of International and Temporary Protection, Migrants with Residence Permit	The aim of the action is to support beneficiaries (through profile mapping, language, intercultural and professional training, job counselling, internship, awareness campaigns etc.) in eight (8) specific sectors: agricultural sector, construction sector, tourism sector, women's employment, care and assistance of vulnerable groups, prevention and fight against human trafficking, protection of the environment and civil protection.	Mapping of educational and professional profile of the beneficiaries, language and intercultural training, job counselling, professional training, internship, certification of professional skills and information and awareness campaigns. It also includes training of field professionals. Three key deliverables of the action are: a) a specific terminology glossary for human trafficking, translated into selected languages of the participating beneficiaries, developed and approved by the Ministry of Migration and Asylum, b) a vocational training program to recognize and help trafficking victims and c) a promotion of the activity to inform the authorities about it.	Ongoing

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Albania and Greece, supporting an effective transnational referral mechanism and cross border child protection for victims and possible victims of trafficking"		Greek and Albanian citizens	2020 - 2024	Permanent Representation of France at UN Office in Vienna	Terre des hommes Albania; Terre des hommes Hellas; Office of the National Anti-trafficking Coordinator (ONAC) – Albania Office of the National Rapporteur on Human Trafficking (ONR); Greece; National Centre for Social Solidarity (EKKA) – Greece	Various stakeholders, incl. Law enforcement authorities, municipality staff, Juvenile Probation Officers and NGO staff.	In the context of the 2006 bilateral agreement on the protection and assistance of child victims of human trafficking signed between the Government of the Hellenic Republic and the Council of Ministers of the Republic of Albania, the projects aimed to: 1) strengthen the capacities of service providers and governmental institutions to ensure that human trafficking victims and potential victims have access to comprehensive prevention and protection through functional national and transnational coordination mechanisms for identification and case management in Albania and Greece, and; 2) promote better collaboration and coordination for early identification and assistance to victims.	Developing specific recommendations on furthering and/or enhancing the collaboration between Greece and Albania on combatting and preventing human trafficking and protecting and assisting victims; Developing a draft MOU, on which an agreement between Greece and Albania working together on specific areas of concern in order to further and/or enhance their collaboration, could be based upon; 3. Developing a training module targeting relevant stakeholders from the cross-border area between the two countries.	Closed
EL, (AT, BG)									
A4: Crossing borders for effective police investigation to protect women victims of sexual abuse and strengthen accountability mechanisms		All third-country nationals	March 2021 – August 2023	European Union's Internal Security Fund – Police	Center for Security Studies (KEMEA), National Centre for Social Solidarity (EKKA), Centre for European Constitutional Law – Themistocles and Dimitris Tsatsos Foundation (Greece); Vienna Centre for Societal Security – VICESSE (Austria); Pravo I Internet Foundation (Bulgaria)	Law enforcement authorities, police commanders, lawyers, border guards, custom and passport control officers.	To combat impunity for all actors involved in human trafficking, in particular of women and girls who are sexually exploited; and to strengthen the protection of women/girls who are victims of human trafficking through a resilient police-led mechanism at the south-eastern border of the EU.	Building a critical mass of law enforcement authorities to enhance accountability for the protection of women/girl victims of sex trafficking, at an interregional level; Pilot testing a border-crossing resilient mechanism against impunity of perpetrators of female victims of sex trafficking; Dissemination of project results to key-professionals and the public alike.	Closed
FI									
Seasonal Work Helpline		All third country nationals working on berry picking (also EU nationals although these are a minority)	June 3rd to September 1st 2023	Ministry of Employment and Economic Affairs	Victim Support Finland (RIKU)	Seasonal workers and berry pickers	The service is intended to serve especially foreign seasonal workers and berry pickers who suspect that they have been exploited in their work in Finland. The helpline gives advice on for example legal working conditions such as working hours and salaries, housing conditions, fees charged by recruiters or employers, as well as available legal remedies. If the employee gives their consent to do so, the matter can be referred to the authorities for further investigation.	The helpline answers questions on the phone and using the most common messaging apps (WhatsApp, Viber, LINE, ZALO, Telegram, Signal). The service can be contacted in any language. Calls are directly answered in Finnish or English or when needed, in any other language with the help of professional translators. Messages sent to the service in other languages than Finnish or English will be translated. The service is confidential, and no information provided by the contact will be passed on to outsiders without his or her permission.	Ongoing

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
IOM's assisted voluntary return support for victims of trafficking in human beings	 	All third-country nationals			IOM	Victims of trafficking in human beings returning to third countries.	Minimising the risks of the re-victimisation of victims of trafficking in human beings.	In connection with the return of a victim of trafficking in human beings, the IOM ensures that they have a safe place to return to and seeks to minimise the risk of re-victimisation in the country of return. Before the return, it is determined whether the return poses an immediate risk to the client and whether they need special arrangements, such as placement in sheltered housing. The client's situation is investigated as thoroughly as possible together with the client, a social worker and the assistance system. Before returning, the client discusses the reintegration and post-return plans with an employee of the IOM office in the country of return. In the country of return, the IOM pays the client the reintegration allowance that the client's social worker has granted to the client. Victims of trafficking in human beings who returned in 2021–2023 have been granted either cash or in-kind assistance amounting to EUR 500–3,000 per person. Clients who have been granted in-kind assistance receive the assistance in the country of return in the form of commodities or services equivalent to the assistance amount (e.g. rent, study fees, furniture, starting a business). The clients who returned in 2021–2023 used the assistance to start a business, for living costs or to buy essential supplies such as clothes or materials needed for studying. During the return journey, the IOM assists clients at the airports (Helsinki Airport, transit countries and the airport of the country of return) and, if necessary, arranges an escort for the journey, who may be an employee familiar to the client, an IOM employee or a health care professional.	Ongoing
FR									
Support for the return and reintegration of Nigerian victims		Nigerian nationals	Until 31 October 2021		Partnership between the French Office for Immigration and Integration (OFII) and the European Regions Research and Innovation Network (ERRIN) to help Nigerian victims.	Nigerian victims	Separate and complementary assistance to the EUR 3 000 aid for social and/or economic reintegration offered by ERRIN, provided in kind for a maximum amount of EUR 1 800 to people leaving France by 31 August 2021 at the latest.	The assistance could cover a range of costs: specialised accommodation, medical assistance, psychosocial support, vocational training, safety, legal support and advice, etc.	Closed
Inter-ministerial Strategy for Technical Cooperation Against Human Trafficking in South-eastern Europe	  	South-eastern Europe	Since 2014	French Ministry for Europe and Foreign Affairs (MEAE) in the framework of voluntary contributions by the UNODC	UNODC	Administrations, experts, civil society organisations, and private society	Prevent and combat human trafficking in Southeast Europe, improve the identification, care, and support of victims.	Organisation of regional expert workshops with Southeast European countries and strengthening the capacities of civil society organisations	Ongoing

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
HU									
Hackathon		Ukrainian nationals	May 2022 and September 2022	EMPACT EUROPOL funding	THB Unit of the National Bureau of Investigation (HUN) and EUROPOL	Police officers	Detect criminal networks attempting to recruit Ukrainian refugees for sexual and labour exploitation via websites, social media platforms and the DarkWeb	Checked platforms (social media, dating platforms, web forums, marketplaces, online applications), communication devices (phone numbers, mobile apps, email addresses, fax numbers), online platforms linked to child sexual abuse online	Closed
Training	 	Ukrainian nationals	May 2023	UNICEF	Border Police Department of the National Police Headquarters, UNICEF	Police and border officers	Identifying victims of trafficking among Ukrainian refugees	Training, topic were domestic and international criminal situation of human trafficking; the indicators of human trafficking and the impacts of the Russian-Ukrainian war on the international phenomenon of human trafficking.	Closed
IE									
Novel Strategies to Fight Child Sexual Abuse and Human Trafficking Crimes and Protect their Victims (ICMPD) ³⁵¹	  	Austria, Bangladesh, Belgium, Brazil, Bulgaria, Colombia, France, Greece, Ireland, Latvia, Lithuania, Portugal, Spain, Switzerland, United Kingdom, Peru, Uruguay	December 2021 to November 2024	€ 4 999 500 – European Commission (Horizon 2020)	ICMPD – implementing agency. 3 universities (UCM, UNIKENT, VUB), 2 small and medium enterprises (IDENER RD, TRI), 3 research and technology organisations (INRIA, KEMEA, ARC), 6 law enforcement agencies (ESMIR, ELAS, SPL, GDCOC, BFPD, PRF), 8 NGOs (CWCS, KOPZI, APAV, RENACER, GCR, GI-TOC, ASBRAD, ICMEC CH), and 1 government organisation (GOSIEE).	Victims of human trafficking, child sexual abuse and exploitation	The project aims to develop new methods and strategies for assisting victims of trafficking, sexual abuse and exploitation, particularly when those crimes are committed online or with new ICTs. In particular, it engages technological innovation to improve the way in which support and assistance can be provided to victims, law enforcement investigations and prevention of future crimes. The ICMPD Research Unit will contribute to the social and legal context understanding of trafficking in human beings and child sexual abuse/exploitation crimes in the countries under research.		Ongoing
IOM/ Department of Justice Assisted Voluntary Return and Reintegration Programme		Third country nationals including victims of trafficking.	2021, 2022, 2023	AMIF and Department of Justice	IOM Ireland; Department of Justice	Victims of trafficking are one group who may benefit from the Assisted Voluntary Return and Reintegration Programme			Ongoing

351 Heroes, 'Novel Strategies to Fight Child Sexual Exploitation and Human Trafficking Crimes and Protect their Victims', <https://qas-heroes.es/index.php>, accessed 18 March 2025; ICMPD, 'HEROES:

Novel Strategies to Fight Child Sexual Abuse and Human Trafficking Crimes and Protect their Victims', <https://www.icmpd.org/our-work/projects/novel-strategies-to-fight-child-sexual-abuse-and-human-trafficking-crimes-and-protect-their-victims-heroes>, accessed 18 March 2025.

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
North Atlantic Maritime Project		Third country national victims of trafficking in maritime sector in the North Atlantic.	2021, 2022, 2023		Santa Marta Group.	Victims of trafficking in the maritime sector in the North Atlantic	The group was established in 2014 and is an alliance of international police chiefs and bishops from around the world working together with civil society to eradicate human trafficking and modern day slavery. Within the Santa Marta Group, Ireland leads the North Atlantic Maritime Project, in which the United Kingdom, Spain and Portugal, also participate. The project relates to human trafficking in the maritime industry in the North Atlantic. ³⁵² The main objective is to identify and support victims of human trafficking within the fishing industry.	The North Atlantic Maritime Project's operations are multi-agency, joint task force initiatives to combat and detect immigration and human trafficking offences, including labour exploitation. The work involves Irish and UK joint days of action at selected ports in Ireland and in Northern Ireland. It focuses on finding people who demonstrate any indicators of human trafficking, particularly in relation to the crews of the fishing vessels. In Ireland, the days of action involve the police (An Garda Síochána), the Revenue Commissioners, The Workplace Relations Commission Inspectorate, The Irish Navy and The Sea Fisheries Protection Authority.	Closed
IT									
TERRITORIAL AUTHORITIES, CALL FOR PROJECTS 2023			17 MONTHS STARTING FROM MARCH 2024	€ 28.800.000,00 DEPARTMENT FOR EQUAL OPPORTUNITIES	Regions, Municipalities, NGOs, Associations	Victims of trafficking and severe exploitation, also among beneficiaries of international protection and special case permit holders	Providing beneficiaries with adequate accommodation, food and health care and, thereafter, continued assistance and social integration, within the framework of the Programme of emersion, contact, assistance and social integration for victims of trafficking and severe exploitation	First contact activities with populations at risk of exploitation. Multi-agency proactive actions aimed at identifying, protecting and assisting victims. Inclusion and integration measures etc.	Ongoing
Training programs					Italian authorities	Frontline workers, such as law enforcement, social workers, and medical personnel	Enhancing identification of victims and their assistance		Ongoing
LU									
Awareness raising campaigns		Ukrainians and other nationals fleeing Ukraine	March/April 2022	Ad-hoc measure	Monitoring Committee for the Fight Against Trafficking in Human Beings National Reception Office (ONA) and its partners Caritas and the Red Cross Ministry of Labour, Employment and the Social and Solidarity Economy, the Inspectorate of Labour and Mines (ITM) and the National Employment Agency (ADEM)	Ukrainians and other nationals fleeing Ukraine that may risk being a victim of human trafficking, as well as the general public	Providing general information and issued concrete warnings on the risk that Ukrainians fleeing the war may become victims of human trafficking or exploitation	Awareness raising campaigns A pop-up window was introduced on the website stoptraite.lu in Ukrainian language Preparation of an information booklet on labour law enabling the persons concerned to know their rights and thus reducing the risk of exploitation. The booklet was published on the websites of the ITM and ADEM (available in French, English, Russian and Ukrainian). ³⁵³	Ongoing (all the materials are still publicly available)

352 Department of Justice, 'Anti-Human Trafficking Annual Report 2022', <https://www.blueblindfold.ie/wp-content/uploads/2023/08/Human-Trafficking-Annual-Report-2022.pdf>, accessed 18 March 2025.

353 National Employment Agency (ADEM), *Information for jobseekers who have fled Ukraine*, 25 March 2022, URL: <https://adem.public.lu/fr/actualites/adem/2022/03/ukraine-info.html>, accessed 4 December 2024.

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Awareness raising	 	Ukrainians	March/April 2022	Ad-hoc measure	Ministry of Justice, the Judicial Police and the "InfoTraite" support service	New employees of the services and administrations responsible for combating trafficking in human beings	Fast-track training to raise awareness on the phenomenon of trafficking in human beings	A fast-track training course on the risks of exploitation had been set up by the Ministry of Justice, the Judicial Police and the "InfoTraite" support service. The training was limited to 30 minutes, not accessible to the public, and conceptualised in the form of a video aimed at new employees of the services and administrations responsible for combating trafficking in human beings	Closed
LV									
Effective implementation of the observation and forced return process (Phase 1)	 	All third-country nationals who are subject to a removal procedure	2019-2021	European Union Asylum, Migration and Integration Fund. The funding allocated for the project is € 106 063 with a contribution from the Fund of € 79 547 and a co-financing from the national budget of € 26 516.	Ombudsman's Office of the Republic of Latvia	Ombudsman's Office of the Republic of Latvia	The overall objective of the project was to ensure that the procedures for monitoring forcibly returned persons comply with Directive 2008/115/EC of the European Parliament and of the Council of 16 December 2008. The project's immediate objective is to develop a mechanism for monitoring the forced return of foreigners in line with EU standards and requirements. One of the sub-objectives of the project was to improve the monitoring procedure to identify potential victims of trafficking in human beings.	Strengthening the knowledge of forced return observers and State Border Guard officials on the most up-to-date human rights standards in the field of forced removal of foreigners; Improving procedures for identifying victims of trafficking in human beings during the return process; Ensuring the rights of unaccompanied minors in return proceedings; Improvement of the Ombudsman's database.	Closed
NET-WORKS to ensure the long-term integration of Third-Country Nationals Survivors of Trafficking (SOT) promoting job opportunities and work-life balance measures		All third-country nationals	1 February 2022 - 31 January 2024	AMIF	The project partners are non-governmental organisations from Italy, Spain, Lithuania, Sweden, Germany and Latvia. In Latvia, the project was coordinated and implemented by the society "Shelter" Safe House".		The project aims to develop a holistic and sustainable integration pathway to guarantee work-life balance and economic independence for women who have been trafficked for sexual exploitation.	Support the economic and social integration of at least 40 people in five EU countries; Establish an international network of organisations committed to the integration and empowerment of third-country nationals who are victims of trafficking in human beings; Promoting job matching and work-life balance measures; Disseminate best practices and promote capacity building between EU countries; Empowering host communities and relevant stakeholders for the effective integration of victims of trafficking in human beings to find sustainable solutions for victims at local, national and European level to prevent re-trafficking.	Ongoing
Legal and psycho-social assistance, and integration support to refugee-women in Latvia		Women asylum seekers in Latvia	From 2023	In cooperation with UNHCR	Society "Shelter" Safe House"	Support for asylum seekers and refugees who have arrived in Latvia.	Support for asylum seekers and refugees who have arrived in Latvia. Although the primary objective of the activities implemented is not to prevent trafficking in human beings, the activities implemented are closely related to building the capacity of organisations and improving institutional cooperation in identifying cases of trafficking in human beings and referring persons for support. The activities implemented are aimed at reducing the risk of trafficking in human beings among asylum seekers and refugees.	Regular meetings and legal counselling with women asylum seekers, including in the Asylum Seekers Accommodation Centre "Mucenieki" (ASAC "Mucenieki"); Psychological and social support is provided through two types of group sessions. Meetings of women asylum seekers are organised in ASAC "Mucenieki". The other type of group, the talent workshops, will involve creative work, promoting self-esteem and awareness of the strengths of refugees and asylum seekers; The third direction is activities that create and develop links between newcomers and local communities. This includes events on important days for Latvia and for newcomers: Latvian Independence Day, Mother's Day, Summer Solstice and World Refugee Day.	Ongoing

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
SE									
Assisted Voluntary Return Programme (AVRR)		All third-country nationals	Ongoing annually	The Gender Equality Agency has funded the programme, as per government assignments, on an annual basis throughout the reporting period. In 2021, the Gender Equality Agency allocated SEK 3 936 000 to the programme, in 2022 SEK 4 301 000 and in 2023 SEK 3 959 000.	IOM	Victims of trafficking in human beings	The programme aims to support conditions for victims of trafficking to exit exploitation and minimise risk of re-exploitation in the country of origin	New information materials on the AVRR was produced in 2023 by IOM in collaboration with the Gender Equality Agency and the regional coordinators. IOM has also produced new application documents. Additionally, the Migration Agency's legal department relaxed its guidelines regarding departure conditions for returnees included in AVRR in 2023 as a result of the collaboration meeting organised by the Gender Equality Agency the previous year. The new information material and application documents facilitate the application procedure, and will help the beneficiaries in becoming fully informed of what AVRR can offer. The new guidelines from the Migration Agency provide better conditions for planning a good return and support.	Ongoing
Awareness raising campaign "Before you go"		Ukrainians and other EU nationals at risk	2022	SEK 1,100,000 + staff costs (2022)	The Swedish Gender Equality Agency	The campaign targeted both some designated EU-nationals and third-country nationals (Ukrainians)	Informing about risks of labour exploitation, the Swedish labour market, rights, where to find more information, and where to seek help.	The campaign was launched on 15 November 2022 at an event with the ambassadors from the targeted countries. It was spread in social media, media in these countries, and via influential organisations and persons in the targeted countries.	Closed
Information / awareness raising		Ukrainian nationals	Summer 2022		The Swedish Gender Equality Agency	Professionals and Ukrainians beneficiaries of temporary protection. The Gender Equality Agency also produced information specifically aimed at children	Providing professionals and Ukrainians beneficiaries of temporary protection with information on the risks of trafficking in human beings.	Information was shared via social media and in printed form, for example by the Migration Agency's offices. All information produced was gathered on the Gender Equality Agency's website, which was specifically aimed at Ukrainians and launched only a few weeks after the invasion. ³⁵⁴ The page became the most visited site of the Gender Equality Agency's website in the history of the agency at the time. Statistics also confirmed that people, while still in Ukraine or in transit to Sweden from Ukraine, visited the page.	Closed
Identification of the most common countries of origin of victims of human trafficking and enhanced checks on those groups		All third country nationals (specially Nigeria, Vietnam, Uganda, Uzbekistan, and Thailand)			Migration Agency	Migration authorities	Identify the most common third countries of origin of victims of human trafficking and reinforce checks on these nationals.	The main third countries targeted by the Migration Agency in the 2021-2023 period were Nigeria, Vietnam, Uganda, Uzbekistan, and Thailand. These third countries had the highest number of potential victims in migration procedures and hence more checks were performed in these groups of applicants. This information is very important for the ability of case officers in migration procedures (international protection procedures, legal migration procedures) to detect potential victims among third-country nationals, which make up nearly the whole of the caseload. The Migration Agency's Centre for country-of-origin information and analysis highlights the risk for trafficking in human beings in their compiled thematic reports.	Ongoing

354 Swedish Gender Equality Agency: [To you fleeing Ukraine](#) | Swedish Gender Equality Agency, accessed 28 September 2024.

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Awareness raising videos		Thai citizens			Police authority	Victims of trafficking in human beings and police	To identify and enter into contact with potential victims.	The Police Authority has employed new visual techniques in an attempt to bridge language difficulties in in first contacts with potential victims. Videos in, inter alia, Thai and Dari identifying the some of the most common trafficking situations for each group have been produced to facilitate the initial contact between the victim and the Police Authority when there are linguistic barriers. Patrolling officers have access to these videos with them on their personal mobile phone when they are on duty.	
Operational task force between the Baltic Sea states	 	Ukrainian nationals					To enhance intelligence on Ukrainian victims and prevention as well as intervention in mutual cases involving victims from Ukraine.		
SI									
Project on continued protection and (re) integration of victims of trafficking of human beings		All third-country nationals	2024-2027 (for the current implementing period. The project initially started in January 2019)	€ 150 000 (funded by state budget and ISF)	NGOs selected through public calls	Third-country nationals victims of trafficking in human beings	Preventing the re-victimisation of trafficked persons	Providing a 30-day period crisis accommodation for recovery, and longer-term assistance as part of the Safe Accommodation part of the project. Integrating trafficked persons into the education system, the labour market, the acquisition and improvement of vocational skills and qualifications, and, in the case of children, ensuring appropriate care or placement with a family or in an appropriate care institution. These also include activities for the voluntary return of the victim to their country of origin for the purpose of reuniting the victim with their family and to initiate reintegration in their own country.	Ongoing
SK									
Improving Access to Services for Victims of Crime and Establishing Contact Points for Victims	  	Ukrainian nationals	August 2022 – December 2023	€ 1,308,800.92 from the European Social Fund under the Operational Programme Effective Public Administration.	Ministry of the Interior of the Slovak Republic	Victims of crimes from the ranks of war refugees arriving and staying on the territory of the Slovak Republic as a result of the war conflict in Ukraine	The objective is to respond to the evolving security situation in Europe and contribute to mitigating the negative impacts and threats arising from the armed conflict in Ukraine.	Provision of information and mediation of professional assistance, specializing in people fleeing from Ukraine; cooperation with entities and institutions active in the field of crime prevention, deepening cooperation with entities and institutions specializing in people fleeing from Ukraine and expansion of regional platforms for assistance to victims of crimes (including human trafficking) at the level of individual regions; educational preventive activities with a specialization for people fleeing from Ukraine and preparation of information brochures and educational materials in the Ukrainian language; implementation of contractual cooperation with informal interpreters from the ranks of university students in order to overcome barriers in contact with expatriates from Ukraine	Closed

Name of the measure	Thematic area	Nationality(ies) targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
Provision of Pre-Return Assistance and Assisted Voluntary Return for Victims of Trafficking in Human Beings		All third-country nationals	28 July 2022 – 31 July 2027	€ 216,666 (Ministry of the Interior of the Slovak Republic, state budget)	NGO selected through public procurement	The recipient of funds for the implementation of pre-return assistance and assisted voluntary return is the Slovak Catholic Charity, but the beneficiaries of the activities are victims of human trafficking, to whom pre-return assistance and assisted voluntary return are provided	The purpose of pre-return assistance is to identify the victim, his/her needs and provide information on the possibilities of solving his/her current life situation with the aim of obtaining his voluntary informed consent to return to the country of origin or last residence and to minimize stressful situations before and during transport in cooperation with all interested entities in the territory the country where the victim is located or to which he is returning, including pre-return assistance.	Providing pre-return assistance to victims of trafficking in human beings in the country of identification; Ensuring voluntary assisted return of victims of trafficking in human beings to their country of origin or last residence, in the case of foreigners; Ensuring communication with relevant organisations providing assistance to victims of trafficking in human beings in the country of return; Minimising stressful situations.	Ongoing
GE									
National Simulation Based Trainings on Coordinated Action Against Trafficking in Human Beings	 	All third-country nationals	November 2022; November 2023	OSCE; Embassy of Switzerland (Funding not available)	A-THB Council member agencies; OSCE.	A-THB Council member agencies; Local NGOs; International Organisations	Strengthening Coordinated Response to THB; Effective implementation of NRM.	Training; Simulation Based Exercises; Debriefing	Closed
Moot Court Competition on THB	 	All third-country nationals	July 2021, July 2022, December 2023	EU; ICMPD (Funding not available)	A-THB Council member agencies; ICMPD.	Students	Awareness raising	Lectures; Moot Court	Closed
Information Campaign - Trust Your Gut Feeling	 	All third-country nationals	30 July 2022 - 2023	Bureau of International Narcotics And Law Enforcement Affairs(INL/ US State Department); IOM (Funding not available)	A-THB Council member agencies; IOM.	General Public	Awareness raising	Disseminating brochures, leaflets; Airing video and other visual materials	Closed
Capacity Building Activities	 	All third-country nationals	2022-2023	Administrative Funds, IOM Georgia; INL. EU, ICMPD, OSCE (Funding not available)	A-THB Council member agencies	A-THB Council member agencies	Capacity building of the state actors	Trainings, study visits, round tables	Closed
Safe return of victims to their home country		All third-country nationals	2023	IOM Georgia	A-THB Council member agencies	Third country nationals Victims of THB	Safe return of the victims to their home country	Safe return of the victims to their home country	Closed
Study visit of the Republic of Tajikistan to Georgia		Republic of Tajikistan	2023	IOM Georgia; IOM Tajikistan	A-THB Council member agencies; IOM	A-THB Council member agencies	Strengthening bilateral cooperation with the Republic of Tajikistan	Study Visit; Bilateral Meetings	Closed
RS									
Preventing and Combatting Trafficking in Human Beings in the Western Balkans" Project (PaCT)		Migrants transiting through the Western Balkans	2019-2022	Germany, German Federal Ministry of Economic Co-operation and Development (BMZ)	German Corporation for International Cooperation (GIZ)	Authorities and CSO dealing with THB policy as well as professionals working with migrants	To improve the conditions enabling government and civil society to prevent human trafficking and support its victims.	Main activities: Making at-risk groups more resistant to the risks of human trafficking; Better identifying (potential) victims of human trafficking; Improving the coordination and cooperation between different institutions; Offering education and training as well as advisory services in the area of psycho-social support and mental health tailored to the requirements of the target group.	Closed

Name of the measure	Thematic area	Nationalities targeted	Implementation period	Funding	Implementing partners	Beneficiaries	Objectives	Main activities	State of implementation
EU Support to Strengthen the Fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans (EU4FAST)	  	Migrants transiting through the Western Balkans	2023-2027	European Commission (DG NEAR): € 30 million, German Government (BMZ): € 1.5 million, Italian Ministry of Interior: € 1.375 million, Kingdom of the Netherlands: € 428 000	GIZ, Austrian Ministry of Interior, German Federal Police (Bundespolizei), Center for International Legal Cooperation (CILC), CIVIPOL, Croatian Ministry of Interior, Italian Ministry of Interior, Slovenian Ministry of Interior	Law enforcement departments for fight against organised crime and border authorities	To reinforce the rule of law in the Western Balkans by strengthening the capacities of the national and regional authorities for preventing and combatting migrant smuggling and trafficking in human beings		Ongoing
Western Balkans Joint Actions Against Smuggling of Migrants and Trafficking in Human Beings (WBJUST)	  	Migrants transiting through the Western Balkans	2021-2025	Ministry of Foreign Affairs of Denmark	IOM	Law enforcement, prosecutors and border authorities, migrants	The overall objective of the project is to contribute to better migration management of mixed migration flows in the Western Balkans through strengthening effective counter-smuggling and counter-human trafficking practices, in line with protection sensitive approaches to assisting VOTs.	Enhanced regional strategic and operational cooperation, coordination, and technical capacities to identify, investigate and prosecute SOM and trafficking in human beings, in line with EU and international practices and standards; Strengthened prevention, protection and prosecution efforts to counter SOM and trafficking in human beings in all Western Balkan jurisdictions; Enhanced protection and empowerment of vulnerable migrant categories following a rights-based and victim-sensitive approach;	Ongoing

10. ANNEX III. OVERVIEW OF THIRD COUNTRIES/ REGIONS WHERE NATIONAL MEASURES ADDRESSING TRAFFICKING IN HUMAN BEINGS ARE IMPLEMENTED³⁵⁵

Region/country	EMN Member and Observer Countries	Number of measures
Horn of Africa	AT, DE, FI, FR, IT, NL	11
▪ Ethiopia	DE, FR, IT, NL	7
▪ Burundi	FI	1
▪ Somalia	DE, FR	3
▪ Djibouti	DE, FR	3
▪ Eritrea	FR, IT	3
▪ Kenya	DE, FR	2
▪ Sudan	FR, IT, NL	4
▪ South Sudan	DE, FR	2
▪ Uganda	AT, DE, FR	3
Sahel	BE, IE, IT, NL	14
▪ Nigeria	BE, FR, IT, NL	10
▪ Niger	FR, IE, IT, NL	9
▪ Mali	FR, IT, NL	4
▪ Mauritania	FR, NL	3
▪ Chad	FR, NL	3
▪ Burkina Faso	FR, IE, IT, NL	4
Western Africa	FR, DE, IE, NL	7
▪ Ivory Coast	FR, IE, NL	5
▪ Togo	FR	1
▪ Guinea	FR, IE	2
▪ Gambia	DE, NL	2
▪ Senegal	FR, NL	2
▪ Ghana	FR	1
▪ Benin	FR	1
▪ Guinea Conakry	FR	1
Southern and Eastern Africa	AT, EE	3
▪ Lesotho	AT	1
▪ Mauritius	EE	1

³⁵⁵ Note that this table presents the main countries where national measures to address trafficking in human beings were implemented based on the number of measures implemented and not on the basis of the allocation of funding.

Region/country	EMN Member and Observer Countries	Number of measures
North Africa	AT, BE, IT, NL	10
▪ Algeria	IT, NL	5
▪ Egypt	NL	4
▪ Libya	FR, IT, NL	4
▪ Morocco	FR, NL	5
▪ Tunisia	AT, BE, FR, IT, NL	7
Western Balkans	AT, BE, DE, FR, IT	8
▪ Albania	AT, BE, DE, FR, IT	7
▪ Bosnia and Herzegovina	AT, DE, FR, IT	4
▪ Kosovo	AT, DE, FR, IT	4
▪ Montenegro	BE, DE, FR, IT	4
▪ North Macedonia	BE, DE, FR, IT	6
▪ Serbia	AT, BE, DE, FR, IT	6
Eastern Europe	AT, BE, BG, FR, IE, LT	8
▪ Azerbaijan	BG	1
▪ Belarus	BG	1
▪ Georgia	BG	1
▪ Moldova	AT, BE, BG, FR, LT	6
▪ Ukraine	BG, FR, IE	5
Central Asia	BG, NL, GE	3
▪ Afghanistan	NL	1
▪ Uzbekistan	BG, GE	2
▪ Kazakhstan	BG	1
▪ Kyrgyzstan	BG	1
▪ Tajikistan	BG, and GE	1
▪ Turkmenistan	BG	1
Western Asia	NL	1
▪ Lebanon	NL	1
▪ Iraq	NL	1
South and Southeast Asia	BE, DE, EL, FI, FR	7
▪ Vietnam	BE, DE, FR	3
▪ China	FR	
▪ Pakistan	EL	1
▪ Bangladesh	FI	1
▪ Nepal	FI	2
Americas	IE	1



For more information

EMN website: <http://ec.europa.eu/emn>

EMN LinkedIn page: <https://www.linkedin.com/company/european-migration-network>

EMN X account: <https://x.com/emnmigration>

EMN YouTube channel: <https://www.youtube.com/@EMNMigration>

EMN National Contact Points

Austria www.emn.at/en/

Belgium www.emnbelgium.be/

Bulgaria www.emn-bg.com/

Croatia emn.gov.hr/

Cyprus www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument

The Czech Republic www.emncz.eu/

Estonia www.emn.ee/

Finland emn.fi/en/

France www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2

Germany www.bamf.de/EN/Themen/EMN/emn-node.html

Greece <https://migration.gov.gr/emn/>

Hungary www.emnhungary.hu/en

Ireland www.emn.ie/

Italy www.emnitalyncp.it/

Latvia www.emn.lv

Lithuania www.emn.lt/

Luxembourg emnluxembourg.uni.lu/

Malta emn.gov.mt/

The Netherlands www.emnnetherlands.nl/

Poland www.gov.pl/web/european-migration-network

Portugal rem.sef.pt/en/

Romania www.mai.gov.ro/

Spain www.emnspain.gob.es/en/home

The Slovak Republic www.emn.sk/en

Slovenia emnslovenia.si

Sweden www.emnsweden.se/

Norway www.udi.no/en/statistics-and-analysis/european-migration-network---norway#

Georgia migration.commission.ge/

The Republic of Moldova bma.gov.md/en

Ukraine dmsu.gov.ua/en-home.html

Montenegro www.gov.me/mup

Armenia migration.am/?lang=en

Serbia kirs.gov.rs/eng

The Republic of North Macedonia <https://mvr.gov.mk/>

The Republic of Albania