



# **EU anti-trafficking action 2012-2016 at a glance**



- Trafficking in human beings (THB) is a grave human rights violation, as well as a demand-driven and highly profitable form of transnational organised crime. It is about the selling and buying of women and men, of girls and boys, for the purpose of exploiting them.
- As such, it is prohibited by the [EU Charter of Fundamental Rights](#) (Article 5.3), and defined by the [TFEU](#) as a particularly serious form of organised crime (Article 83), with links to immigration policy (Article 79).
- In the EU, trafficking in human beings is addressed through a comprehensive legal and policy framework, which adopts a human rights based, victim centred, gender specific and child sensitive approach. Extensive work at the operational and political level is conducted in both EU internal and external policies, in areas ranging from security to migration, justice, equality, anti-discrimination, fundamental rights, employment, development, research, humanitarian aid and fisheries, amongst others.
- The Commission appointed an [EU Anti-Trafficking Coordinator](#) (EU ATC), who is responsible for improving coordination and coherence among EU institutions, EU agencies, Member States and international actors, and for developing existing and new EU policies to address THB.
- The Commission has also established an Inter-Service Group on THB bringing together 16 European Commission Services, EEAS and ESTAT, to ensure that EU policy on THB draws on the entire range of relevant policy fields.
- Key counterparts in our efforts are EU Member States, both in the context of the Strategy towards the Eradication of THB, and outside such framework, e.g. through the EMPACT Group on THB (under the EU Policy Cycle on Serious and Organised Crime).
- THB is also explicitly addressed in key policy documents, among which the [European Agenda on Migration](#), the [European Agenda on Security](#), the [Global Strategy for the EU Foreign and Security Policy](#), the [Action Plan on Human Rights and Democracy](#), the [Action Plan on Gender Equality and Women's Empowerment](#) and the [Strategic Engagement for Gender Equality](#).
- The European Parliament issued two relevant resolutions during the course of 2016: [Preventing and combating trafficking in human beings](#) (12<sup>th</sup> May), and [The fight against trafficking in human beings in the EU's external relations](#) (5<sup>th</sup> July).

# EU Legal Framework

## EU Anti-trafficking Directive 2011/36/EU

European Parliament and Council, April 2011



Download [here](#).  
More information [here](#).

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 is the fundamental EU legislative act addressing trafficking in human beings. It establishes **robust provisions on victim's protection, assistance and support, but also on prevention and prosecution of the crime.** The Directive is legally binding to all EU Member States apart from Denmark. Following the requirements of the Directive, the Commission has produced three reports: the [Progress report](#) (as per Article 20), the [Transposition report](#) (as per Article 23.1) and the [Users report](#) (as per Article 23.2).

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## Progress Report

European Commission, May 2016



Download [here](#).  
More information [here](#).

The 'Report on the progress made in the fight against trafficking in human beings (2016), as required under Article 20 of Directive 2011/36/EU on pre-

venting and combating trafficking in human beings and protecting its victims' **presents trends and challenges in addressing trafficking in human beings, examines progress made, and highlights key issues that the EU and its Member States need to address as a priority.** Among others, the reports suggests more focus to be placed on tackling all forms of exploitation; increasing the number and effectiveness of investigations and prosecutions; improving data collection; focusing on the early identification of all victims, their protection and assistance; taking a gender-specific and child-sensitive approach; preventing THB by addressing the demand; allocating adequate resources; and cooperating meaningfully with civil society.

## 'Transposition' Report

European Commission, December 2016



Download [here](#).  
More information [here](#).

The 'Report assessing the extent to which Member States have taken the necessary measures in order to comply with Directive 2011/36/EU on pre-

venting and combating trafficking in human beings and protecting its victims in accordance with Article 23 (1)', analyses how Member States have transposed the Directive and identifies main areas where more progress is needed. The report indicates amongst others that, despite substantial efforts undertaken in this field, **EU Member States still need to step up their efforts in addressing trafficking in human beings.** There still remains significant room for improvement, in particular regarding: **specific child protection measures, presumption of childhood and child age assessment, the protection before and during criminal proceedings, ac-**

cess to unconditional assistance, compensation, non-punishment, assistance and support to the family member of a child victim as well as prevention.

## 'Users' Report

European Commission, December 2016



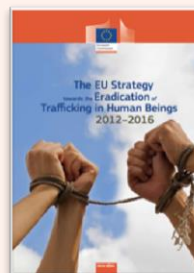
Download [here](#).  
More information [here](#).

The 'Report assessing the impact of existing national law, establishing as a criminal offence the use of services which are the objects of exploitation of trafficking in human beings, on the prevention of trafficking in human beings, in accordance with Article 23 (2) of the Directive 2011/36/EU', demonstrates that only ten EU Member States have so far established the use of services of victims of trafficking as a criminal offence, three Member States have established such an offence only for one form of exploitation, and fourteen Member States have no provisions in place. **The report also highlights that the different legal approaches in the Member States fail to effectively contribute to discouraging the demand of such services. The Commission will examine measures to address this situation.**

## EU Policy Framework

### EU Strategy towards the Eradication of THB 2012-16

European Commission, February 2013



Download [here](#).  
More information [here](#).

The 'EU Strategy towards the eradication of trafficking in human beings 2012-2016' is a comprehensive and forward-looking policy instrument that follows from the Directive 2011/36/EU on trafficking. The Strategy expands on issues identified in the Directive and is consistent with its holistic approach. It focuses, therefore, on **prevention, protection, prosecution and partnerships** and also on ways to increase knowledge on emerging concerns related to trafficking in human beings. The European Commission published the [Mid-term report](#) to take stock of the implementation of the Strategy from 2012 to 2014, and is currently in the process of developing a **post 2016 policy framework** as appropriate.

### Mid-term Report

European Commission, October 2014



Download [here](#).  
More information [here](#).

The Commission Staff Working Document 'Mid-term report on the implementation of the EU strategy towards the eradication of trafficking in human beings', takes stock of how the EU Strategy towards the Eradication of Trafficking in

Human Beings (2012-2016) has been implemented, from early 2012 to the third quarter of 2014. The report highlights the most important elements of the EU's legal and policy framework on THB and the efforts made to mainstream this work at regional, national, European and international levels. It includes a section on the steps taken since 2012 under the 2009 action-oriented paper ([AOP](#)) on strengthening the EU external dimension on action against THB. The report also includes an annex on the important work of seven EU justice and home affairs agencies to address THB, on the basis of the [joint statement](#) signed by the heads of the agencies on the occasion of the EU Anti-Trafficking Day on 18 October 2011.

### The External Dimension of THB



More information [here](#).

The external dimension is an integral part of the EU policy framework to address THB and one of its pillars. In this context, the EU ATC provides strategic policy guidance to promote a coherent and coordinated approach to address THB both within the EU and in relation to non-EU countries, and monitors the use of all appropriate forms of EU action. The basic framework is set in the **2009 Action Oriented Paper on strengthening the EU external dimension against trafficking in human beings (AOP)** and in the **Global Approach to Migration and Mobility (GAMM)**. Many EU external policies currently address THB in relation to non-EU countries, both as a human rights issue and as a serious form of cross-border organised crime. Among others, THB is part of both the **Karthoum and Rabat processes**, and is included in the priority domains of the **Joint Valletta Action Plan**.

## Creating Synergies

### EU Network of National Rapporteurs or Equivalent Mechanisms



More information [here](#).

Member States are required by EU law to establish National Rapporteurs or Equivalent Mechanisms (NREMs), who are responsible for **monitoring the implementation of anti-trafficking policy** at the national level. An EU Network of NREMs was established in 2009 and the Commission hosts **biannual meetings**, co-chaired with respective Presidencies of the Council of EU, which are instrumental in promoting further cooperation and coordination at EU level. Input from the NREMs was crucial to deliver the first EU report assessing the efforts to address THB as per Article 20 of the Directive. To facilitate cooperation between National Rapporteurs and the civil society, the Commission organises **joint meetings** with both the network of NREMs and the EU Civil Society Platform.

### EU Civil Society Platform against THB



More information [here](#).

As the civil society is an equal partner in our efforts, the Commission set up in May 2013 the EU Civil Society Platform against THB. The Platform currently meets every two years, bringing together **over 100 civil society organisations** working in the field of THB in the Member States and in neigh-

bouring priority countries as relevant. An **e-Platform** including the above and other actors is operational, providing a collaborative space for further exchange. The participants to the EU Civil-Society Platform and the e-Platform have contributed to the first Progress report.

## EU Agencies



More information [here](#).

The Commission works closely on anti-trafficking policy with seven Justice and Home Affairs EU agencies, namely with **CEPOL, Eurojust, Europol, EASO, EIGE, FRA** and **Frontex**. Important work is delivered by these agencies with regards to THB, on the basis of the [joint statement](#) signed by the heads of the agencies on the occasion of the EU Anti-Trafficking Day on 18 October 2011. The Commission also works with **Eurofound** on issues related to trafficking for labour exploitation.

## Funding



More information [here](#).

To implement this comprehensive legal and policy framework, the EU provides **extensive funding** under a number of thematic and geographical instruments and projects, a [database](#) of which is available on the EU anti-trafficking website. In addition, the EU ATC ensures that funding matches policy priorities, and that duplication is avoided. To this end, the [Study on comprehensive policy review](#) of anti-trafficking projects funded by the European Commission was published in September 2016.

## Studies as Deliverables of the EU Strategy

### Comprehensive Policy Review of Anti-trafficking Projects Funded by the European Commission

European Commission, September 2016



Download [here](#).  
More information [here](#).

The 'Study on comprehensive policy review of anti-trafficking projects funded by the European Commission' reviews **321 anti-trafficking projects**

directly funded by the Commission for a total of **EUR 158.5 million** during the period 2004-2015. The projects were awarded to 221 different principal grant holders and ran activities in over 100 different countries worldwide. The study reveals that two thirds of funding was awarded to principal grant holders located in EU Member States and that over half of funded projects were led by non-governmental organisations (57%).

### The Gender Dimension of Trafficking in Human Beings

European Commission, 2016



Download [here](#).  
More information [here](#).

The 'Study on the gender dimension of trafficking in human beings' forms part of a broader package of 4 studies which are deliverables of the EU

Strategy towards the Eradication of Traf-

ficking in Human Beings 2012-2016. The Study contributes to the EU Strategy, Priority E Action 2, which states that 'the Commission will develop knowledge on the gender dimensions of human trafficking'. The study looks specifically at the **gender dimension of trafficking for the purpose of sexual exploitation**.

## High-risk Groups for Trafficking in Human Beings

European Commission, 2015



Download [here](#).  
More information [here](#).

The 'Study on high-risk groups for trafficking in human beings' looks at risk and resilience factors that influence the likelihood for **children** to become victims of THB, with a view to establishing risk profiles and developing recommendations. Trends identified include: **ever younger children becoming victims of trafficking, growing numbers of girls from Nigeria being the victims of sexual exploitation, rising numbers of unaccompanied asylum-seeking children and of children with cognitive and developmental disabilities being victims of trafficking, and a growing share of boys for both sexual and labour exploitation**. Furthermore, the study calls for more focus on addressing the **demand** that fuels child trafficking in all its forms.

## Case-law on Trafficking for the Purpose of Labour Exploitation

European Commission, 2015



Download [here](#).  
More information [here](#).

The 'Study on case-law relating to trafficking for labour exploitation' focuses on mapping relevant case-law and analysing practices across the Member States, including trends, police and judicial architecture, the relevant legal contexts and the challenges at national level. The study shows that those most at risk of being trafficked for forced labour include **migrant workers** who have experienced poverty in their home country, **persons with** low levels of appropriate language skills and often with **limited intellectual capacities**, persons with a **poor knowledge** of their rights and the relevant legal framework, and persons working in certain low-paid and poorly regulated industrial sectors.

## Prevention Initiatives on Trafficking in Human Beings

European Commission, 2015



Download [here](#).  
More information [here](#).

The 'Study on prevention initiatives on trafficking in human beings' examines **43 prevention initiatives**, of which a share of 40% concern actions in Romania, Bulgaria and Hungary. The vast majority of the initiatives in the given sample (about 85%) targeted information and awareness-raising measures, followed by capacity-building and research and education programmes. The study analyses how these prevention initiatives achieve **impact and results**.

## Regulation of Labour Market Intermediaries and the Role of Social Partners in Preventing Trafficking of Labour

Eurofound, April 2016



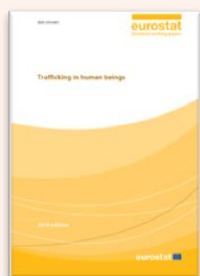
Download [here](#)  
More information [here](#).

The Eurofound report examines how public authorities are currently regulating labour market intermediaries across the Member States, highlighting the effectiveness or otherwise of different registration or licensing schemes. It also examines activities by social partners aimed at preventing trafficking in human beings for labour exploitation. The report was prepared within the framework of the EU Strategy towards the Eradication of Trafficking in Human Beings 2012-2016.

## Statistical data collection

### Statistical Working Papers on Trafficking in Human beings

Eurostat, 2013 and 2015



Download [here](#) (2013) and [here](#) (2015).  
More information [here](#).

In 2013, based on the coordination work of the EU ATC, Eurostat published the first working paper on Trafficking in Human Beings in Europe, covering years 2008-2010. The second Eurostat Statistical working paper (2014, updated in 2015) provided at the EU level statistics on

trafficking in human beings for the years 2010-2012. These include statistical data from all EU Member States and the following countries: Iceland, Montenegro, Norway, Serbia, Switzerland and Turkey. The two working papers provide **criminal justice data** on victims of THB, on the **protection and assistance** provided to them, on the traffickers, and on the number of **investigations, prosecutions and convictions**. The indicators used in these reports were developed in consultation with the Eurostat Working Group on Crime Statistics, the DG Home Affairs Group of Experts on the Policy Needs for Data on Crime and the Network of National Rapporteurs or Equivalent Mechanisms.

## Guidelines and Handbooks

### Handbook on Guardianship

European Commission and EU Fundamental Rights Agency, June 2014



Download [here](#).  
More information [here](#).

The joint publication with the EU Fundamental Rights Agency 'Guardianship systems for children deprived of parental care in the European Union, with a particular focus on their role in responding to child trafficking' is a handbook meant to reinforce guardianship systems to cater for the specific needs of **child victims** of trafficking. It provides Member States with guidance and recommendations on strengthening their guardianship systems, setting out the core principles, fundamental design and management of such systems. **The**



handbook is available in all official EU languages.

## Guidelines for the Identification of Victims

European Commission, September 2013



Download [here](#).  
More information [here](#).

The 'Guidelines for the identification of victims of trafficking in human beings, especially for consular services and border guards', were published in order to improve coordination and coherence in victim identification, and to facilitate the work of **front-line officials**.

## EU Rights of Victims of THB

European Commission, 2013



Download [here](#).  
More information [here](#).

'The EU rights of victims of trafficking in human beings', available **in all official EU languages**, is meant to better assist practitioners and authorities in Member States to deliver assistance and protection to victims. It provides a practical overview of victims' rights, ranging from (emergency) assistance and healthcare to labour rights, access to justice and to a lawyer, and access to compensation.

# Selected Publications

## Eurojust Action Plan against THB 2012-2016

Eurojust, January 2017



Download [here](#).  
More information [here](#).

The final evaluation report on the implementation of the Eurojust Action Plan against THB 2012-2016 marks the completion of a five-year-long exercise which allowed to identify the main challenges stemming from investigation and prosecution of THB cases from a **judicial cooperation perspective** while proposing solutions to overcome them.

## SOCTA 2017

EUROPOL, 2017



Download [here](#).  
More information [here](#).

The 'European Union Serious and Organised Crime Threat Assessment (SOCTA) 2017' is a detailed analysis of the threat of serious and organised crime facing the EU, providing information for practitioners, decision-makers and the wider public. SOCTA 2017 identifies **trafficking in human beings as among the five key priorities** which require the greatest concerted action by Member States and other actors to ensure the most effective impact.

## EUROPOL Situation Report

EUROPOL, February 2016

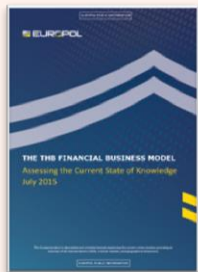


Download [here](#).  
More information [here](#).

EUROPOL's 'Situation Report: Trafficking in Human Beings in the EU' highlights that human trafficking is a major problem in the EU and a priority for Member States' law enforcement agencies. It identifies the main **challenges** for policing in: increasing information sharing, improving data collection on minors, increasing attention to the financial dimension of THB, and strengthening online monitoring activities.

## EUROPOL THB Financial Business Model

EUROPOL, July 2015



Download [here](#).  
More information [here](#).

EUROPOL's report 'The THB financial business model: Assessing the current state of knowledge' emphasises the fact that organised crime groups involved in THB have successfully combined illicit practices with **strong business and technical skills**. Their evolution into a professionalised and flexible service represents a growing challenge for EU law enforcement agencies, which are affected by a significant intelligence gap regarding the financial aspects of THB.

## Identification of Victims of THB in International Protection and Forced Return Procedures

European Migration Network, March 2014



Download synthesis [here](#).  
More information [here](#).

The European Migration Network presented the EMN Focused Study on 'Identification of victims of trafficking in human beings in international protection and forced return procedures'. The aim of the Study was to examine whether, and how, potential victims of trafficking in human beings are detected and identified in these procedures in Member States.

## EU Anti-trafficking Day

More information [here](#).



Since 2007, 18 October has been marked as EU Anti-Trafficking Day, to act as a reminder to renew our efforts and honour the **victims**. Together with the Commission, successive EU Presidencies have organised high profile events, bringing together all relevant actors working for eradicating trafficking in human beings. On the occasion of the 10th EU Anti-Trafficking Day, for example, the European Commission presented the [Comprehensive policy review](#) of anti-trafficking projects funded by the Commission, while public authorities, civil society and citizens organised and participated in events all across Europe to mobilize social awareness.

# The EU Anti-trafficking Website

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Visit here:

<http://ec.europa.eu/anti-trafficking/>

The EU anti-trafficking website is a horizontal website functioning as an **information hub** for practitioners and anyone interested in

THB and the framework addressing it. It is regularly updated and contains information on EU legal and policy instruments, national anti-trafficking measures and initiatives, case law, funding opportunities, projects and publications. The website includes a comprehensive **database of EU funded projects** on trafficking in human beings in both EU and non-EU countries, as well as **contact details of National Rapporteurs** or Equivalent Mechanisms. It also serves as a portal for the EU Network of National Rapporteurs or Equivalent Mechanisms, and for the EU Civil Society e-Platform against trafficking in human beings.

Looking ahead, the European Commission will continue working with equal commitment that has characterised its efforts so far, to prevent this heinous crime, protect the victims, prosecute the traffickers, and promote partnerships, while placing human rights at the centre of its approach.