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European Commission

Study on comprehensive policy review of anti-trafficking projects funded by the European Commission

HOME/2014/ISFP/PR/THBX/0052

Final report

Migration and Home Affairs

EUROPEAN COMMISSION

Final report

Study on comprehensive policy review of anti-trafficking projects funded by the European Commission

HOME/2014/ISFP/PR/THBX/0052

Sylvia Walby, Jude Towers, Brian Francis, Karen Shire, Liz Kelly, Birgit Apitzsch, Jo Armstrong, Susie Balderston, Adam Fish, Claire Hardaker, Stuart Kirby, Corinne May-Chahal and Emma Palmer

Lancaster University

23 September 2016

Disclaimer

Whilst every effort was made by the office of the EU Anti-Trafficking Coordinator to provide information to the contractor on all funded projects by all services for the whole period examined, the study cannot be considered as a fully exhaustive overview of all European Commission-funded projects in the area of trafficking in human beings.

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Contents

Executive summary 7

Introduction 7

Methodology of study 7

Funded projects: distribution and contributions 7

1. Introduction 11
   - 1.1. Objectives of the study 11
   - 1.2. Legal and policy context 11
   - 1.3. Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims 12
   - 1.4. EU strategy towards the eradication of trafficking in human beings (2012-2016) 12
   - 1.5. Wider international and European legal and policy environment 13
   - 1.6. Description of study 13
   - 1.7. Structure of the report 13
2. Methodology 15
   - 2.1. Introduction 15
   - 2.2. Gathering materials on the European Commission-funded projects 15
   - 2.3. Document security 16
   - 2.4. The distribution of funded projects 16
   - 2.5. The analysis of the funded projects 17
   - 2.6. In-depth funded project analysis 17
   - 2.7. Corpus linguistics 18
   - 2.8. The themes 18
   - 2.9. The development of the analytical framework 19
   - 2.10. European Commission actions 19
3. Distribution of funded projects 21
   - 3.1. Introduction 21
   - 3.2. Principal grant holder 22
   - 3.3. Location of funded project activities 36
   - 3.4. Directorate-general 39
   - 3.5. Form of exploitation or groups exploited 50
   - 3.6. Year the funded project started 55
   - 3.7. Conclusions 57
4. Contribution of funded projects to the objectives of the EU anti-trafficking strategy 59
   - 4.1. Introduction 59
     - 4.1.1. Victims: identifying, protecting and assisting victims of trafficking 59
       - 4.1.1.1. Introduction 59
       - 4.1.1.2. Contribution of funded projects 63
       - 4.1.1.3. Next steps on victims 66
     - 4.1.2. Prevention: stepping up the prevention of trafficking in human beings 69
       - 4.1.2.1. Introduction 69
       - 4.1.2.2. Contribution of funded projects 71

4.1.2.3. Next steps on prevention 74
4.1.3. Traffickers: increased prosecution of traffickers 78
4.1.3.1. Introduction 78
4.1.3.2. ontribution of funded projects. 80
4.1.3.3. Next steps on the prosecution of traffickers 81
4.1.4. Coherence and coordination: enhanced coordination and cooperation among key actors and policy coherence 82
4.1.4.1. Introduction 82
4.1.4.2. D.1. Strengthening of the EU Network of National Rapporteurs or equivalent mechanisms 83
4.1.4.3. D.2. Coordinating EU external policy activities 83
4.1.4.4. D.3. Promoting the establishment of the EU civil society platform 85
4.1.4.5. D.4. Reviewing projects funded by the EU 85
4.1.4.6. D.5. Strengthen the fundamental rights in anti-trafficking policy and related actions 86
I4.1.4.7. D.6. Coordinating training needs in a multidisciplinary context 87
4.1.5 E: Knowledge: increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings 88
4.1.5.1. Introduction 88
4.1.5.2. E.1. Developing an EU-wide system for data collection 88
4.1.5.3. E.2. Develop knowledge on the gender dimensions of trafficking and vulnerable groups 90
4.1.5.4. E.3. Understanding on-line recruitment 92
4.1.5.5. E.4. Targeting trafficking for labour exploitation 94
5. Concluding remarks and ways forward: identifying trends, emerging research and policy questions to address 95
6. Relevant law and policy instruments 97
6.1. United Nations 97
6.2. Council of Europe 97
6.3. European Union treaties 97
6.4. European Union Charter of Fundamental Rights 97
6.5. European Union directives 98
6.6. European Union strategies, agendas and action plans 99
6.7. Proposals 99
6.8. European Parliament resolutions on trafficking 100
6.9. Council of Europe monitoring documents general reports on GRETA's activities 100
6.10. Council of Europe Parliamentary Assembly resolution 100
6.11. EU actions relevant to anti-trafficking 100
7. References 101

List of figures

Figure 1(a): Number of funded projects by type of principal grant holder 31

Figure 1(b): Total European Commission funding by type of principal grant holder 31

Figure 2(a): Type of principal grant holder by location of principal grant holder: number of funded projects 33

Figure 2(b): Type of principal grant holder by location of principal grant holder: total European Commission funding 33

Figure 3(a): Number of funded projects by country of principal grant holder: EU 36

Figure 3(b): Number of funded projects by country of principal grant holder: EU, EEA and EU periphery 36

Figure 4(a): European Commission funding by country of principal grant holder: EU 36

Figure 4(b): European Commission funding by country of principal grant holder: EU, EEA and EU periphery 36

Figure 5(a): Number of funded projects by country of activity: EU 39

Figure 5(b): Number of funded projects by country of activity: EU, EEA and EU periphery 39

Figure 6(a): Number of funded projects by directorate-general 41

Figure 6(b): European Commission funding by directorate-general 42

Figure 7(a): Location of principal grant holder by directorate-general: percentage of funded projects 43

Figure 7(b): Location of principal grant holder by directorate-general: percentage of European Commission funding 43

Figure 8: Number of funded projects by directorate-general and start year of funding 44

Figure 9(a): Distribution of type of principal grant holder by directorate-general: percentage of funded projects 45

Figure 9(b): Distribution of type of principal grant holder by directorate-general: percentage of European Commission funding 46

Figure 10: Number of funded projects by country of principal grant holder: EU 47

Figure 11: Percentage of funded projects and percentage of European Commission funding by form of exploitation or group of victims 52

Figure 12: Distribution of funded projects by directorate-general and form of exploitation or group of victims: percentage of funded projects 54

Figure 13(a): Number of funded projects by start year of funded project 56

Figure 13(b): European Commission funding by start year of funded project 57

Figure 14: The social and economic organisation of trafficking in human beings 75

Figure 15: Challenges to stepping up prevention of trafficking in human beings 76

List of tables

Table 1: Variable/field names, acronyms and descriptions 22

Table2 (a): Principal grant holder: number of funded projects, location and type 24

Table 2(b): Principal grant holder awarded five or more funded projects: number of funded projects, location and type 30

Table 3: Type of principal grant holder: percentage of funded projects and European Commission funding 30

Table 4: Type of principal grant holder by location (EU or non-EU): percentage of funded projects and European Commission funding 32

Table 5: Location of principal grant holders: European Commission funding 34

Table 6 EU Member States in which activities were based: number of funded projects 37

Table 7: Non-EU countries in which funded project activities were based: number of funded projects 38

Table 8: Funding streams of the directorates-general 40

Table 9: Directorate-general: percentage of funded projects and European Commission funding 41

Table 10: Directorate-general and location of principal grant holder: percentage of funded projects and European Commission funding 42

Table 11: Directorate-general and the year funded project started: percentage of funded projects and European Commission funding 44

Table 12: Directorate-general and type of organisation of principal grant holder: percentage of funded projects and European Commission funding 45

Table 13: Directorate-general and the EU Member States in which project activities take place: number of funded projects 46

Table 14: Directorate-general and the non-EU countries in which project activities take place: number of funded projects 48

Table 16: Form of exploitation or group of victims and directorate-general: average European Commission funding per project 53

Table 17: Directorate-general and form of exploitation or group of victims: percentage of funded projects and European Commission funding 54

Table 18: Form of exploitation or group of victims and directorate-general: percentage of funded projects and European Commission funding 55

Table 19: Funded project start year: percentage of funded projects and European Commission funding 56

Executive summary

Introduction

This study is situated in the wider policy and legal context of Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims and the European Union (EU) Strategy towards the eradication of trafficking in human beings 2012-2016 (EU anti-trafficking strategy).

The study addresses four objectives:

1. To conduct a comprehensive review of European Commission (EC) funded anti-trafficking projects so as to enhance coordination, avoid duplication and provide a solid basis for coherent, cost-effective and strategic planning, including potentially for the further development of anti-trafficking policies at EU level, thereby supporting the dual aims of enhanced coordination and cooperation among key actors and policy coherence.

2. To map and analyse the distribution of EC-funded anti-trafficking projects according to their scope of intervention, geographic areas of intervention, fields, actors, target beneficiaries, funding level, types of output, policy recommendations and other relevant aspects.

3. To identify and assess the common, unique or complementary contribution of the impact and results of these funded projects to the objectives of the EU anti-trafficking strategy, including whether their contribution has yet been taken into account.

4. To identify trends and emerging research and policy questions.

Methodology of study

The focus of the study is on projects funded by the EC which address trafficking in human beings. The study developed a trafficking projects data set from documents and other relevant materials provided by the EC and through additional searches of the internet on EC-funded anti-trafficking projects commissioned by five Directorate Generals (DG) of the EC: DG International Cooperation and Development; DG Home Affairs and Migration; DG Justice; DG Neighbourhood and Enlargement Negotiations; and DG Research and Innovation, between 2004 and 2015. The final Trafficking Projects Data Set included 321 EC-funded projects with EC funding of EUR 158.5 million.

Based on the trafficking projects data set, the study: conducted an analysis of the documents on the funded projects using in-depth reading, corpus linguistics techniques, and expert knowledge; conducted an analysis of the distribution of the funded projects; organised the analysis into existing and emergent themes; developed an analytical framework; and developed contributions to the objectives of the EU anti-trafficking strategy based on these bodies of knowledge.

Funded projects: distribution and contributions

The study provides a statistical analysis of the distribution of funded projects, mapped across multiple dimensions. For each of these dimensions the distribution of the funded projects and the distribution of EC funding were analysed.

The funded projects in the Trafficking Projects Data Set were contracted to start between 2004 and 2015. **Seventy percent (70 %) of funded projects were contracted before the publication of the EU anti-trafficking strategy.**

The funded projects analysed were awarded to 221 different principal grant holders in 62 different countries worldwide, including 26 EU Member States. Two thirds of funded projects and EC funding was awarded to principal grant holders located in EU Member States and one third to principal grant holders located in non-EU countries. Just over

half of funded projects in the Trafficking Projects Data Set were led by non-governmental organisations (NGOs) (52 %). Other principal grant holders included: State agencies, international organisations, and universities and other research organisations.

There are 40 principal grant holders that have been awarded multiple funded projects (two or more) and 181 principal grant holders awarded a single funded project. **Of those awarded multiple funded projects, five have been awarded five or more. One of these principal grant holders is a non-governmental organisation the rest are international organisations**. The five principal grant holders received just over EUR 42.5 million of EC funding for these 39 funded projects (12 % of the total number of funded projects). This EUR 42.5 million is almost one third (27 %) of the total EC funding for the funded projects.

As well as the principal grant holder, many funded projects had additional partners contracted on the project. The majority of these partner organisations were not themselves principal grant holders for the funded projects, but **51 principal grant holders were also partners on other funded projects in the analysis Data Set**. Eight of these principal grant holders were partners on five or more other funded projects.

The average amount of EC funding per project differed depending on the type of principal grant holder. Projects led by international organisations were awarded, on average, EC funding per project which was significantly higher than any of the other types of principal grant holder at EUR 1.1 million compared to less than EUR 500,000.

The funded projects ran activities in over 100 different countries worldwide. There were a number of countries in which 10 or more funded projects ran activities, including 25 EU Member States (not Croatia, Luxembourg, or Slovenia) and six non-EU countries. No countries outside Europe were the site of activity for 10 or more funded projects. Of the non-EU countries identified by Eurostat (2015) as the top five source countries for victims trafficked into and identified by EU Member States, none were the location for activities for 10 or more funded projects.

Together DG International Cooperation and Development and DG Home Affairs and Migration contracted over 80 % of the funded projects (43 % and 38 % respectively) and almost 90 % (67 % and 22 % respectively) of EC funding.

From the Trafficking Projects Data Set, **nine different forms of exploitation and groups of victims were identified as a focus of the EC-funded projects**: not specified being those projects which covered all or multiple forms of exploitation; child trafficking; trafficking for sexual exploitation; trafficking for labour exploitation; trafficking of women and children; trafficking of women; trafficking for forced begging; trafficking for organ removal; and trafficking for criminal activity. Thus, the projects focused on different forms of exploitation and on specific groups of victims.

The highest proportion of funded projects and EC funding was allocated to funded projects which did not focus on one specific form of exploitation, but rather covered **multiple forms** (44 % and 56 % respectively), followed by funded projects on **child trafficking** (23 % and 19 % respectively). Funded projects on child trafficking were awarded EUR 30.5 million. Funded projects on **Labour exploitation** received the third highest level of EC funding, worth EUR 22 million.

A higher proportion of EC funding is awarded to funded projects on trafficking for labour exploitation (14 %) than to those on trafficking for sexual exploitation (7 %). This is despite the fact that an equal proportion of funded projects focus on trafficking for labour exploitation (12 %) as trafficking for sexual exploitation (14 %). **The average EC funding per project on labour exploitation was double the average EC funding per project on sexual exploitation (EUR 569,308 and EUR 231,429 respectively)**.

The study analysed the contributions of the funded projects to the objectives of the EU anti-trafficking strategy, organised around its five strategic priorities:

A: Identifying, protecting and assisting victims of trafficking

B: Stepping up the prevention of trafficking in human beings

C: Increased prosecution of traffickers

D: Enhanced coordination and cooperation among key actors and policy coherence

E: Increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings

The contributions of the funded projects to the four cross cutting principles identified in the EU anti-trafficking strategy — victim-centred, gender specific, child sensitive, and anchored in human rights — are interwoven throughout the analysis reported in the study.

Drawing on the analysis of the funded projects and the expert knowledge of the team, the contributions of the funded projects were evaluated and the next steps needed to support future policy development identified.

Despite 70 % of the funded projects in the Trafficking Projects Data Set being contracted and delivered before the EU anti-trafficking strategy was published, they contribute towards the objectives of the Strategy in a number of ways. These are detailed in chapter four and summarised below. Drawing on the expert knowledge of the team, the evaluation of the contribution of the funded projects was used to identify the next steps required to support further strategic development for the eradication of trafficking. These are carried forward into chapter five which sets out the study's **recommendations for identifying trends and emerging research and policy questions**.

The EC-funded projects make many contributions towards the objectives of the EU anti-trafficking strategy, and point to the need to the further development of:

- national referral pathways, especially the need for improved identification of child victims and for safe and sustainable return and reintegration processes;
- protection for child victims of trafficking, especially improving engagement of child protection systems, both nationally and trans-nationally;
- identification of victims of trafficking by widening the focus beyond the training of border staff into the mainstream operations of various stakeholders including labour inspectors, trade unions, health and safety and fire inspections, in health settings, and civil society and non-governmental organisations, especially those working with women and children and with victims of sexual exploitation;
- provision of information on the rights of victims by widening the focus of provision beyond law enforcement professionals, to also encompass workplaces, civil society organisations, migrant workers organisations, diaspora communities and with a greater emphasis on victims themselves as co-producers of information;
- institutionalised training initiatives, especially in non-EU countries; initiatives which institute sustainable partnerships, including between EU and non-EU countries, being particularly valuable and should include a wider set of audiences for training initiatives, especially: healthcare, education, housing, employers and the wider community;
- smarter use of existing laws and regulations to contribute more effectively to eliminating profit-taking from the exploitation of others and reducing demand for the goods produced by and services of victims of trafficking;
- prevention initiatives which focus on forms of exploitation other than labour, especially sexual exploitation, which is rarely the focus of the current funded projects on prevention;
- effective ways for law enforcement and prosecutions services to cooperate and to work across borders in order to follow traffickers, including Joint Investigation Teams;
- building the capacity of civil society to take a more active role in holding governments to account, including also more engagement with migrant and diasporic community;
- the gender dimension not just as a sub-component but building on the knowledge that gender dimension and gender specificity is threaded through many aspects of trafficking in human beings;
- examination of the ways in which multiple inequalities connect with trafficking are not yet sufficiently understood or effectively addressed.

- the use of internet on identification of victims in cyberspace; developing expertise and coordinated international practices and policies in gathering and the use of 'digital' evidence;

- data collection mechanisms, including templates for data collection, an approach which lodges the data collection process in each EU Member State but specifies what data needs to be collected; and the developing research on software to harmonise data collection.

The funded projects also clearly demonstrated that **trafficking in human beings is not only a policy field in its own right, but is located at the intersection of several other policy fields, each of which is gendered and differently resourced and the relevance of this to the development of policy coherence**.

Trends, emerging research and policy questions

Building on the achievements of the EU anti-trafficking strategy, the study offers a contribution towards identifying trends, emerging research and policy questions by reflecting on the analysis of the funded projects, drawing on the expert knowledge of the team and its review of relevant literature.

In summary, the areas of focus for further development of anti-trafficking policies at EU level could include a. policy coherence, coordination and accountability: ensuring enhanced coordination and cooperation which is required to support policy coherence and accountability across the EU, including: ensuring cross cutting principles are addressed; enhancing coherence among the external and internal dimensions of the anti-trafficking policy; fostering inter-agency cooperation; strengthening accountability; and reflecting on supply and demand. b. victims and vulnerability: focusing on both the identification of victims and the provision of services to them and the wider issue of reducing the positions and situations of vulnerability. c. traffickers and trafficking chains: focusing on both traffickers and their prosecution and on the wider trafficking chain. d. increasing knowledge on trafficking in human beings: an improved knowledge base is needed to support the policy framework to eradicate trafficking in human beings, including how to best measure trafficking in human beings and collect data, as well as how to advance the broader knowledge base.

1. Introduction

In order to implement the legal and policy European Union (EU) anti-trafficking framework, the European Commission (EC) provides funding under a number of thematic and geographical instruments, including funding for projects to support anti-trafficking work. A comprehensive review of anti-trafficking projects funded by the European Commission, including the geographical areas, actors and types of projects, their outcomes and recommendations, is a deliverable of the EU Strategy towards the Eradication of Trafficking in Human Beings 2012-2016 (hereafter referred to as the EU anti-trafficking strategy). This study is that comprehensive review. The EU anti-trafficking strategy intends this review to support greater coherence in policies across the different sectors that are engaged in anti-trafficking work. The review is also intended to strengthen future projects and to inform future proposals to support their coherence and cost effectiveness.

The EC is also developing an anti-trafficking website ([1]) which contains a database of EC-funded projects on trafficking in human beings, as well as information on, inter alia, EU legal and policy instruments, anti-trafficking measures in the Member States, funding opportunities and EU initiatives.

1.1. Objectives of the study

The study has the following four objectives.

1. To conduct a comprehensive review of EC-funded anti-trafficking projects so as to enhance coordination, avoid duplication and provide a solid basis for coherent, cost-effective and strategic planning, including potentially for the further development of anti-trafficking policies at EU level, thereby supporting the dual aims of enhanced coordination and cooperation among key actors and policy coherence.

2. To map and analyse the distribution of EC-funded anti-trafficking projects according to their scope of intervention, geographic areas of intervention, fields, actors, target beneficiaries, funding level, types of output, policy recommendations and other relevant aspects.

3. To identify and assess the common, unique or complementary contribution of the impact and results of these funded projects to the objectives of EU anti-trafficking strategy, including whether their contribution has yet been taken into account.

4. To identify trends and emerging knowledge and policy questions.

The study analysed 321 funded projects which form the Trafficking Projects Data Set. These funded projects were contracted by the EC between 2004 and 2015; 70 % of the funded projects in the Data Set were contracted before the EU anti-trafficking strategy was published. The study covers those funded projects and their documentation received from the EC for the purposes of the review. However, this is not all initiatives funded by the EC during this period and the documentation for some funded projects is incomplete, thus errors and omissions are to be expected.

The present exploratory study involves work (covering the period 2010-2013) which will feed into the implementation of the **EU Strategy towards the Eradication of Trafficking in Human Beings (2012-2016)** ([1]) (hereafter: the Strategy).

1.2. Legal and policy context

The study situates its analysis in the legal and policy context of the EU Directive 2011/36/EU on Preventing and Combating Trafficking and Protecting its Victims (hereafter referred to as the EU Anti-Trafficking Directive) and the EU anti-trafficking strategy. The legal basis for the Anti-Trafficking Directive derives from the Treaty on the Functioning of the European Union (TFEU) Articles 82(2), concerning judicial cooperation in criminal matters, and 83(1), which names 'trafficking in human beings' as a relevant crime with an EU dimension. The EU Anti-Trafficking

([1]) http://ec.europa.eu/anti-trafficking/eu-projects/_en?solrsort=ds_field_publication_date %20desc

Directive and EU anti-trafficking strategy sit in a wider European, EU and international legal and policy environment. The EU established an EU Anti-Trafficking Coordinator 'in order to contribute to a coordinated and consolidated Union strategy against trafficking in human beings', as required by Article 20 of the Directive. The EU Anti-Trafficking Coordinator is responsible for improving coordination and coherence among EU institutions, EU agencies, Member States and international actors and developing existing and new EU policies to address trafficking in human beings.

1.3. Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims

Trafficking in human beings is a serious and organised crime which is the exploitation of the vulnerability of others. The definition of trafficking used for this study is that found in Article 2 of the EU Directive 2011/36/EU on preventing and combating trafficking and protecting its victims: '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.' Article 2 continues in its definition of key terms '2.2: A position of vulnerability means a situation in which the person concerned has no real or acceptable alternative but to submit to the abuse involved. 2.3 Exploitation shall include, as a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, including begging, slavery or practices similar to slavery, servitude, or the exploitation of criminal activities, or the removal or organs.'

1.4. EU strategy towards the eradication of trafficking in human beings (2012-2016)

The study is a deliverable of the EU anti-trafficking strategy and contributes to the development of the anti-trafficking policies at EU level. This study therefore, and in line with its terms of reference, addresses the objectives of the EU anti-trafficking strategy. Additionally, the study seeks to identify evidence of four cross-cutting principles: victim-centred; anchored in human rights; gender specific; child sensitive.

The EU anti-trafficking strategy has five strategic priorities:

A: Identifying, protecting and assisting victims of trafficking:

1. Establishment of national and transnational referral mechanism
2. Identification of victims
3. Protection of child victims of trafficking
4. Provision of information on the rights of victims

B: Stepping up the prevention of trafficking in human beings:

1. Understanding and reducing demand
2. Promote engagement with the private sector
3. EU-wide awareness raising activities and prevention programmes

C: Increased prosecution of traffickers:

1. Establishment of national multi-disciplinary law and order units
2. Ensuring proactive financial investigation
3. Increasing cross-border police and judicial cooperation
4. Increasing cooperation beyond borders

D: Enhanced coordination and cooperation among key actors and policy coherence:

1. Strengthening the EU network of national rapporteurs or equivalent mechanisms
2. Coordinating EU external policy activities
3. Promoting the establishment of a civil society platform
4. Projects funded by the EU

5. Strengthen the fundamental rights in anti-trafficking policy and related actions
6. Coordinating training needs in a multi-disciplinary context

E: Increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings

1.Developing an EU-wide System for Data Collection
2. Developing knowledge on the gender dimensions of trafficking and vulnerable groups
3. Understanding online recruitment
4. Targeting trafficking for labour exploitation

1.5. Wider international and European legal and policy environment

There is an international context for the development of EU law and policy. This includes legal instruments of both the United Nations (UN) and of the Council of Europe, to which most EU Member States are parties. The UN framework includes the United Nations (1949) Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others, the United Nations (2000) Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. The implementation of UN legal instruments on trafficking is supported by the United Nations Office of Drugs and Crime (UNODC). This international legal context is further strengthened by the Council of Europe's (2005) Convention on Action against Trafficking in Human Beings and by its monitoring mechanism, the Group of Experts on Action against Trafficking in Human Beings (GRETA).

A list of relevant international and EU legal instruments and policy documents can be found in the references.

1.6. Description of study

The study concerns 321 projects funded by the European Commission (EC) relevant to anti-trafficking; 70 % of these funded projects were contracted by the EC prior to the publication of the EU anti-trafficking strategy in 2012 and 30 % after its publication. The study covers those funded projects and their documentation received from the EC for the purposes of the review. However, this is not all initiatives funded by the EC during this period and the documentation for some funded projects is incomplete, thus errors and omissions are to be expected. The focus is on the contribution of these EC-funded projects to the objectives of the EU anti-trafficking strategy. The aim is to assist the further development of anti-trafficking policies at EU level.

The EC-funded projects that are reviewed include those funded in the last 12 years (between 2004 and 2015), this means many (70 %) of the funded projects pre-date the EU anti-trafficking strategy that is the focus of the study. The study takes account of other EC actions, for example, policy developments and practices of EC-funded agencies, but these are not the focus of the review, the funded projects are the primary focus. The study takes account of the wider knowledge and literature about developments in anti-trafficking, but again these are not the focus of the review, the funded projects are the focus.

1.7. Structure of the report

The report on the study is divided into five chapters:

1. Introduction (this chapter)
2. Methodology
3. Distribution of funded projects
4. Analysis of the contribution of the funded projects to the objectives of the EU anti-trafficking strategy
5. dentifying trends, emerging research and policy questions

References, including relevant law and policy instruments.

2. Methodology

2.1. Introduction

The focus of the study was on projects funded by the EC to address trafficking in human beings. The study proceeded in the following way: gathering of the materials on the EC-funded projects into a Trafficking Projects Data Set; the analysis of the documents on the funded projects using in-depth reading, corpus linguistics techniques, and expert knowledge; data collection and analysis of the distribution of the funded projects; the organisation of the analysis into existing and emergent themes; the development of the analytical framework; and the development of contributions to the objectives of the EU anti-trafficking strategy based on these bodies of knowledge.

2.2. Gathering materials on the European Commission-funded projects

Materials were gathered on projects funded by the EC in the last 12 years (from 2004 to 2015). A 'funded project' means the set of activities covered under the terms of the funding agreement. Each individual funded project is identifiable by its grant code (e.g. EIDHR/2011/279-761) and its title (e.g. Stop the Traffic of Children and Adolescents). The EU Anti-Trafficking Coordinator's office supplied an Excel spreadsheet and a more detailed descriptive list of funded projects immediately after the Inception meeting. These were used to allocate the funded projects across the team for analysis. The core team allocated them to the relevant team member based on their expertise in the five strategic priority areas: identifying, protecting and assisting victims of trafficking; stepping up the prevention of trafficking in human beings; increased prosecution of traffickers; enhanced coordination and cooperation among key actors and policy coherence; and increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings. Where funded projects developed prior to the EU anti-trafficking strategy and could not easily be allocated to one of these five priorities, these were matched to the expertise within the team.

Two documents summarising the funded projects were received from the EC after the Inception meeting: an Excel spreadsheet of 344 funded projects and a descriptive list of 260 funded projects. We compared the information in these two sources and amalgamated them into a single dataset. This resulted in a new dataset which contained reference to 383 unique funded projects.

The new dataset, the 'Trafficking Projects Data Set', was ordered by funded project title and given a unique simple reference number from 001 to 383.

All funded project materials provided by the EC were stored in Box. Box is Lancaster University's secure cloud-based file-sharing system which provides simple, secure online file storage and file sharing from any location and any device. In Box a new folder was created for the purpose of allocating the funded project materials on each individual funded project to the identified expert team member for analysis. Within this folder is a series of sub-folders labelled 001 to 383. The EC uploaded materials to Box in batches.

As the funded project documentation was received from the EC, a copy of the documentation for each was placed into the relevant folder labelled 001 to 383. Towards the end of this process, the EC indicated that they had identified a number of funded projects in the original spreadsheet and descriptive list which were no longer deemed to be appropriate for analysis. In addition the Lancaster core team identified a number of funded projects with insufficient documentation to enable an analysis. Documentation for around six operational grants had also been uploaded to Box by the EC but since these are grants for the operation of specific organisations rather than for projects, these were also excluded from the Trafficking Projects Data Set.

An agreed set of 321 funded projects forms the final Trafficking Projects Data Set.

There were some gaps in the information about some funded projects. For example, many (60 %) did not have financial information after the end of the funded project period, so in the chapter on distribution, data on project funding was taken from the grant agreements for all the funded projects for consistency and comparability. This means that the EC funding analysed is the predicted funding, not the actual/final funding given by the EC for each

funded project. There was no final narrative report for a number of the funded projects (two thirds), so for these projects information was taken from the application documents.

A summary version of the Data Set containing the full funded project reference, the funded project title and funding details (Directorate General, principal grant holder, etc), along with the simple reference number was given to each team member. This enabled them to identify the specific funded projects for analysis from the folders in Box. Funded project materials were then downloaded from Box onto an encrypted pen drive as appropriate, by each expert team member. Thus analysis of the funded project documentation was done offline and held on a secure, encrypted pen-drive.

2.3. Document security

Procedures relating to the confidentiality of documents have been implemented across the entire team. All available documents have been uploaded by the EC to the Box file sharing system, which encrypts all documents it stores, and to where all team members, except the core team, have download only access. Lancaster University advised us that the Box file sharing system is suitable for confidential and restricted documents. Box is the solution chosen by the UK Government Digital Service to make content sharing and collaboration possible across government departments.

All team members have been instructed not to download digital material from Box to any unencrypted device. Instead, each team member has been supplied with a Kingston DT4000G2 encrypted USB drive (which is FIPS 140-2 compliant for high level security), to which all relevant material is downloaded. The device encrypts all files, and is strong password protected, allowing no more than 10 password tries before the device is made unreadable.

2.4. The distribution of funded projects

A Trafficking Projects Data Set of all the funded projects was established in which information on each of several quantitative fields was inserted. This was analysed using SPSS. Graphical summaries and maps (utilising Eurostat country boundary data ([22])) were produced in R to illustrate the findings.

The Trafficking Projects Data Set of the 321 funded projects was established in a three stage process. First, the Excel spreadsheet supplied by the EU Anti-Trafficking Coordinators Office was utilised. Second, this was checked against our own analysis of the documentation and revised as appropriate. The available documentation for each funded project (in particular the grant agreement and where available the final narrative report) were examined and the relevant data extracted and included in the Data Set. Third, information was extracted from the in-depth funded project analysis that had been completed for each funded project using a standard template.

This Trafficking Project Data Set includes only the information that can be robustly quantified (i.e. categorised and counted). Where relevant information could not be robustly identified, the analysis was confined to qualitative methods and reported in chapters other than the one on the distribution. For example, since most funded projects contributed to multiple Strategic Priorities this was not suitable for quantitative analysis. The distributional analysis is concentrated on:

- The number of EC-funded projects (total 321)
- The amount of EC funding awarded to the funded projects, in euros (available for all except two funded projects, i.e. for 319 funded projects)
- Principal grant holder, which is the entity awarded the funding, to which the funding is paid and which holds responsibility for delivery of the funded project

([2]) http://ec.europa.eu/eurostat/web/gisco/geodata

- Type of organisation of principal grant holder (national, European or international non-government organisations (NGOs), universities and other national, European or international research institutions (Research); national, European or international State agencies (State) and international organisations (IO).
- location of principal grant holder (the country in which the principal grant holder's bank account is registered — taken from the grant agreement)
- Geographical locations in which funded project activities take place. The funded project activities are those defined in the grant agreement, such as awareness raising activities or training sessions. The geographical location/s are those countries in which the funded project activities take place. An individual funded project may run activities in a single or multiple countries. These countries may be the same as or different to the principal grant holder location.
- Directorate-general (DG) of the EC which contracts and funds the project
- Form of exploitation or group being exploited (un-specified or multiple forms (non-specified), sexual exploitation, labour exploitation, child trafficking, trafficking of women and children, trafficking of women, trafficking for forced begging, organs, and criminal activities)
- Year funded project started (the year the project (not the funding stream) started)

2.5. The analysis of the funded projects

The funded projects were analysed using two methods. First, each of the funded projects was subject to in-depth analysis by a member of the research team with expertise in that area via a reading of all documentation available to the team associated with each project. The results of this analysis were recorded using a template developed specifically to identify the key concepts and content of the funded projects necessary for analysis. Second, 'corpus linguistics' techniques were used to analyse the funded project materials as a whole in order to identify additional themes that were secondary rather than primary.

While the funded projects were allocated to specific strategic priorities and actions for the purpose of allocation to a single expert for in-depth analysis, this was not a robust method for determining the extent to which each priority was funded. This was because most funded projects had multiple components. While for some funded projects the identification of a priority theme was straightforward, for many this was not the case. We used two methods to address the multiple components: identification of secondary themes; and a search of the set of funded project materials as a whole.

2.6. In-depth funded project analysis

The in-depth analysis included the reviewer's assessment of the primary and any secondary contributions to the strategic priorities and whether the funded project made a contribution to any of the cross-cutting principles or emerging themes identified by the team (digital, data collection systems, and training). This included the: purpose of the funded project; funded project activities; definition of trafficking used; whether the funded project concentrated on a specific form of exploitation trafficking; whether the funded project was in reaction to a perceived trend; secondary contribution to the objectives of the EU anti-trafficking strategy; contributions to cross-cutting themes (victim-centred, gender-specific, child sensitive, anchored in human rights, digital, data collection systems, and training); contribution of the funded project to prevention, including but not limited to demand reduction activities; contribution of the funded project to legal innovation relevant to Article 23; and any significant challenges presented by the funded project documentation for analysis.

The collation of this information enabled all funded projects contributing to a strategic priority, cross-cutting principle or emerging theme to be identified. Thus team members analysing a particular priority, principle or theme were then able to identify all the funded projects of relevance in addition to those originally allocated to them for analysis. The team member could then access each relevant completed analysis template and search the relevant materials. This process highlighted the multifaceted nature of most of the funded projects which had prevented

the robust identification of a single theme. Hence the attribution of a funded project wholly to one strategic priority and not to the others for the purposes of quantitative analysis was not pursued.

2.7. Corpus linguistics

In order to identify the extent to which themes were addressed in the funded projects as a whole, we used the computerised digital search techniques associated with corpus linguistics methods. The method used extracted all the textual content from every funded project into a single 'corpus' which was then searched for key terms, such as 'prevention' or 'child' or 'gender'. This identified both the specific documents in which these terms are found enabling them to be directly accessed for content and context, and it also identified the 'collocates' of the key terms (the words found in close proximity to them). For example 'prostitution' was often found within five words of 'child'.

The corpus in this case is the Trafficking Projects Corpus– a dataset of 20 million words, derived from the EC-funded projects on anti-trafficking. Since it would take the average person approximately forty non-stop working weeks (eight hour days, Monday to Friday) to read, without any pauses even for basic note taking, this introduces the challenge of undertaking a cross-cutting analysis that both comprehensively engages with all the funded projects, and yet can be completed within a constrained amount of time.

The initial corpus contained a significant number of archives and otherwise bundled files. These consisted of three main compressed formats: RAR x21 containing ~240 files; ZIP x106 containing ~300 files; EML x14 containing ~40 files. This produced 581 extra files of many kinds (e.g. DOC, JPG, M4A). All archives were extracted first to make their contents available for conversion to plain text. At this stage, all non-relevant files were removed. This included image, video, audio, executable, and spreadsheet files (e.g. JPG, MP3, MP4, EXE, and XLS). Once this process was complete, the Trafficking Projects Corpus constituted 4,043 relevant files over 2,656 folders. To create a machine-readable corpus, all remaining files were converted into standard plaintext files (TXT). The conversion process took just over sixty-five hours, and out of a total possible collection of 4,043 files, the final Trafficking Projects Corpus contained 3,958 texts over 2,656 folders. This was a 98 % conversion success rate, resulting in a corpus of 20 million words. Due to the nature of converting documents, and especially image-based text, these figures err on the conservative side.

The Trafficking Projects Corpus was searched by members of the research team for information relevant to their themes, using AntConc, a small (~10mb) corpus analysis software product that is free and can run from a USB drive. It is available to download from http://www.laurenceanthony.net/software/antconc.

The initial technique used was a search for concordance lines, i.e. a search for a single word or short phrase that returned all the hits in the corpus. Precision was improved by identifying relevant search terms and higher recall was assured by appropriate use of wild cards and the | (the pipe symbol) (which is useful for finding one document on multiple topics of interest). Three further corpus analysis functions were used on occasion: wordlists, collocates, and keywords. The wordlist function effectively counts how often each word occurs in the whole corpus. This can be insightful, but also needs to be carried out before the other two approaches can be used. A collocate is a word that occurs within five words of another word more often than chance alone would dictate. In other words, this is a measure of the difference between how often two words would occur close together by pure chance (based on the results taken from the wordlist), and how often they actually do occur close together. This is useful for finding distinct areas to pursue when we already have an idea of what we are interested in. Keywords are words that occur unusually frequently in the corpus overall versus another, much larger, standard reference corpus.

One team member is an expert in corpus linguistics techniques. They ran training and support sessions for the rest of the team to ensure robust use of this analysis technique.

2.8. The themes

The research team identified both main and emergent themes for analysis that are relevant to the objectives of the EU anti-trafficking strategy. The starting point for the themes for analysis was the five priorities named in the Strategy. We considered the extent to which the sub-division into 'Actions' within the Strategic priorities should guide our work. We found that while in some instances this was fruitful, in others it was less so, partly because

of the multi-dimensional nature of some of the funded projects that straddled distinctions between actions, and partly because many funded projects pre-dated the Strategy. We investigated the extent to which new themes emerged from our analysis. While we drew on the distinction between actions, we did not restrict our analysis to this. The analysis of the funded projects also specifically identified contributions to prevention, including but not limited to demand reduction and legal innovations.

Thus the themes which were the focus of the analysis were relevant to the objectives of the EU anti-trafficking strategy in one main way: the five priorities named in the EU anti-trafficking strategy; and two subsidiary ways: cross-cutting principles; and emergent themes identified during the analysis by the team.

Potentially emergent themes included: different forms of exploitation and groups being exploited (e.g. sexual exploitation, labour exploitation, forced begging, organs, children; women and children; women; digital (cyber); creation of data collection systems; prevention (while 'prevention' sits under Article 18 and Priority B, including 'demand reduction' it is more wide ranging, from reducing the vulnerability of victims of trafficking to reducing the impunity of traffickers and those who profit from the exploitation of the vulnerability of others); legal innovation, especially for Article 23 (developing the criminal and civil law to protect those who are vulnerable to being trafficked by removing the opportunities for exploitative profit-taking and reducing the impunity of traffickers through effective Criminal Justice Systems); and training.

The analysis of the themes was systematised using a template which captured information relevant to: reflections on the qualitative analysis of the funded projects; reflections on the corpus thematic analysis and thus incorporating themes that are secondary rather than the primary focus of the funded projects; reflections on distributional analysis of summary data; reflections on EC Actions in relation to each priority (for example, are there important EC actions that address issues relevant to the priority that are not found in the funded projects); best practices identified by the analysis which should be highlighted to the Commission; recommended legal changes (Article 23); recommendations for prevention (Article 18); recommendations for further development of anti-trafficking policies at EU level; any further reflections or recommendations; and references from the wider literature.

2.9. The development of the analytical framework

Internal to the team, an analytical framework was developed to underpin the analysis in the report and to contribute to the further development of anti-trafficking policies at EU level. The analytical framework drew on: an analysis of the EU anti-trafficking strategy; a theoretical paper specifically written for the study; reviews of the relevant literature by team members; and the expertise of the team. A paper entitled 'Reflections on the concepts and theories for the analysis of trafficking in human beings' was written, discussed, and revised. This provided a reflective account of the issues involved in the definition and mobilisation of key concepts in the funded projects and expert knowledge including, but not only: 'exploitation', 'vulnerability', 'trafficker', and 'victim'. A further presentation entitled 'Developing our theory of trafficking' contributed to the analytic framework, which included a discussion of the concepts of 'institutions', 'regimes', 'systems', 'demand' and 'prevention', and the role of empirical analysis of variations in developing a theory of change in trafficking in human beings that is relevant to the development of the anti-trafficking policies at EU level. Each member of the team reviewed the specific literature in relation to the strategic priority on which they were concentrated and provided accounts of this to the rest of the team. These developments contributed to the development of the analytical framework for the team as a whole to use in specific contexts.

2.10. European Commission actions

A list of the relevant EC actions was compiled for this study through web-based searching and expert knowledge of the team. The contributions of the EC actions to the EU anti-trafficking strategy were considered and used to inform the analysis of the funded projects. This ensured that potential 'gaps' in the funded projects that had actually been addressed in other EC actions were appropriately described. The EC actions were reviewed both by each member of the research team and also in total by one expert team member.

3. Distribution of funded projects

3.1. Introduction

This chapter analyses the distribution of the anti-trafficking funded projects. There are 321 funded projects in the Trafficking Funded Projects Data Set on which the findings presented in this chapter are based.

The distribution is analysed using both the number or proportion (percentage) of funded projects; and the amount or proportion (percentage) of EC funding (this is the predicted funding from the grant agreement and not the final funding at the end of the project because 60 % of funded projects had no information on the final project costs).

The main dimensions of the distribution of funded projects and EC funding that are analysed are:

1. Principal grant holder: which is the entity awarded the funding, to which the funding is paid and which holds responsibility for delivery of the funded project
2. Type of organisation of principal grant holder: national, European and international nongovernmental organisations (NGO), international organisations (IO), national, European and international State agencies (State) and universities and other national, European and international research institutions (Research).
3. Location of principal grant holder (the country in which the principal grant holder's bank account is registered — taken from the grant agreement)
4. Geographical locations in which funded project activities take place. The funded project activities are those defined in the grant agreement, such as awareness raising activities or training sessions. The geographical location/s are those countries in which the funded project activities take place. An individual funded project may run activities in a single or multiple countries. These countries may either be the same as or different to the principal grant holder location.
5. Directorate General (DG) of the EC which contracts and funds the funded project
6. Form of exploitation or group being exploited (no specified form or multiple forms (not specified), sexual exploitation, labour exploitation, trafficking for organs, forced begging, criminal activities, child trafficking, trafficking of women and children and trafficking of women)
7. Year funded project started. This is the year that the funded project (not the funding stream) started.

The funded projects analysed were contracted and started between 2004 and 2015; 70 % of the funded projects were contracted and started prior to the publication of the EU anti-trafficking strategy. Twelve years is a long period for analysis of a dynamic social process such as trafficking in human beings. The size of the analysis dataset means the funded projects are aggregated over this time period for analysis and are not analysed at the funded project start date level, except for some summary statistics. Thus **caution is needed in the interpretation of the analysis given that the trafficking context in which the funded projects were contracted and delivered may have been significantly different to the current trafficking context in the EU when this report is being compiled, in mid-2016**.

By way of context for the findings presented in this chapter, the 2015 Eurostat report on 'Trafficking in Human Beings' provides the latest data on trafficking victims and perpetrators identified in administrative data by EU Member States. This data covers the period 2010 to 2012 and thus covers the period of the later funded projects. Eurostat (2015) reports between 2010 and 2012 just over 30,000 victims of trafficking were registered by EU Member States; 80 % of which were female (women and girls). Over two thirds (69 %) of victims were trafficked for the purpose of sexual exploitation; of these, 95 % were female (women and girls). During the period 2010 to 2012, over 1,000 children were trafficked for sexual exploitation. During the same period just over 8,800 traffickers were prosecuted and just over 3,800 were convicted; 70 % of whom were male.

Table 1: Variable/field names, acronyms and descriptions

Variable/field name	Acronym	Description
Funded project		The activities covered within the terms of the grant agreement
EC funding (EUR)	EC funding	The predicted funding contribution to the funded projects by the EC as stated in the grant agreement.
Funded project title		Title of the funded project as given in the grant agreement
Principal grant holder	PGH	The entity to which the funding is paid and which holds responsibility for the delivery of the grant
Type of principal grant holder	Type PGH	The type of organisation
	- NGO	- National, European and international non-governmental organisations
	- IO	- International organisations, including executive boards of the UN General Assembly, specialised agencies of the UN, UN offices, UN programs, and other international and inter-governmental organisations
	- State	- European and international State agencies, including government ministries, law enforcement agencies and public bodies
	- Research	- University or other national, European or international research institution
Location of principal grant holder	Location PGH	The location of the principal grant holder bank account into which the funds are paid stated on the grant agreement
Directorate General	DG	Directorate General of EC which contracts and funds the work
Funded project location/s		The country/countries in which funded project activities are located
Form of exploitation or group exploited	Form	Form of exploitation or group exploited
	-Not Spec	-not specified
	-Sexual	-sexual exploitation
	-Labour	-labour exploitation
	-Organ	-trafficking for organs
	-FBeg	-forced begging
	-CrimAct	-criminal activities
	-Child	-child
	-Woman & child	-women and children
	-Woman	women
Start year of the funded project	Year	The year the funded project begins as stated in the grant agreement (not the year the funding stream began)
Start year of the funded project	Year	The year the funded project begins as stated in the grant agreement (not the year the funding stream began)

3.2. Principal grant holder

There are **221 different principal grant holders in the Trafficking Projects Data Set** (the entity to which the funded project was awarded, to which the EC funding is paid and which holds responsibility for the delivery of that funded project).

Principal grant holder organisations have been categorised as one of four types: national, European or international non-governmental organisations (NGO) (not for profit organisations which are independent of states and international government organisations); international organisations (including executive boards of the UN General Assembly, specialised agencies, offices, programs; and other international and inter-governmental organisations); national, European and international State agencies (State) (including government ministries, law enforcement agencies and public bodies); and universities or other national, European or international research institutions (Research).

There are **40 principal grant holders that have been awarded multiple funded projects (two or more)** and **181 principal grant holders awarded a single funded project. Of those awarded multiple funded projects, five have been awarded five or more: IOM (13); ICMPD (8); ILO (7); UNODC (6); and Save the Children Italy (5)**. Two of these principal grant holders are based in Austria (ICMPD and UNODC) and two are based in Switzerland (IOM and ILO). One of these principal grant holders is a non-governmental organisation (Save the Children) the rest are international organisations (ICMPD; UNODC; IOM; and ILO).

These **five principal grant holders received just over EUR 42.5 million of EC funding for these 39 funded projects (12 % of the total number of funded projects). This EUR 42.5 million is almost one third (27 %) of the total EC funding for the funded projects.**

As well as the principal grant holder, **many funded projects had additional partners contracted on the project**. The majority of these partner organisations were not themselves principal grant holders for the funded projects in the Data Set, but **51 principal grant holders were also partners on other funded projects in the Data Set. Eight of these principal grant holders were partners on five or more other funded projects in the Data Set: the International Centre for Migration Policy (ICMPD); the International Labour Organisation (ILO); the International Organisation for Migration (IOM); La Strada International; La Strada Czech Republic; The National Agency against Trafficking in Persons; On the Road; and PAYOKE**.

The **principal grant holders are located in 62 countries worldwide**, including 26 EU Member States (all Member States except Croatia and Luxembourg) and 36 non-EU countries. Principal grant holders in EU Member States have been awarded two thirds (68 %) of the funded projects and EC funding (67 %) which is just over EUR 106 million. Principal grant holders in non-EU countries have been awarded one third (32 %) of the funded projects and EC funding (33 %) which is almost EUR 52 million.

Italy has the largest proportion of principal grant holders (14 %) of the EU Member States. Italian principal grant holders received just over EUR 16.5 million of EC funding — this is 10 % of the total EC funding and 16 % of EC funding received by principal grant holders located in EU Member States. Austria received the highest percentage of EC funding (12 %), but this includes some international organisations which have headquarters in Austria.

In non-EU countries, Switzerland has the largest proportion of principal grant holders; however, this is because Switzerland is the headquarters for a number of international organisations, including IOM and ILO which are both based in Geneva (principal grant holder location based on the address of the bank account of the principal grant holder given in the grant agreement documentation). These principal grant holders (with headquarters in Switzerland) were awarded 8 % of funded projects and received 21 % of total EC funding. Of those principal grant holders located outside the EU, Switzerland was awarded 25 % of funded projects and EUR 33 million which is 64 % of EC funding.

Projects led by non-governmental organisations (NGOs) were awarded just over half the funded projects and EC funding (57 % and 52 % respectively). Universities and other research institutions were awarded the smallest percentage of funded projects (9 %). The average funding per project awarded to international organisations was significantly higher than for the other types of principal grant holder organisation types at EUR 1,121.608 compared to less than EUR 500,000 for all other principal grant holder types.

For principal grant holders located in EU28 Member States, just over half the funded projects and EC funding was awarded to NGOs (54 % for both).

For funded projects awarded to principal grant holders in non-EU countries non-governmental organisations (NGOs) were awarded 63 % of funded projects and 48 % of EC funding. Thus in non-EU countries, non-governmental organisations received a disproportionately lower percentage of EC funding compared to the proportion of funded projects awarded. In non-EU countries international organisations received a disproportionately high percentage of EC funding (46 %) compared to the proportion of funded projects awarded (23 %). This is reflected in the average funding per project for these two principal grant holder types in non-EU countries, with the average project funding for international organisations being more than EUR 700,000 greater than the average funding per project awarded to non-governmental organisations (EUR 1,121,608 and EUR 399,309 respectively).

Table 2 shows the number of funded projects awarded to each different principal grant holder, along with the type of organisation of that principal grant holder and the country in which they are located.

Table 2(a): Principal grant holder: number of funded projects, location and type

No of projects	PGH	Location of PGH	Type of PGH
2	Academy of European Law (Europäische Rechtsakademie)	Germany	NGO
1	ACCEM — Asociación Comisión Católica Española de Migración	Spain	NGO
1	Acting for Life	Finland	NGO
1	Action Aid Co	United Kingdom	NGO
1	Advice On Individual Rights In Europe	United Kingdom	NGO
1	Aim for Human Rights	Netherlands	NGO
3	Akcija Protiv Trgovine Ljudima — ASTRA	Serbia	NGO
1	ALC/PRS — Accompagnement Lieux d'áccueil Carrefour educatif et social	France	NGO
1	An *Garda Síochána*	Ireland	State
1	Ano Protivodeistviya Torgovle Lyudmi Koaliciya Angel	Russia	NGO
3	Anti-Slavery International	United Kingdom	NGO
1	*Asociación* Casa Alianza	Hungary	NGO
1	*Asociación* para el avance de las ciencias sociales en Guatemala	Hungary	NGO
1	*Asociación* programa de apoyo para la salud materno infantil y para la salud de otros grupos de riesgo	Guatemala	NGO
1	Associação Portuguesa de Apoio à Vítima (APAV — Association for Victim Support)	Portugal	NGO
1	Association Centre Maria	Bulgaria	NGO
1	Association Diakonia	Italy	NGO
1	Association Médecins du Monde	France	NGO
1	Association of Egyptian Female Lawyers	Egypt	NGO
1	Association of public prosecutors and deputy public prosecutors (Udruzenje Javnih Tuzilaca I Zamenika Javnih Tuzilaca Srbije)	Serbia	NGO
1	Association Resource Centre for Women: Marta Centre	Latvia	NGO
1	Amicale du Nid	France	NGO
1	Association Vasa Prava	Bosnia Herzegovina	NGO
1	Associazione Alisei	Italy	NGO
1	Associazione ARCI	Italy	NGO
1	Associazione Bruno Trentin — ISF-IRES	Italy	NGO
1	Associazione i Girasoli onlus	Italy	NGO
2	Associazione Itaca Ong-Onlus	Italy	NGO
1	Autonomous University of Barcelona	Spain	Research
2	Autres Regards	France	NGO
1	Avocats Sans Frontiers 'ASF'	Belgium	NGO
1	Baptista Szeretetszolgálat Alapítvány (Hungarian Baptist Aid)	Hungary	NGO
1	British Red Cross	United Kingdom	NGO
1	Bulgarian Gender Research Foundation	Bulgaria	Research

([3]) This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

No of projects	PGH	Location of PGH	Type of PGH
2	Cambodia Against Child Trafficking (Cambodia ACTs)	Cambodia	NGO
2	Capital Humano y Social Alternativo CHS Alternativo	Peru	NGO
1	*Österreich Verein für Entwicklungszusammenarbeit und humanitäre Hilfe* (CARE)	Austria	NGO
1	Care Deutschland-Luxemburg Ev	Germany	NGO
1	Caritasverband für das Bistum Essen e.V.	Germany	NGO
1	Centar Za Gragjanska Inicijativa Association	Former Yugoslav Republic of Macedonia	NGO
1	Center for International Migration and Integration Association	Italy	NGO
1	Center for Protection of Victims of Trafficking in human beings	Kosovo ([3])	NGO
1	Center for Social Studies of the University of Coimbra	Portugal	Research
2	Center for the Study of Democracy	Bulgaria	State
1	Centre for Knowledge, Advice and development, Immigration and Naturalisation Service	Netherlands	State
1	Centre for Liberal Studies	Bulgaria	NGO
1	Centre of Information and Education on Development	Italy	NGO
1	*Centro de Educación, Capacitación y Tecnología* Campesina	Paraguay	NGO
1	Centro De Estudios Sociales Y Culturales Antonio De Montesinos	Mexico	NGO
2	Centro Fray Julian Garces Derechos Humanos y Desarrollo Local	Mexico	NGO
1	Centro interdipartamentale di ricerca e servizi sui diritti della persona e dei popoli	Italy	Research
1	Chernivsti Oblast Youth NGO	Ukraine	NGO
1	Children´s Legal Centre	United Kingdom	NGO
2	Churches Commission for Migrants in Europe (CCME)	Belgium	NGO
1	Citalia- Anci Research Foundation	Italy	NGO
1	Civic Democratic Initiative Support Foundation	Yemen	NGO
2	Clovekv Tisnis Ops (People in Need)	Czech Republic	NGO
1	Community Appraisal and Motivation Programme	Pakistan	NGO
2	Concern Universal	United Kingdom	NGO
1	Consorzio agOrà Societa Cooperative Sociale	Italy	NGO
4	Cooperazione Internazionale Sud Sud	Italy	NGO
1	*Coordinamento Nazionale Comunità* di *Accoglienza* (CNCA)	Italy	NGO
1	Council of Terni	Italy	State
3	Council of the Baltic Sea States	Sweden	State
1	Coventry Solihull & Warwickshire partnership	United Kingdom	State
1	Creation of Creative society	Nepal	NGO
1	Criminology centre, University Castilla La Mancha	Spain	Research
1	Croix Rouge De Belgique (Belgium Red Cross)	Belgium	NGO
2	Dansk ***Flygtningehjælp***, Danish Refuge Council	Denmark	NGO

No of projects	PGH	Location of PGH	Type of PGH
1	Department for rights and equal opportunities, Prime Minister's Office	Italy	State
1	Department of Equal Opportunities, Presidency of the EU Council of Ministers	Italy	State
1	Department of Justice and Equality	Italy	State
1	Deutsche Gesellschaft für Technische Zusammenarbeit (Gtz) Gmbh	Germany	NGO
1	Dhaka Ahsania Mission	Bangladesh	NGO
1	Dublin Employment Pact	Ireland	State
2	Eaves Housing for Women	United Kingdom	NGO
1	ECPAT UK	United Kingdom	NGO
1	EDEX- Educational Excellence Corporation Limited (University of Nicosia)	Cyprus	Research
1	Environmental Justice Foundation Charitable Trust	United Kingdom	NGO
1	Erasmus University Medical Centre, Rotterdam, NL	Netherlands	Research
1	Estonian Ministry of Justice	Estonia	State
1	Estonian Women's Studies and Resource Center (Essti Naisuurimus Ja Teabekeskus)	Estonia	NGO
1	European Federation for Street Children	Luxembourg	NGO
2	European Institute for Crime Prevention and Control (HEUNI)	Finland	Research
1	European Roma Rights Centre	Hungary	NGO
1	Family and Childcare Centre KMOP	Greece	NGO
2	Family Childcare Centre	Greece	NGO
1	Federal Criminal Police Office Bundeskriminalamt	Germany	State
1	Federal Ministry of Interior (Bundesministerium für Inneres)	Austria	State
1	Federal Police	Belgium	State
1	Fondazione Giacomo Brodolini	Italy	NGO
1	Fondazione ISMU Iniziative e Studi Sulla Multietnicia	Italy	NGO
1	Fondazione Terre des Hommes Italia	Italy	NGO
1	France Cooperation International, French Ministry of Foreign and European Affairs	France	State
1	Fundación Esperanza por un Retorno Seguro	Colombia	NGO
1	Fundatia Centrul Parteneriat	Romania	NGO
1	Garance ASBL	Belgium	NGO
1	Genders	Latvia	NGO
2	General Directorate of Internal Affairs (Ministry of Interior Affairs)	Portugal	State
1	General Directorate of Security, Department of Foreigners Borders and Asylum.	Turkey	State
1	George-August-University of Gottingen	Germany	Research
1	Ghent University	Belgium	Research
1	Gounass Appui Au Développement Association	Senegal	NGO
3	Groupe de développement Association	France	NGO

No of projects	PGH	Location of PGH	Type of PGH
1	Grupo Luna Nueva Asociacion Sin Fines De Lucro	Paraguay	NGO
1	Guardia Civil	Spain	State
1	HealthCare Center for Children	Cambodia	NGO
1	High Council for the Judiciary (CSM — Consiglio Superiore della Magistratura)	Italy	State
1	Homes Of Hope Charitable Trust	Fiji	NGO
1	Hotline for Migrant workers Association	Italy	NGO
1	Hungarian Ministry of Interior	Hungary	State
2	Hungarian National Police	Hungary	State
8	ICMPD (International Centre for Migration Policy)	Austria	IO
7	ILO (International Labour Organisation)	Switzerland	IO
1	Immigrant Council of Ireland	Ireland	NGO
1	Institute of Child Health	Greece	NGO
1	Inter-church Organisation For development	Netherlands	NGO
1	International Catholic Migration Commission	Belgium	NGO
2	International Federation of Red Cross and Red Crescent Societies	Hungary	NGO
1	International Rescue Committee	United Kingdom	NGO
1	International Trade Union Confederation	Belgium	NGO
13	IOM (International Organisation for Migration)	Switzerland	IO
1	IRCP — Institute for International Research on Criminal Policy, Ghent University	Belgium	Research
1	Ishal'isha Haifa	Italy	NGO
1	Jordanian Women´s Union	Jordan	NGO
1	KHAM' Humanitarno I Dobrotvorno Zdruzhenie Na Romite Kham Delchevo Association	Former Yugoslav Republic of Macedonia	NGO
1	Kindernothilfe	Germany	NGO
1	Koalisi Nasional Penghapusan Eksploitasi Seksual Komersial Asosiasi Anak	Indonesia	NGO
1	Konrad Adenauer Stiftung e.V.	Germany	NGO
1	Kvinnojouren Frideborg	Sweden	NGO
1	Kyrgyz Adult Education Association	Kazakhstan	NGO
1	La Direction de la Coopération Internationale	France	State
1	La Foundation Suisse du Service Social International	Switzerland	NGO
3	La Strada Czech Republic	Czech Republic	NGO
1	La Strada Poland	Poland	NGO
2	La Strada International	Netherlands	NGO
1	Local Authorities Network for Social, Cultural, Tourist, Environmental and Agricultural Development	Greece	State
1	London Metropolitan University	United Kingdom	Research
1	Maiti Nepal Association	Nepal	NGO
1	Metropolitan Police Service	United Kingdom	State

No of projects	PGH	Location of PGH	Type of PGH
1	Migration Policy Unit of the Veneto Region	Italy	State
4	Ministry of Interior Slovakia	Slovakia	State
1	Ministry of Interior, International Security and Criminal Justice	Austria	State
1	Ministry of Justice Serbia	Serbia	State
2	Ministry of Security and Justice	Netherlands	State
1	Ministry of the Interior of the Republic of Latvia	Latvia	State
2	Ministry of the Interior, Albania	Albania	State
2	Modar	Tajikistan	NGO
1	Mouvement du Nid	France	NGO
1	National Agency against Trafficking in Persons	Romania	State
1	National Committee Unicef	Netherlands	NGO
1	National Council for Crime Prevention	Sweden	State
1	Nazugum Public Foundation	Kazakhstan	NGO
1	Netherlands Helsinki Committee	Netherlands	NGO
1	Network of University Legal Aid Institutions	Nigeria	NGO
1	Newman University Birmingham	United Kingdom	Research
1	Nobody's Children Foundation	Poland	NGO
1	On the Road	Italy	NGO
1	*Organización* No Gubernamental De Desarrollo Raices Corporacion Sin Fines De Lucro, Chile	Chile	Research
1	Oxford Brooks University	United Kingdom	Research
1	Panteion University of Political and Social Sciences	Greece	Research
2	Payoke VZW	Belgium	NGO
2	People's Harmonious Development Society Association	Georgia	NGO
1	Perkumpulan lembaga kajian Hak ekonomi Sosial Dan Budaya	Indonesia	NGO
1	Philippines Against Child Trafficking (Pact), Inc Corporation	Philippines	NGO
1	PICUM — Platform for International Cooperation on Undocumented Migrants	Belgium	NGO
2	Province of Lecce	Italy	State
1	Psychology and Social Sciences Faculty of Coimbra University, PT	Portugal	Research
1	Public Association NGO Progress	Tajikistan	NGO
2	Public Ministry Prosecutor´s office attached to the High Court of Cassation and Justice	Romania	State
1	Reaching out	Romania	NGO
1	Regiopolitic Amsterdam	Netherlands	State
1	Réseau d'Action, de Partage et de Solidarité Association	Chad	NGO
1	Rikspolisstyrelsen	Sweden	State
1	Robert Schuman Centre for Advanced Studies of the European University Institute	Italy	Research
1	Royal Borough of Kensington and Chelsea	United Kingdom	State

No of projects	PGH	Location of PGH	Type of PGH
1	Saint Petersburg International Cooperation Centre Of The Red Cross	Russia	NGO
1	Samilia Foundation	Belgium	NGO
5	Save the Children, Italy	Italy	NGO
1	Save the Children, Myanmar/Burma	Myanmar/Burma	NGO
1	Save the Children, Spain	Spain	NGO
1	Save the Children, United Kingdom	United Kingdom	NGO
1	Secours Catholique — Caritas	France	NGO
1	Sisters' Sexual Assault Recovery Centre	Russia	NGO
1	Smile of the Child	Greece	NGO
1	Social Alternative Association	Romania	NGO
1	Sponsorship Group of the project Counselling Service (PCS) Association	Guatemala	NGO
1	Stichting Fair Work Foundation	Netherlands	NGO
1	Swedish Ministry of Justice	Sweden	State
2	Terre des Hommes, Hungary	Hungary	NGO
1	Terre des Hommes, Netherlands	Netherlands	NGO
1	Terre des Hommes, Romania	Romania	NGO
1	Terre des Hommes, Switzerland	Switzerland	NGO
1	The Ecumenical Association of Churches in Romania (AIDROM)	Romania	NGO
2	The legal Center of Women's Initiatives Sana Sezim	Kazakhstan	NGO
1	The National Police of the Netherlands	Netherlands	State
1	The Nest International YWCA´s Social Work	Denmark	NGO
4	Tilburg University (Stichting Katholicke Universitat)	Netherlands	Research
1	Training and Study Centre for the Judiciary	Netherlands	State
1	Trilateral Research and Consulting LLP	United Kingdom	Research
1	UNDP (UN Development Program)	United States	IO
1	UNHCR (UN High Commissioner for Refugees)	United States	IO
1	UNICEF	Switzerland	IO
1	UNICRI (UN International Crime and Justice Research Institute)	Italy	IO
6	UNODC (UN Office for Drugs and Crime)	Austria	IO
1	United Nations Development Fund For Women	India	IO
1	Università IUAV di Venezia	Italy	Research
1	University of Osnabrück	Denmark	Research
1	University of Padova	Italy	Research
1	Università degli Studi di Parma	Italy	Research
1	Università degli Studi di Trento	Italy	Research
1	University of Warsaw	Poland	Research
1	Warsaw Metropolitan Police	Poland	State

No of projects	PGH	Location of PGH	Type of PGH
1	Women And Law In Southern Africa Research And Education Trust	Zimbabwe	NGO
1	Women Bar Association	Azerbaijan	NGO
1	Women Progress Center	Nepal	NGO
2	Women's Lobby and Action Against violence and trafficking in women Open Gate Association	Former Yugoslav Republic of Macedonia	NGO
1	World Vision	United Kingdom	NGO
1	Yayasan Ontrak Media Indonesia	Indonesia	NGO
1	Yayasan Pusaka	Indonesia	NGO
1	Yayasan Rumpun Tjoet Njak Dien	Indonesia	NGO
		Total: 302 funded projects	

Data missing from 19 funded projects

Table 2(b): Principal grant holder awarded five or more funded projects: number of funded projects, location and type

No of projects	PGH	Location of PGH	Type of PGH
13	IOM (International Organisation for Migration)	Switzerland	IO
8	ICMPD (International Centre for Migration Policy)	Austria	IO
7	ILO (international Labour Organisation)	Switzerland	IO
6	UNODC	Austria	IO
5	Save the Children Italy	Italy	NGO

Table 3 and Figures 1(a) and 1(b) show the number and percentage of funded projects by the type of organisation of principal grant holder and the amount (in euros) and percentage of EC funding awarded to each category of principal grant holder organisation. Non-governmental organisations (NGOs) were awarded the majority of funded projects and EC funding. Universities and other research institutions were awarded the smallest proportion of both funded projects and EC funding.

Table 3: Type of principal grant holder: percentage of funded projects and European Commission funding

Type of PGH	No of projects	% of projects	Average EC funding per project (EUR)	% of EC funding	EC funding (EUR)
IO	40	13	1 121 608 ([4])	28	44 864 337
NGO	177	57	463 370 ([5])	52	82 016 492
Research	30	9	428 713 ([6])	8	12 861 393
State	65	21	285 640 ([7])	12	18 566 615
Total	312	100	497 153 ([8])	100	158 308 837

Data missing from nine funded projects

([4]) Standard Error of the mean (SE) = 165 477
([5]) SE = 77 997
([6]) SE = 96 773
([7]) SE = 43 401
([8]) SE = 51 451

Figure 1(a): Number of funded projects by type of principal grant holder

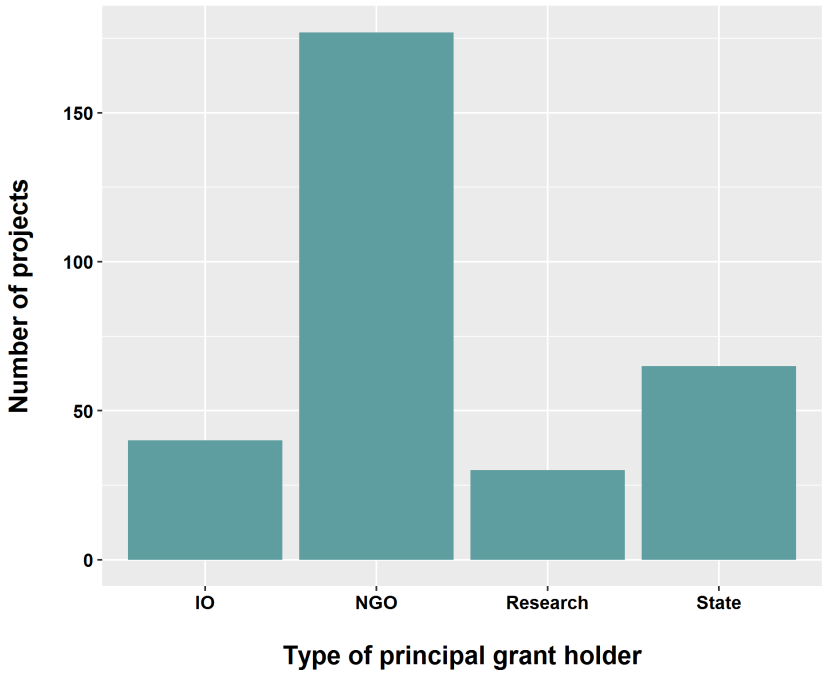


Figure 1(b): Total European Commission funding by type of principal grant holder

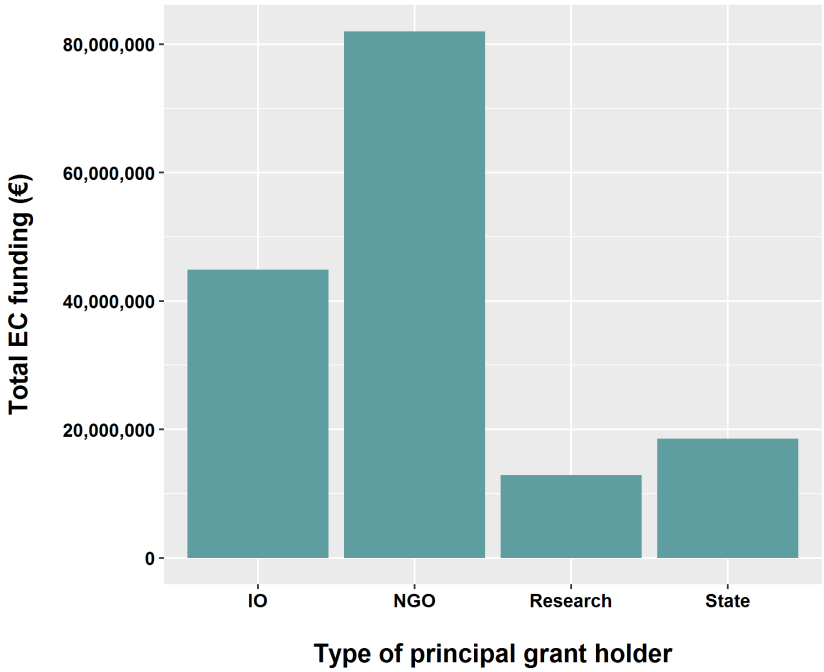


Table 4 and Figures 2(a) and 2(b) show the number and percentage of funded projects and the amount and percentage of EC funding awarded by type of organisation of principal grant holder to EU Member States and non-EU countries. In both cases non-governmental organisations (NGOs) were awarded the majority of funded projects (54 % and 63 % respectively). Non-governmental organisations in EU Member States also received the highest proportion of EC funding (54 %). In non-EU countries, non-governmental organisations received the highest proportion of EC funding (48 %) but this is a lower proportion than the proportion of funded projects awarded (63 %).

Table 4: Type of principal grant holder by location (EU or non-EU): percentage of funded projects and European Commission funding

Type of PGH	No of projects	% of projects	EC funding (EUR)	% EC funding
EU MEMBER STATES				
IO	16	8	19 871 930	19
NGO	113	54	56 460 729	54
Research	29	13	12 739 207	12
State	52	25	15 536 893	15
Total EU MS	**210**	**100.0**	**104 608 759**	**100**
NON-EU COUNTRIES				
IO	24	23	24 992 407	46
NGO	64	63	25 555 763	48
Research	1	1	122 186	<1
State	13	13	3 029 722	6
Total Non-EU countries	102	100	53 700 078	100

Data missing from nine funded projects

Figure 2(a): Type of principal grant holder by location of principal grant holder: number of funded projects

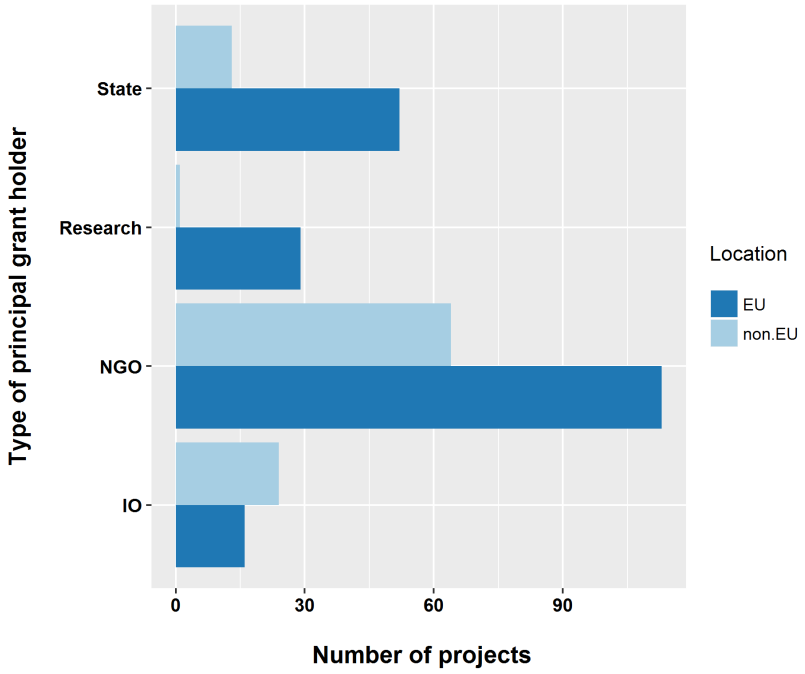


Figure 2(b): Type of principal grant holder by location of principal grant holder: total European Commission funding

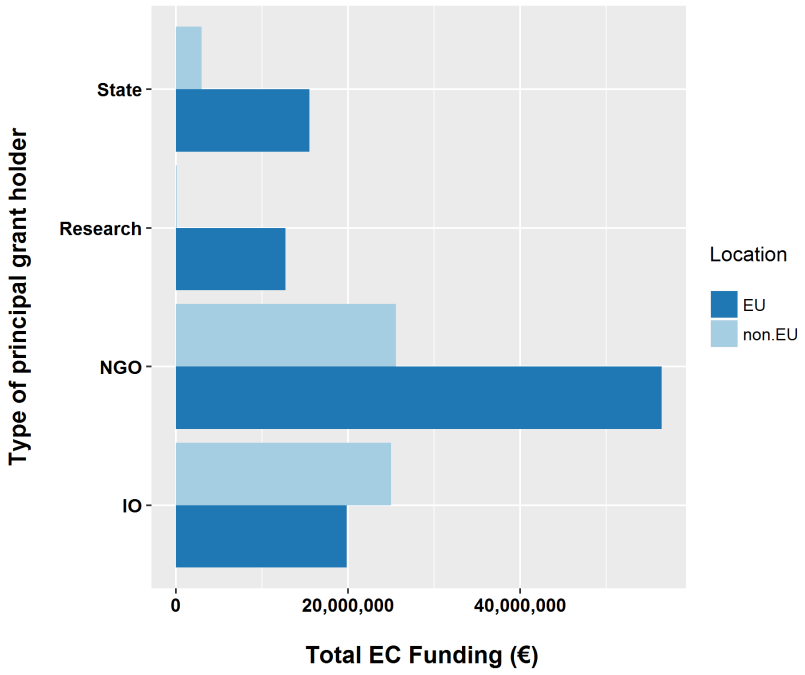


Table 5 shows the number and percentage of funded projects for each location of the principal grant holder. The first half of the table shows this for EU Member States (illustrated in Figure 3(a)) which were awarded a total of 68 % of the funded projects. The second half of the table shows this for non-EU countries, which were awarded 32 % of the funded projects. Figure 3(b) shows the number of funded projects for the EU, EEA and the EU periphery countries.

Table 5 also shows the amount (in euros) and percentage of EC funding awarded to principal grant holders by their location. Two thirds was awarded to principal grant holders in EU Member States (illustrated in Figure 4(a)) and one third to those in non-EU countries. Figure 4(b) shows the EC funding for the EU, EEA and the EU periphery countries.

Table 5: Location of principal grant holders: European Commission funding

Member State	% of projects	EC funding (EUR) per location of PGH	% of EC funding
Austria (includes some IOs)	5	19 237 155	12
Italy	14	16 614 489	10
Germany	3	12 491 571	**8**
United Kingdom	7	11 510 505	7
Netherlands	6	8 400 196	5
France	4	7 120 993	4
Belgium	4	5 039 934	3
Denmark	1	4 179 896	3
Greece	3	2 913 110	2
Hungary	3	3 112 103	2
Spain	2	2 759 772	2
Bulgaria	2	1 241 724	1
Czech Republic	2	1 675 015	1
Estonia	1	1 480 541	1
Latvia	1	1 127 529	1
Portugal	2	1 270 456	1
Romania	3	2 169 545	1
Slovakia	1	1 147 582	1
Sweden	2	980 288	1
Cyprus	<1	378 083	<1
Finland	1	359 346	<1
Ireland	1	311 778	<1
Luxembourg	<1	465 353	<1
Poland	1	444 668	<1
Croatia	0	0	0
Lithuania	0	0	0
Malta	0	0	0
Slovenia	0	0	0
Total for EU MS	**68**	**106 431 632**	**67**

Non-EU country	% of projects	EC funding (EUR) per location of PGH	% of EC funding
Switzerland (includes some IOs)	8	33 143 947	21
United States	1	2 800 000	2
Colombia	<1	2 000 000	1
Georgia	1	1 169 931	1
Jordan	1	1 099 792	1
Paraguay	1	1 001 985	1
Russia	1	1 356 898	1
Turkey	<1	1 710 000	1
Albania	1	49 000	<1
Azerbaijan	<1	204 776	<1
Bangladesh	<1	190 000	<1
Bosnia Herzegovina	2	663 563	<1
Cambodia	1	539 464	<1
Chad	<1	162 851	<1
Chile	<1	122 186	<1
Egypt	1	113 691	<1
Fiji	<1	452 690	<1
Former Yugoslav Republic of Macedonia	2	365 986	<1
Guatemala	1	260 168	<1
India	<1	240 000	<1
Indonesia	2	435 691	<1
Kazakhstan	1	406 296	<1
Kosovo ([9])	<1	77 600	<1
Mexico	1	153 536	<1
Myanmar/Burma	<1	596 963	<1
Nepal	1	148 934	<1
Nigeria	<1	99 778	<1
Pakistan	<1	56 117	<1
Peru	1	398 324	<1
Philippines	<1	172 364	<1
Senegal	<1	35 974	<1
Serbia	2	346 672	<1
Tajikistan	1	120 512	<1
Ukraine	<1	596 559	<1
Yemen	<1	150 000	<1
Zimbabwe	<1	284 921	<1
Total for non-EU countries	**32**	**51 727 169**	**33**
Total all countries	**100**	**158 158 801**	**100**

Missing data on nine projects

([9]) This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

Figure 3(a):
Number of funded projects by country of principal grant holder: EU

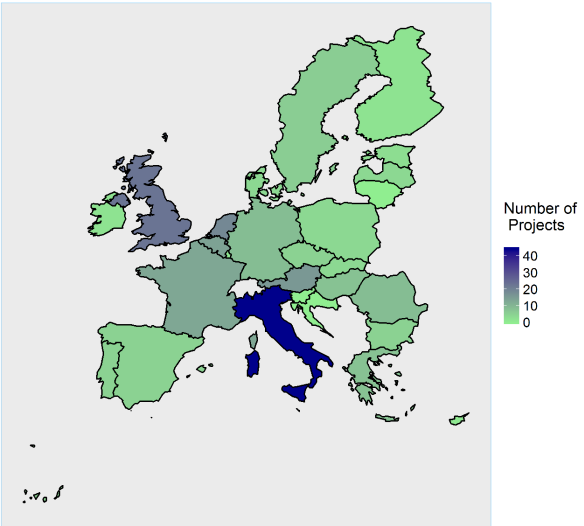


Figure 3(b):
Number of funded projects by country of principal grant holder: EU, EEA and EU periphery

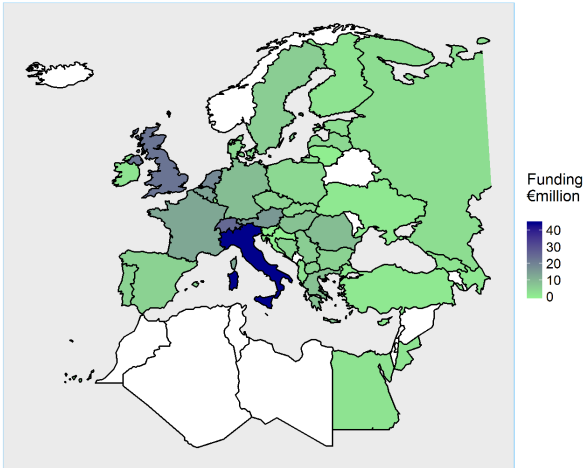


Figure 4(a):
European Commission funding by country of principal grant holder: EU

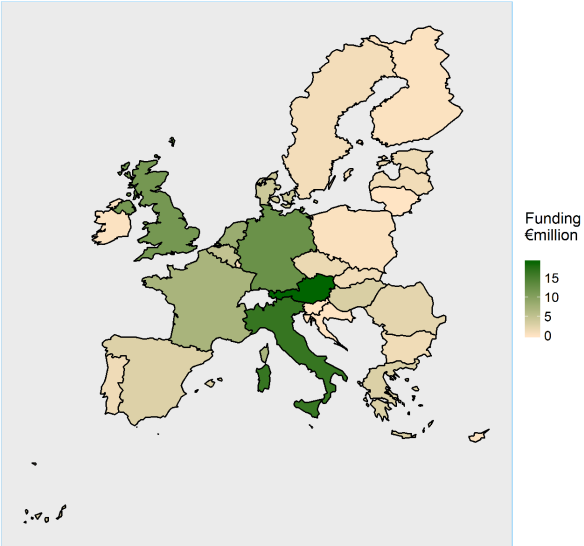
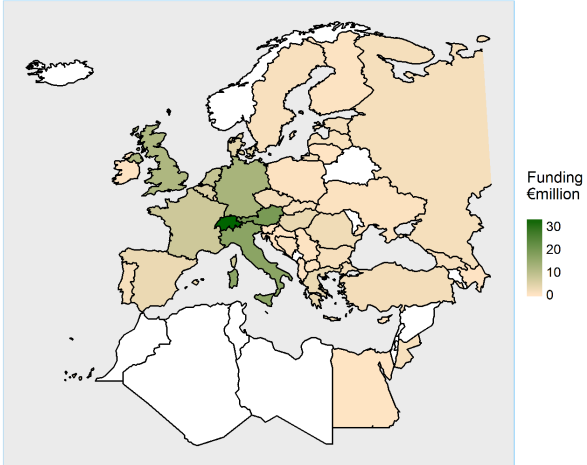


Figure 4(b):
European Commission funding by country of principal grant holder: EU, EEA and EU periphery



3.3. Location of funded project activities

Whilst the principal grant holders are located in a single country, the funded projects themselves often have activities based in multiple countries. It is not necessarily the case that EC funding is directly paid into these countries where activities take place. Also, because a number of funded projects have activities based in multiple countries, the total number of countries in which funded project activities took place can be greater than the total number of funded projects (321). Thus in this section the units analysed are the number of countries in which activities of funded projects took place and the number of funded projects in each.

The countries in which activities of funded projects took place could be trafficking source, transit, destination or a mix of these, or they could be relevant to a particular funded project for other reasons. Eurostat (2015) provide some statistics on source countries for trafficking in the EU between 2010 and 2012: 65 % of registered victims during this period were EU citizens (Eurostat, 2015: 13). Of these, the top three countries of citizenship were: Bulgaria, Romania and Latvia (based on the prevalence rate, which takes account of the population size of the country and the number of victims, rather than just the number of victims) (Eurostat, 2015: 34). The top five non-EU source countries for victims of trafficking identified by EU Member States in this period were: Nigeria, Brazil, China, Vietnam and Russia (Eurostat, 2015: 38).

There are 24 EU Member States which are a location of project activities for 10 or more funded projects, the exceptions being Croatia, Luxembourg, Malta and Slovenia. There are six non-EU countries which are a location of project activities for 10 or more funded projects: Albania, Former Yugoslav Republic of Macedonia, Moldova, Serbia, Turkey and Ukraine.

On average, the number of funded projects per country was higher for EU Member States than it was for non-EU countries: 23 funded projects and three funded projects (per country) respectively.

Table 6 and Figure 5(a) show the number of funded projects which ran activities in each of the EU Member States. Of these, there were more project activities run in Italy than in any other EU Member State (64 funded projects).

Table 7 shows the non-EU countries in which project activities were run. Of these, there were more activities run in Albania and the Former Yugoslav Republic of Macedonia than in other non-EU countries (14 funded projects in each of these two countries). Figure 5(b) shows this data in map form for EU, EEA and EU periphery countries.

Table 6: EU Member States in which activities were based: number of funded projects

Member State	No of projects	Member State	No of projects
Italy	64	All EU MS	23
Romania	54	Czech Republic	21
Bulgaria	43	Hungary	20
United Kingdom	40	Slovakia	19
Netherlands	37	Lithuania	18
Spain	31	Estonia	15
Austria	28	Ireland	12
Poland	28	Cyprus	11
Germany	27	Denmark	10
Belgium	26	Finland	10
France	25	Latvia	10
Greece	23	Croatia	5
Portugal	23	Slovenia	5
Sweden	23	Luxembourg	4

NB: There are no totals or missing data statistics because one funded project may cover multiple countries.

Table 7: Non-EU countries in which funded project activities were based: number of funded projects

Non-EU country	No of projects	Non-EU country	No of projects
Albania	14	The Gambia	2
Former Yugoslav Republic of Macedonia	14	Laos	2
Moldova	13	Malaysia	2
Ukraine	13	Mexico	2
Turkey	12	Montenegro	2
Serbia	10	Niger	2
Switzerland	9	South Africa	2
Norway	8	Uzbekistan	2
Bosnia Herzegovina	7	Vietnam	2
India	7	Zimbabwe	2
Azerbaijan	6	All EEA countries	2
Bangladesh	6	Afghanistan	1
Belarus	6	Argentina	1
Guatemala	6	Benin	1
Nepal	6	Côte d'Ivoire	1
Tajikistan	6	El Salvador	1
Brazil	5	Guinea	1
Cambodia	5	Honduras	1
Georgia	5	Iran	1
Indonesia	5	Jordan	1
Kazakhstan	5	South Korea	1
Ethiopia	4	Kuwait	1
Kosovo ([10])	4	Kyrgyzstan	1
Nigeria	4	Lebanon	1
Pakistan	4	Macau	1
Peru	4	Mali	1
Thailand	4	Mauritania	1
Yemen	4	Morocco	1
Armenia	3	Nicaragua	1
China	3	Canary Islands	1
Egypt	3	Cape Verde	1
Israel	3	Chad	1
Kenya	3	Chile	1
Myanmar/Burmar	3	Panama	1
Paraguay	3	Qatar	1
Philippines	3	Singapore	1
Russia	3	Togo	1

([10]) This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

Non-EU country	No of projects	Non-EU country	No of projects
Senegal	3	Turkmenistan	1
Somalia	3	Uganda	1
United States	3	UAE	1
All Candidate countries	3	Venezuela	1
Global	3	Zambia	1
Bolivia	2	West African Region	1
Burkina Faso	2	Western Balkans	1
Colombia	2	ACP countries	1
Djibouti	2	SE Asia	1
Ecuador	2	Latin America	1
Guinea-Bissau	2		

NB: There are no totals or missing data statistics because one funded project may cover multiple countries.
ACP countries: The African, Caribbean and Pacific Group of States.

Figure 5(a):
Number of funded projects by country of activity: EU

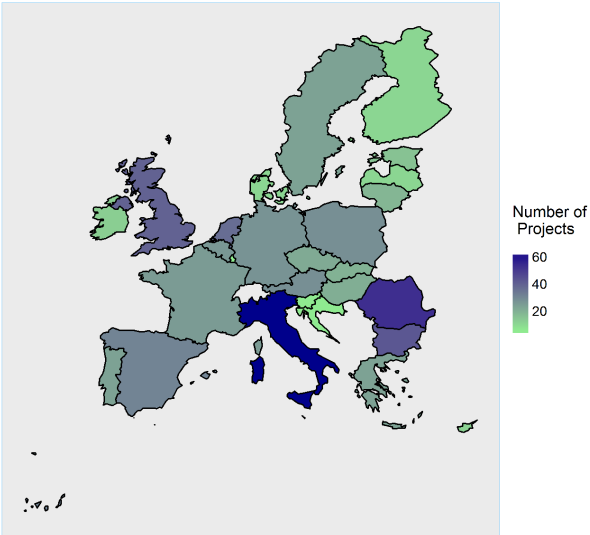
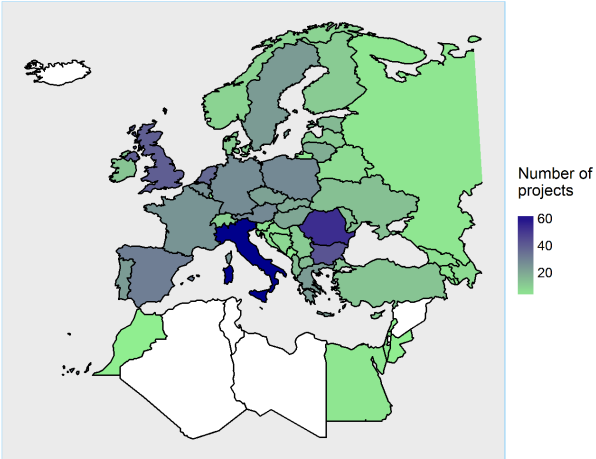


Figure 5(b):
Number of funded projects by country of activity: EU, EEA and EU periphery



NB: A funded project can have activities in more than one country.

3.4. Directorates-general

The EC has several directorates-general (DGs), or 'departments' that have issued funded project calls. The analysed funded projects were contracted by five different DGs: DG International Cooperation and Development (DEVCO; also known as EuropeAid Development and Cooperation); DG Home Affairs and Migration (HOME); DG Justice (JUST); DG Neighbourhood and Enlargement Negotiations (NEAR); and DG Research and Innovation (RTD). Each DG has several different funding streams.

Table 8 shows the different funding streams of each of the directorates-general

Table 8: Funding streams of the directorates-general

DG	Funding stream	Acronym
DEVCO	Programme for financial and technical assistance to third countries in the area of migration andasylum	AENEAS
	Non state actors and local authorities in development	DCI
	European Development Fund	EDF
	European Instrument for Democracy and Human Rights	EIDHR
	Instrument for Stability	IFS
	Instrument for Pre-Accession	IPA
HOME	Prevention of and Fight Against Crime	AGIS
	European Return Fun	Return Fund
	Prevention of and Fight Against Crime	ISEC
JUST	Criminal Justice Support Programme	CJSP
	DAPHNE	DAPHNE
	Fundamental Rights and Citizenship	FRC
	Employment and Social Solidarity Programme	Progress
NEAR	Instruments for Pre-Accession Assistance	IPA
	Technical Assistance and Information Exchange	TAIEX
RTD	6th and 7th Research Framework	6&7RF

DG DEVCO contracted 43 % of funded projects and provided 67 % of the EC funding. DG Home contracted 38 % of the funded projects and provided 22 % of the EC funding. The other three DGs contracted less than 10 % of funded projects and less than 5 % of EC funding.

DG DEVCO and DG RTD provided higher levels of funding per project than DG HOME, DG JUST and DG NEAR.

The principal grant holder is more likely to be located in the EU in projects funded by DG HOME, DG JUST and DG RTD compared to projects funded by DG DEVCO and DG NEAR. Over 95 % of funded projects contracted by DG HOME, DG JUST and DG RTD had a principal grant holder located in EU Member States, while DG DEVCO and DG NEAR have 42 % and 33 % respectively. The DGs show a similar pattern in funding split between EU Member States and non-EU countries as the distribution of the funded projects themselves, except DG DEVCO where 42 % of principal grant holders are located in the EU and 55 % of DG DEVCO funding was awarded to principal grant holders located in EU Member States

The highest percentage of funded projects were awarded in 2009 (17 %) and this is mainly because of DG DEVCO and DG NEAR, followed by 2013 (13 %) driven by DG HOME and DG JUST. The proportion of EC funding follows a similar pattern with the highest proportion awarded in 2008 (16 %) driven by DG DEVCO-22 % of DG DEVCO funds were awarded in this year. Followed by 2013 with 15 % of EC funds awarded — DG HOME (24 %) and DG JUST (25 %) both awarded one quarter of their funds in this year.

DG DEVCO, DG HOME and DG JUST awarded the highest percentage of funded projects to non-governmental organisations (NGOs) (75 %; 46 % and 58 % respectively). DGs HOME and JUST also awarded a similar percentage of their funding (48 % and 64 % respectively).

DG DEVCO awarded a higher percentage of funded projects to non-governmental organisations (75 %) compared to the percentage of funding awarded to them (57 %). DG DEVCO awarded 38 % of funding to international

organisations which is 70 % higher than the percentage of funded projects awarded (22 %). Thus the funded projects awarded to international organisations by DG DEVCO had higher average funding compared to the DG DEVCO funded projects awarded to non-governmental organisations. On average funded projects awarded by DG DEVCO to international organisations were worth over EUR 700,000 more than funded projects awarded to non-governmental organisations (EUR 1,335,373 and EUR 597,663 respectively).

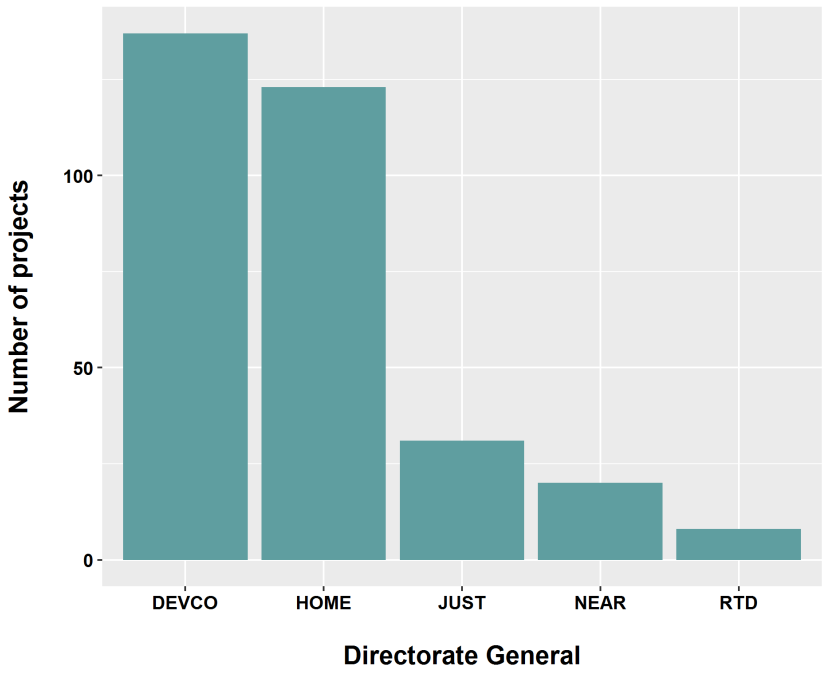
Table 9 and Figures 6(a) and 6(b) show the number and percentage of funded projects for each DG and the amount and percentage of funding per DG. DG DEVCO contracted the highest percentage of funded projects (43 %) and awarded the highest percentage of total EC funding (67 %). Table 9 also shows the average funding of each project contracted per DG.

Table 9: Directorate-general: percentage of funded projects and European Commission funding

DG	No of projects	% of projects	Average funding per project (EUR)	Total EC funding (EUR)	% of EC funding
DEVCO	137	43	774 457 ([11])	106 100 685	67
HOME	123	38	283 388 ([12])	34 856 698	22
JUST	31	10	223 071 ([13])	6 915 209	4
NEAR	20	7	109 986 ([14])	2 199 727	1
RTD	8	2	1 064 931 ([15])	8 519 445	5
Total	**319**	**100**	**497 153 ([16])**	**158 591 764**	**100**

Data missing from two funded projects

Figure 6(a): Number of funded projects by directorate-general



([11]) SE = 111 394
([12]) SE = 14 315
([13]) SE = 19 849
([14]) SE = 84 553
([15]) SE = 356 631
([16]) SE = 51 451

Figure 6(b): European Commission funding by directorate-general

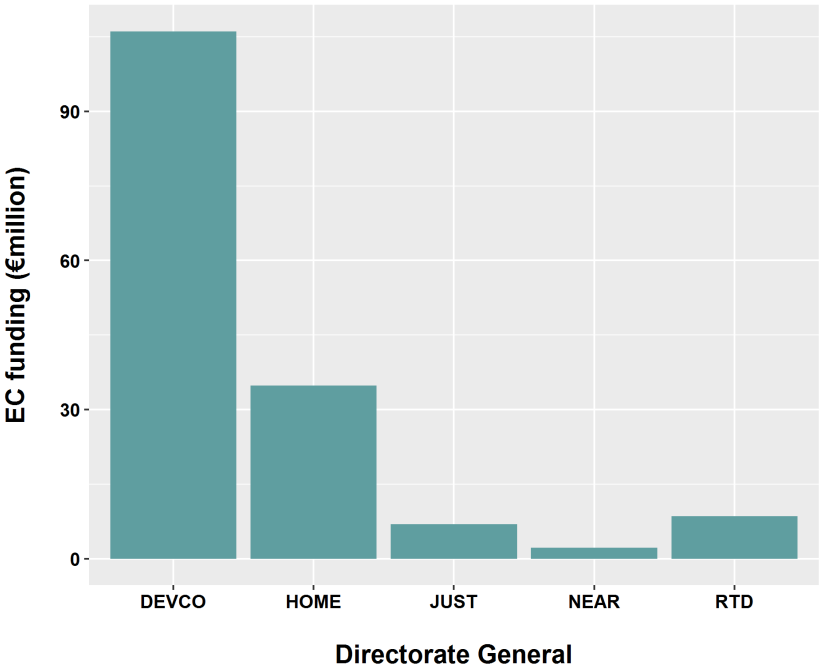


Table 10 and figure 7(a) and 7(b) show the number and percentage of funded projects per DG by the location of the principal grant holder in an EU Member States or a non-EU country and the percentage of funding per DG by location of the principal grant holder.

Table 10: Directorate-general and location of principal grant holder: percentage of funded projects and European Commission funding

Location	DEVCO		HOME		JUST		NEAR		RTD		N° project
	% project	% funding	% project	% funding	% project	% funding	% project	% f unding	% project	% funding	
EU MS	42	55	89	89	97	95	29	5	100	100	211
Non-EU	58	45	11	11	3	5	71	95	0	0	102
Total N		**137**		**123**		**31**		**14**		**8**	**313**

Data missing from eight funded projects

Figure 7(a): Location of principal grant holder by directorate-general: percentage of funded projects

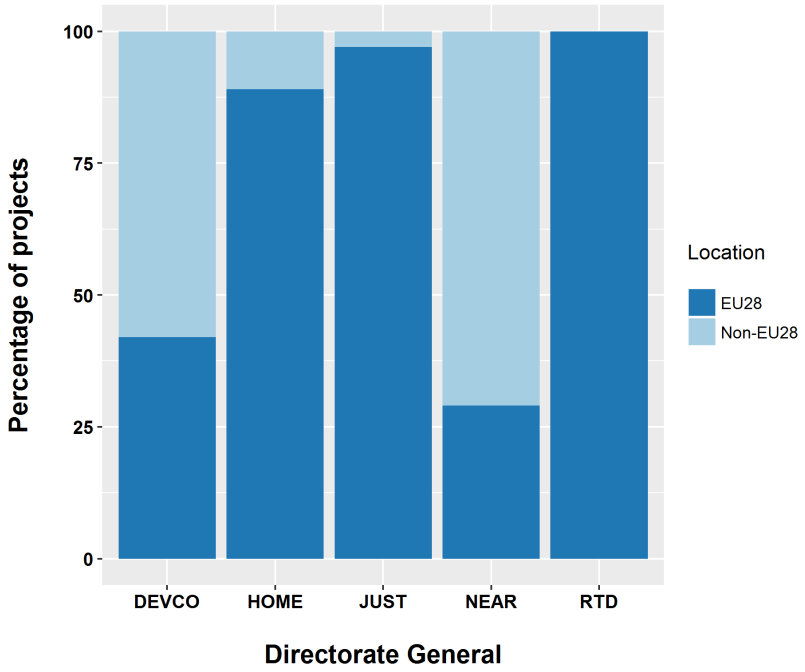
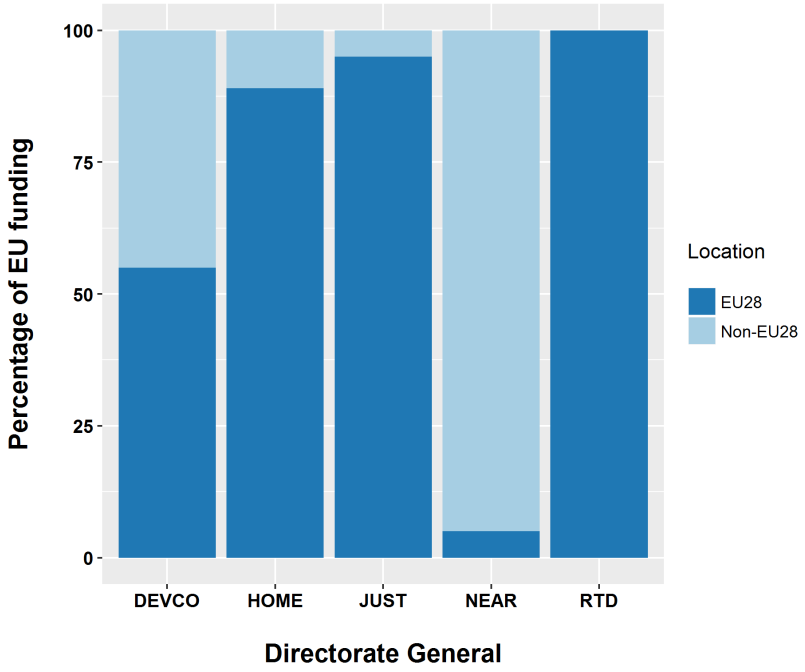


Figure 7(b): Location of principal grant holder by directorate-general: percentage of European Commission funding



For each DG, Table 11 and Figure 8 show the percentage of funded projects and the percentage of EC funding for each year between 2004 and 2015. It is important to note that a number of projects started towards the end of the analysis period were still on-going during the analysis period, for example three-year projects started in 2014 would still be on-going. There are also only two funded projects in the analysis dataset which started in 2015. This is likely to be an artefact of the timing of the collation of materials for the analysis dataset which may mean that documents for other funded projects started in 2015 were not available when the initial data collection was conducted.

Table 11: Directorate-general and the year funded project started: percentage of funded projects and European Commission funding

Year	DEVCO		HOME		JUST		NEAR		RTD		N° project
	% project	% funding	% project	% funding	% project	% funding	% project	% f unding	% project	% funding	
2004	2	2	7	3	0	0	0	0	25	5	14
2005	3	2	6	2	13	6	0	0	0	0	15
2006	12	5	2	1	13	10	0	0	0	0	22
2007	8	7	10	11	10	8	0	0	12	8	29
2008	12	22	2	2	13	14	0	0	13	12	23
2009	25	21	5	3	13	9	42	8	0	0	53
2010	12	8	6	8	3	2	3	1	0	0	28
2011	15	9	10	10	16	22	19	1	12	2	40
2012	3	2	13	16	0	0	3	6	13	32	22
2013	4	13	22	24	16	25	28	6	0	0	43
2014	3	4	16	18	3	4	4	78	25	41	28
2015	1	5	1	2	0	0	0	0	0	0	2
Total N	136		133		31		22		8		319

Data missing from two funded projects

Figure 8: Number of funded projects by directorate-general and start year of funding

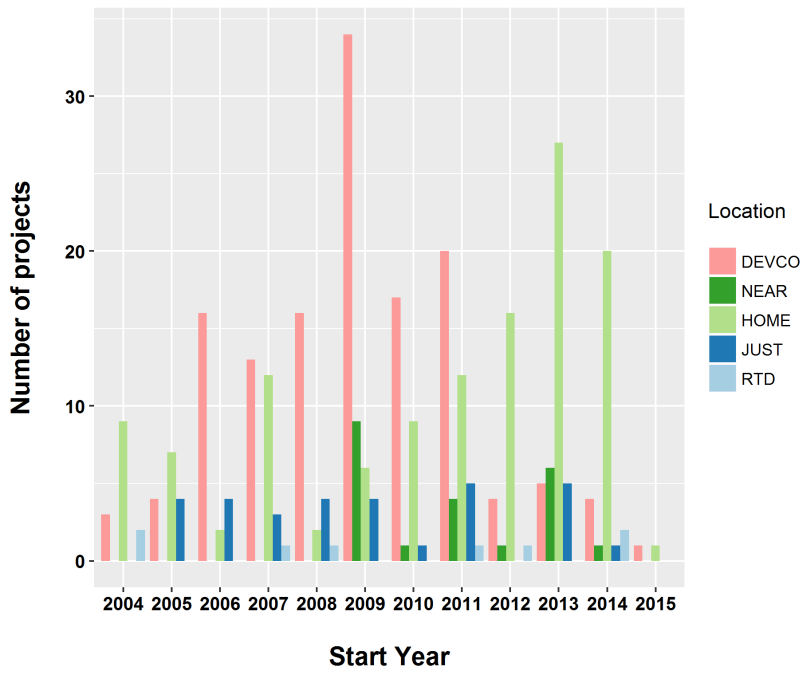


Table 12 and Figures 9(a) and 9(b) show the percentage of funded projects contracted by each DG to the different types of principal grant holder organisations. DG DEVCO, DG HOME and DG JUST awarded the highest percentage of funded projects to non-governmental organisations (NGOs), DG NEAR awards all its funded projects to State agencies and DG RTD awarded the majority (88 %) of its funded projects to universities or research institutions. Table 12 also shows the percentage of EC funding by each DG to the different types of principal grant holder organisations. DG DEVCO, DG HOME and DG JUST awarded the highest percentage of funding to non-governmental organisations, DG NEAR to State agencies, and DG RTD to universities or research institutions.

Table 12: Directorate-general and type of organisation of principal grant holder: percentage of funded projects and European Commission funding

Type PGH	DEVCO		HOME		JUST		NEAR		RTD		Nº project
	% project	% funding	% project	% funding	% project	% funding	% project	% f unding	% project	% funding	
IO	22	38	8	7	0	0	0	0	12	29	19
NGO	75	57	46	48	58	64	0	0	0	0	187
Research	1	1	14	13	10	6	0	0	88	71	28
State	2	4	32	32	32	30	100	100	0	0	79
Total (N)	137		123		31		13		8		313

Data missing from eight funded projects

Figure 9(a): Distribution of type of principal grant holder by directorate-general: percentage of funded projects

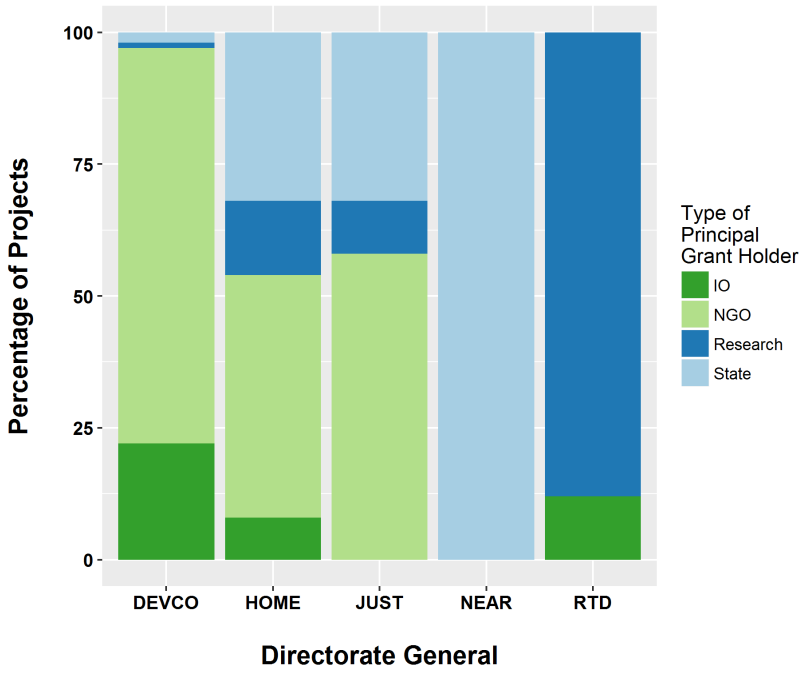


Figure 9(b): Distribution of type of principal grant holder by directorate-general: percentage of European Commission funding

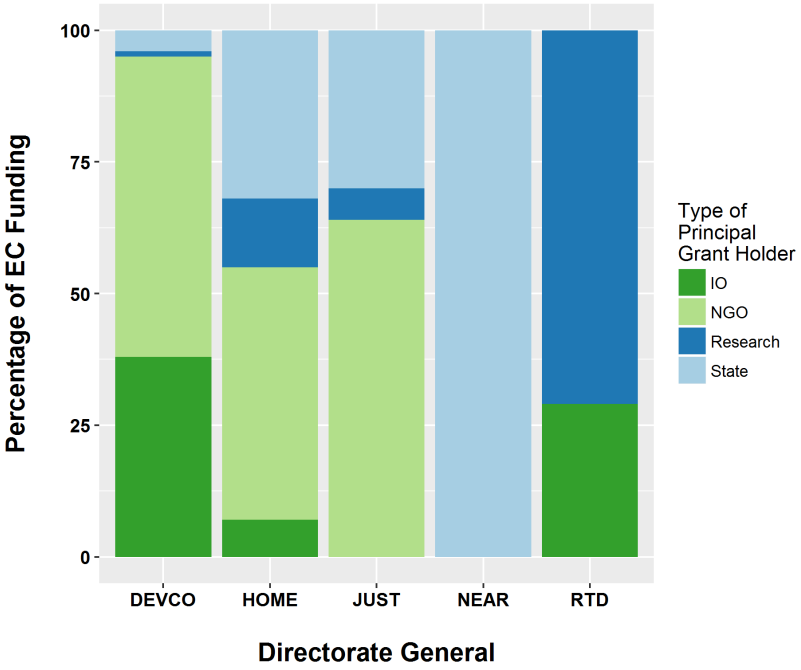


Table 13 and Figure 10 show the different EU Member States in which project activities take place by the DG which contracted the funded project. Funded projects contracted by DG HOME have activities taking place in all EU Member States.

Table 13: Directorate-general and the EU Member States in which project activities take place: number of funded projects

EU Member State	No of funded projects				
	DEVCO	HOME	JUST	NEAR	RTD
Austria	4	19	3	0	2
Belgium	2	19	3	0	2
Bulgaria	0	28	11	0	4
Cyprus	0	9	0	0	2
Czech Republic	0	15	5	0	1
Germany	3	16	6	0	2
Denmark	0	6	3	0	1
Estonia	1	12	2	0	0
Greece	3	17	2	0	1
Spain	2	23	4	0	2
Finland	0	7	2	0	1
France	2	19	4	0	0
Croatia	1	4	0	0	0
Hungary	1	15	4	0	0
Ireland	0	9	3	0	0

EU Member State	No of funded projects				
	DEVCO	HOME	JUST	NEAR	RTD
Italy	5	44	10	0	5
Lithuania	0	12	5	0	1
Luxembourg	0	4	0	0	0
Latvia	0	7	3	0	0
Malta	0	6	0	0	0
Netherlands	3	26	6	0	2
Poland	0	20	8	0	0
Portugal	3	18	2	0	0
Romania	0	44	8	0	2
Sweden	2	14	5	0	2
Slovenia	0	4	1	0	0
Slovakia	0	14	5	0	0
United Kingdom	2	29	5	0	4
All EU MS	1	16	4	0	2

NB: There are no totals or missing data statistics because one funded project may cover multiple countries.

Figure 10: Number of funded projects by country of principal grant holder: EU

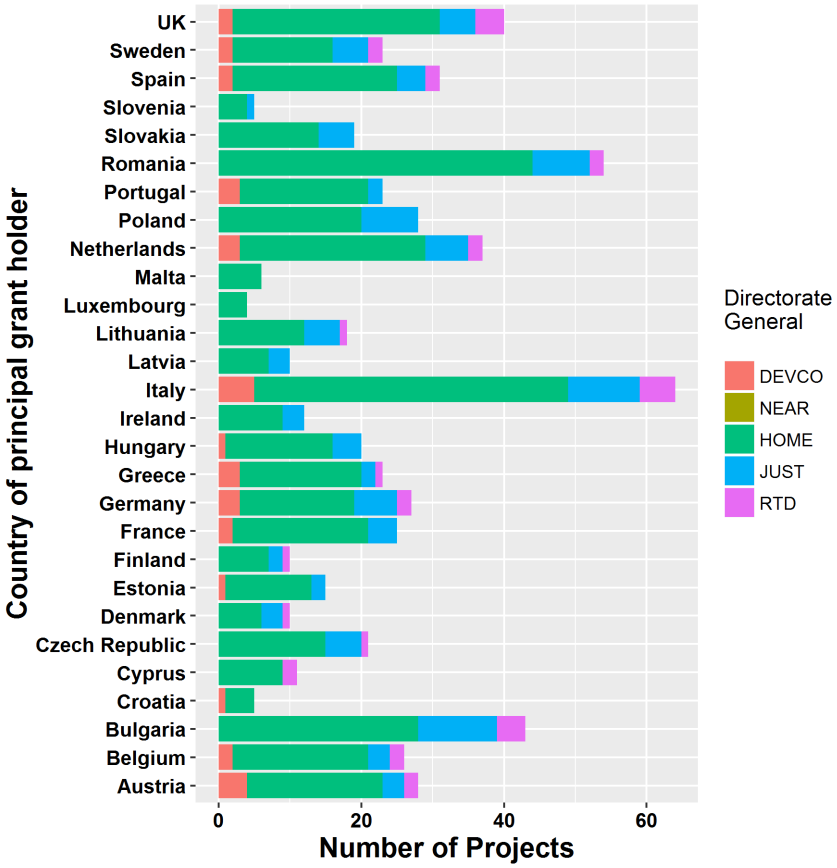


Table 14 shows the number of non-EU countries in which project activities take place by the DG which contracted the funded project. At least one funded project from every DG has activities which take place in at least one non-EU country.

Table 14: Directorate-general and the non-EU countries in which project activities take place: number of funded projects

Non-EU country	No of funded projects				
	DEVCO	HOME	JUST	NEAR	RTD
Afghanistan	1	0	0	0	0
Albania	6	6	2	0	0
Argentina	1	0	0	0	0
Armenia	3	0	0	0	0
Azerbaijan	5	1	0	0	0
Bangladesh	6	0	0	0	0
Belarus	2	4	0	0	0
Benin	1	0	0	0	0
Bolivia	2	0	0	0	0
Bosnia Herzegovina	3	4	0	0	0
Brazil	5	0	0	0	0
Burkina Faso	2	0	0	0	0
Cambodia	5	0	0	0	0
Canary Islands	1	0	0	0	0
Cape Verde	1	0	0	0	0
Chad	1	0	0	0	0
Chile	1	0	0	0	0
China	3	0	0	0	0
Colombia	2	0	0	0	0
Côte d'Ivoire	1	0	0	0	0
Djibouti	2	0	0	0	0
Ecuador	2	0	0	0	0
Egypt	3	0	0	0	0
El Salvador	1	0	0	0	0
Ethiopia	4	0	0	0	0
Former Yugoslav Republic of Macedonia	7	6	0	0	1
The Gambia	2	0	0	0	0
Georgia	4	1	0	0	0
Guatemala	6	0	0	0	0
Guinea	1	0	0	0	0
Guinea-Bissau	2	0	0	0	0
Honduras	1	0	0	0	0
India	7	0	0	0	0

Non-EU country	No of funded projects				
	DEVCO	HOME	JUST	NEAR	RTD
Indonesia	5	0	0	0	0
Iran	1	0	0	0	0
Israel	3	0	0	0	0
Jordan	1	0	0	0	0
Kazakhstan	5	0	0	0	0
Kenya	3	0	0	0	0
South Korea	1	0	0	0	0
Kosovo ([17])	2	1	1	0	0
Kuwait	1	0	0	0	0
Kyrgyzstan	1	0	0	0	0
Laos	2	0	0	0	0
Lebanon	1	0	0	0	0
Macau	1	0	0	0	0
Malaysia	2	0	0	0	0
Mali	1	0	0	0	0
Mauritania	1	0	0	0	0
Mexico	2	0	0	0	0
Moldova	7	6	0	0	0
Montenegro	0	2	0	0	0
Morocco	1	0	0	0	0
Myanmar/Burma	3	0	0	0	0
Nepal	6	0	0	0	0
Nicaragua	1	0	0	0	0
Niger	2	0	0	0	0
Nigeria	4	0	0	0	0
Norway	0	6	2	0	0
Pakistan	4	0	0	0	0
Panama	1	0	0	0	0
Paraguay	3	0	0	0	0
Peru	4	0	0	0	0
Philippines	3	0	0	0	0
Qatar	1	0	0	0	0
Russia	3	0	0	0	0
Senegal	3	0	0	0	0
Serbia	6	3	1	0	0
Singapore	1	0	0	0	0
Somalia	3	0	0	0	0

([17]) This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

Non-EU country	No of funded projects				
	DEVCO	HOME	JUST	NEAR	RTD
South Africa	2	0	0	0	0
Switzerland	1	7	0	0	1
Tajikistan	6	0	0	0	0
Thailand	3	1	0	0	0
Togo	1	0	0	0	0
Turkey	3	6	0	1	2
Turkmenistan	1	0	0	0	0
Uganda	1	0	0	0	0
Ukraine	5	7	1	0	0
UAE	1	0	0	0	0
United States of America	0	2	0	0	1
Uzbekistan	2	0	0	0	0
Venezuela	1	0	0	0	0
Vietnam	2	0	0	0	0
Yemen	4	0	0	0	0
Zambia	1	0	0	0	0
Zimbabwe	2	0	0	0	0
West African Region	1	0	0	0	0
Western Balkans	1	0	0	0	0
ACP countries	1	0	0	0	0
SE Asia	1	0	0	0	0
Latin America	1	0	0	0	0
Global	2	1	0	0	0
All EEA countries	0	2	0	0	0
All Candidate countries	0	3	0	0	0

NB: There are no totals or missing data statistics because one funded project may cover multiple countries.

3.5. Form of exploitation or groups exploited

The majority of EC funding has been allocated to funded projects which do not specialise in one particular form of exploitation (56 %). It should be noted that the distribution of funded projects is not necessarily the same as the distribution of EC funds. This is because some funded projects received higher levels of EC funding than others. For example **whilst 14 % and 12 % of funded projects are on sexual exploitation and labour exploitation respectively, 14 % of EC funding is on labour exploitation projects and only 7 % is on sexual exploitation projects.** Around 1 % of funded projects are on trafficking for organ removal, forced begging and criminal activity.

During the analysis process three other groups of victims were identified frequently enough to warrant their own categories: children; women and children; and women. Twenty-three percent (23 %) of funded projects are on child trafficking. Between 2-3 % of funded projects are on trafficking of women and children, and trafficking of women. Thus as well as forms of exploitation such as labour or sexual, funded projects are also on specific groups of victims, children and women.

The highest proportion of EC funding has been awarded to funded projects on non-specified forms of exploitation or multiple forms of exploitation, for example improving prosecution of traffickers, developing action plans to tackle trafficking (56 %; EUR 89 million), followed by a specific group being exploited — children. Funded projects on child trafficking were awarded EUR 30.5 million. Funded projects on Labour exploitation received the third highest level of EC funding, worth EUR 22 million.

There is a difference between the percentage of funded projects and percentage of EC funding awarded to funded projects on labour exploitation and sexual exploitation. Fourteen percent (14 %) of funded projects are on sexual exploitation and 12 % of funded projects are on labour exploitation, but 7 % of EC funding is allocated to funded projects on sexual exploitation whilst 14 % of EC funding is allocated to funded projects on labour exploitation. **The average funding per project on labour exploitation is double that of sexual exploitation (EUR 569,308 and EUR 231,429 respectively)**.

Funded projects on sexual exploitation received the lowest average funding per project (EUR 231,429). Funded projects on non-specific or multiple forms of exploitation received the highest funding per project (EUR 637,931) followed by funded projects on labour exploitation (EUR 569,308) ([181]).

Eurostat (2015) reports 30,000 victims of trafficking were identified by EU Member States between 2010 and 2012; 80 % of these were female (women and girls). Over two thirds (69 %) of these victims were trafficked for sexual exploitation, including over 1,000 children.

Less than 20 % of funded projects are gender-specific, i.e. are on trafficking for sexual exploitation, or are on trafficking of women and children, or trafficking of women. These funded projects have the lowest average funding per project compared to those on other forms of exploitation, including labour exploitation, where the average funding per project is double that of funded projects on sexual exploitation (EUR 569,308 and EUR 231,429 respectively).

DG HOME is the only DG which has funded projects on all the different forms of exploitation, including trafficking for criminal activities, forced begging and for organ removal. DG HOME also contracted half the funded projects on trafficking for sexual exploitation and 65 % of the funded projects on trafficking for labour exploitation. DG DEVCO contracted almost 60 % of the funded projects on child trafficking, trafficking of women and children and trafficking of woman (58 %, 60 % and 57 % respectively). DG JUST contracted 30 % of the funded projects on trafficking of women and children and trafficking of women.

The EC funding is distributed across the different forms of exploitation or groups of victims by DG differently to the distribution of funded projects. DG DEVCO funding compared to contracted funded projects is disproportionately high for those projects which did not specify a particular form of exploitation, trafficking for labour exploitation, child trafficking, trafficking of women and children and trafficking of women. DG HOME funding, compared to the distribution of funded projects contracted, is disproportionately lower for projects where the form of exploitation was not specific and for labour exploitation. DG JUST funding, compared to the distribution of funded projects contracted, is disproportionately lower for child trafficking, trafficking of women and children and trafficking of women.

The average funding per project for those projects which were not concerned with a specific form of exploitation, labour exploitation, child trafficking, trafficking of women and children and trafficking of women by DG DEVCO is considerably higher than funding per project on those forms of exploitation or groups of victims by the other DGs. Funded projects on labour exploitation contracted by DG DEVCO have the highest average funding per project at EUR 1,379,412.

Table 15 and Figure 11 show the number and percentage of funded projects awarded to the different forms of exploitation and groups of victims. The lowest average funding is for sexual exploitation. The highest percentage of funded projects (44 %) was awarded to projects which were not on a specific form of exploitation or groups of victims, followed by child trafficking (23 %). Table 15 also shows the amount (in euros) and percentage of EC funding awarded to funded projects on different forms of exploitation and groups of victims. The majority of funding was awarded to funded projects which did not concentrate on a specific form of exploitation. Finally, Table 15 shows the average funding per project on the different forms of exploitation or groups of victims. The highest average funding is for funded projects on non-specified forms of exploitation or groups of victims.

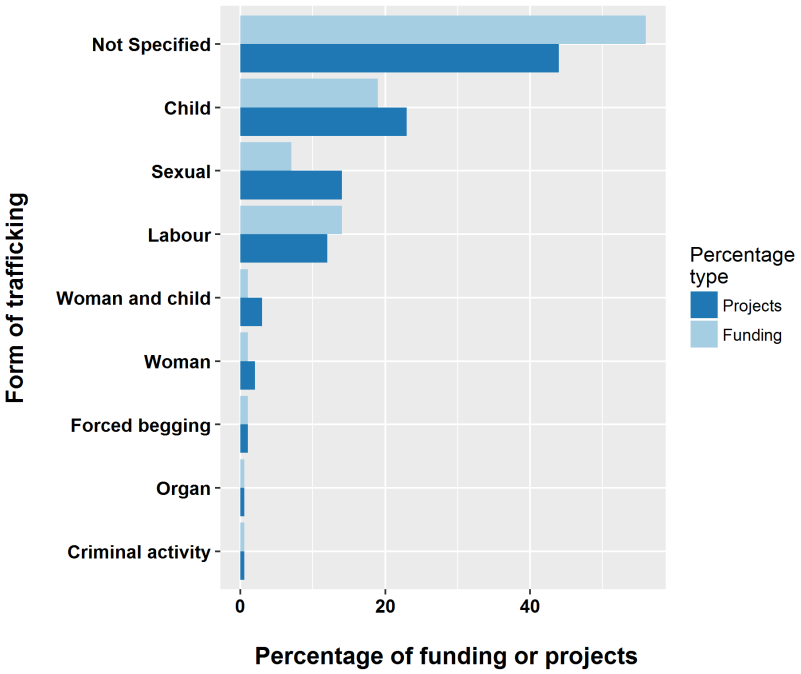
([18]) With the exception of a funded project on organ removal (EUR 600,000) but this was a single project and thus no average can be calculated.

Table 15: Form of exploitation or group of victims: percentage of funded projects and European Commission funding

Form of exploitation or group of victims	% of projects	Average funding per project (EUR)	EC funding (EUR)	% of EC funding	No of projects
Not Specified	44	637 931 ([19])	89 310 368	56	140
Child	23	423 617 ([20])	30 500 427	19	72
Sexual	14	231 429 ([21])	10 645 746	7	46
Labour	12	569 308 ([22])	22 203 014	14	39
Woman & child	3	238 670 ([23])	2 386 697	1	10
Woman	2	244 961 ([24])	1 714 730	1	7
Forced Begging	1	266 189 ([25])	798 568	1	3
Organ	<1	600 000 ([26])	600 000	<1	1
Criminal Activity	<1	432 214 ([27])	432 214	<1	1
Total (EUR)	**100**	**497 153 ( )**	**158 591 764**	**100**	**319**

Data missing from two funded projects

Figure 11: Percentage of funded projects and percentage of European Commission funding by form of exploitation or group of victims



([19]) SE = 90 921
([20]) SE = 45 233
([21]) SE = 28 124
([22]) SE = 240 537
([23]) SE = 108 288
([24]) SE = 143 716
([25]) SE = 27 809
([26]) Single funded project so no standard error of the mean
([27]) Single funded project so no standard error of the mean
([28]) SE = 51 451

Table 16 shows the average EC funding per project by form of exploitation or group of victims and DG and the total EC funding by form of exploitation or group of victims. Funded projects on non-specified forms of exploitation received the highest level of funding at just over EUR 89 million.

Funded projects on labour exploitation funded by DG DEVCO have the highest average funding per project at EUR 1,379,412; funded projects on sexual exploitation by DG NEAR have the lowest average funding per project at EUR 39,889.

Table 16: Form of exploitation or group of victims and directorate-general: average European Commission funding per project

Form of exploitation or group of victims	Average EC funding per project					Total (EUR)
	DEVCO	HOME	JUST	NEAR	RTD	
Not Specified	1 013 706 ([29])	300 881 ([30])	171 031 ([31])	113 676 ([32])	1 190 239 ([33])	89 310 368
Child	510 882 ([34])	331 934 ([35])	248 787 ([36])	0	0	30 500 427
Sexual	226 866 ([37])	232 032 ([38])	258 581 ([39])	39 889 ([40])	187 770 ([41])	10 645 746
Labour	1 379 412 ([42])	254 458 ([43])	206 783 ([44])	0	0	22 203 014
Woman & child	310 147 ([45])	160 407 ([46])	121 803 ([47])	0	0	2 386 697
Woman	312 567 ([48])	163 792 ([49])	150 335 ([50])	0	0	1 714 730
Forced Begging	0	266 189 ([51])	0	0	0	798 568
Organ	0	600 000 ([52])	0	0	0	600 000
Criminal Activity	0	432 214 ([53])	0	0	0	432 214

Data missing from two funded projects

([29]) SE = 181 242
([30]) SE = 23 363
([31]) SE = 51 999
([32]) SE = 89 041
([33]) SE = 385 544
([34]) SE = 70 792
([35]) SE = 49 235
([36]) SE = 40 943
([37]) SE = 102 321
([38]) SE = 26 327
([39]) SE = 31 406
([40]) Single case = no SE
([41]) Single case = no SE
([42]) SE = 827 472
([43]) SE = 23 689
([44]) SE = 43 052
([45]) SE = 180 326
([46]) Single case = no SE
([47]) SE = 18 717
([48]) SE = 261 946
([49]) Single case = no SE
([50]) SE = 25 600
([51]) SE = 27 809
([52]) Single case = no SE
([53]) Single case = no SE

Table 17 and Figure 12 show the percentage of funded projects; Table 17 also shows the percentage of EC funding per DG on funded projects focusing on different forms of exploitation or groups of victims. All DGs except DG JUST have the highest percentage of funded projects and the highest proportion of their funds on funded projects focused on non-specified forms of exploitation; DG JUST has the highest percentage on child trafficking.

Table 17: Directorate-general and form of exploitation or group of victims: percentage of funded projects and European Commission funding

Form of exploitation or group of victims	DEVCO		HOME		JUST		NEAR		RTD		No of projects
	% project	% fund	% project	% fund	% project	% fund	% project	% fund	% pro-ject	% fund	
Not specified	46	60	39	41	10	7	91	98	87	98	140
Child	31	21	15	18	36	40	0	0	0	0	72
Sexual	8	2	19	15	32	37	6	2	13	2	46
Labour	8	14	21	19	6	6	0	0	0	0	39
Woman & child	4	2	1	1	10	6	0	0	0	0	10
Woman	3	1	1	1	6	4	0	0	0	0	7
Forced Begging	0	0	2	2	0	0	0	0	0	0	3
Organ	0	0	1	2	0	0	0	0	0	0	1
Criminal Activity	0	0	1	1	0	0	0	0	0	0	1
Total (%)	100		100		100		100		100		319

Data missing from two funded projects

Figure 12: Distribution of funded projects by directorate-general and form of exploitation or group of victims: percentage of funded projects

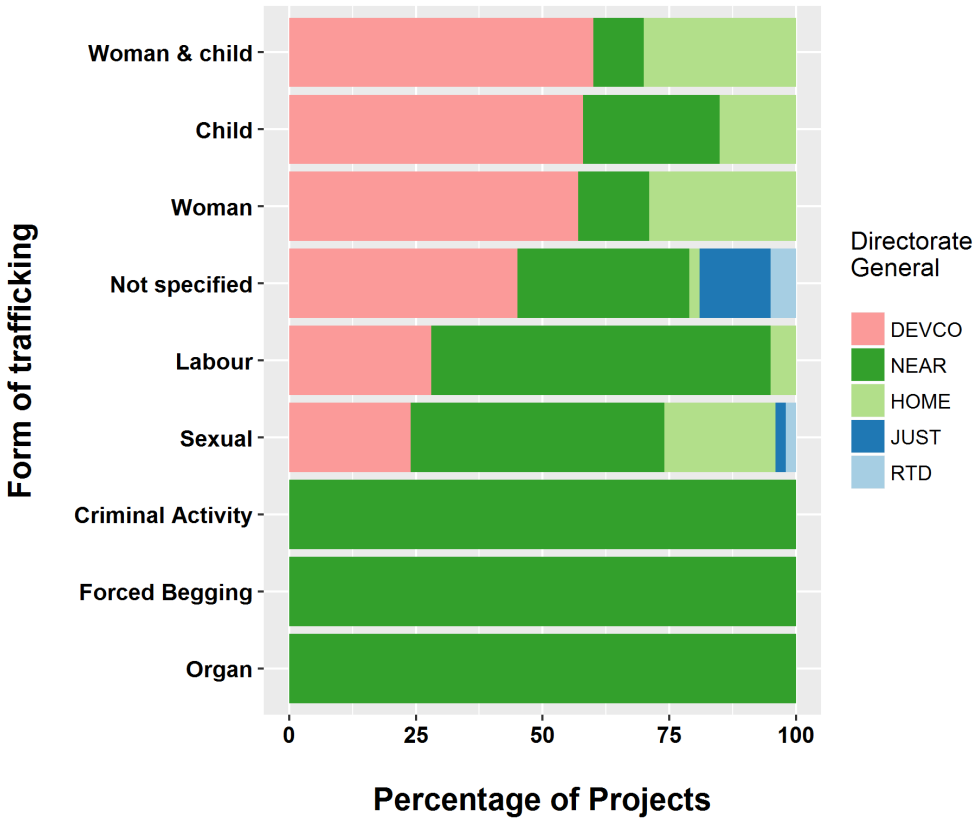


Table 18 shows the proportion of funded projects and funding for each of the different forms of exploitation or group of victims by DG. DG DEVCO contracted the highest percentage of funded projects on not specified forms of exploitation, on child trafficking, trafficking of women and children and trafficking of women. DG HOME contracted the highest proportion of funded projects on sexual exploitation, labour exploitation, criminal activities, forced begging and organ removal.

Table 18: Form of exploitation or group of victims and directorate-general: percentage of funded projects and European Commission funding

Form of exploitation or group of victims	DEVCO		HOME		JUST		NEAR		RTD		No of projects
	% project	% fund	% project	% fund	% project	% fund	% project	% fund	% pro-ject	% fund	
Not specified	45	72	34	16	2	1	14	2	5	9	100
Child	58	70	27	21	15	9	0	0	0	0	100
Sexual	24	23	50	50	22	24	2	1	2	2	100
Labour	28	68	67	30	5	2	0	0	0	0	100
Woman & child	60	78	10	7	30	15	0	0	0	0	100
Woman	57	73	14	10	29	17	0	0	0	0	100
Forced Begging	0	0	100	100	0	0	0	0	0	0	100
Organ	0	0	100	100	0	0	0	0	0	0	100
Criminal Activity	0	0	100	100	0	0	0	0	0	0	100
Total (N)	137		123		31		20		8		319

Data missing from two funded projects

3.6. Year the funded project started

2009 had the highest proportion of funded projects started (16 %), followed by 2013. The highest proportion of EC funding was allocated in the year 2008, followed by 2009 and then 2013.

The average funding per project at EUR 1,123,900 was higher in 2008 compared to any other year, except 2015 but there are only two funded projects in the dataset starting in 2015 and thus this data is not comparable with the other years.

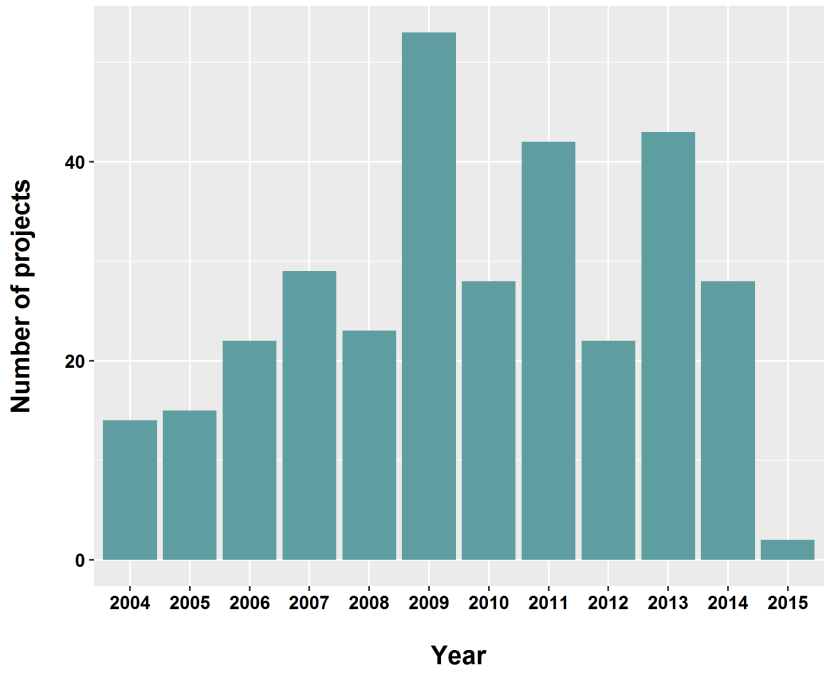
The peaks in number of funded projects and EC funding are an artefact of the funding cycles whereby different funding streams are activated at different times during this period of analysis.

Table 19 and Figure 13(a) show the number of funded projects per start year; Table 19 and Figure 13(b) show the amount of EC funding per project start year.

Table 19: Funded project start year: percentage of funded projects and European Commission funding

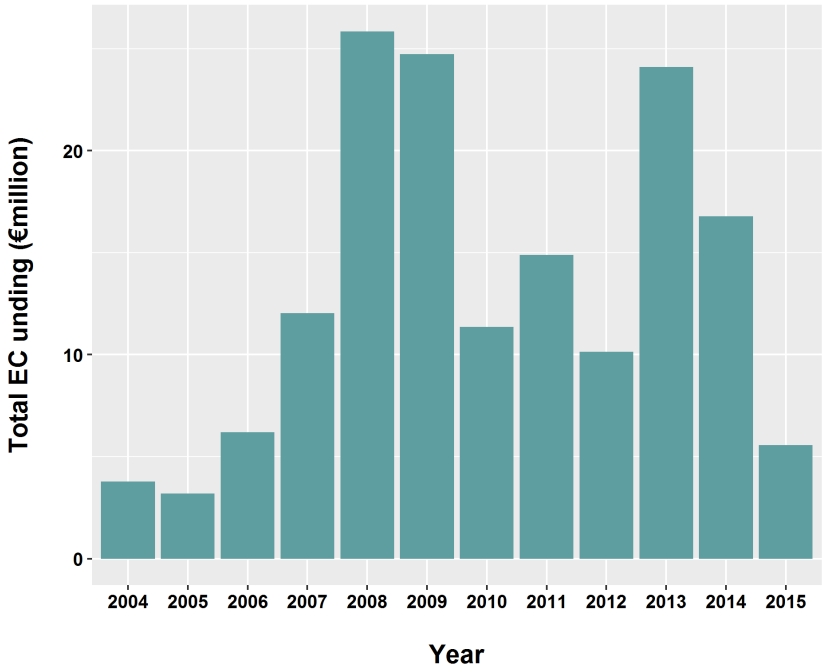
Year	% of projects	Average EC funding per project (EUR)	Total EC funding (EUR)	% of EC funding	No of projects
2004	4	269 258 ([54])	3 769 607	2	14
2005	5	212 352 ([55])	3 185 277	2	15
2006	7	281 715 ([56])	6 197 712	4	22
2007	9	415 097 ([57])	12 037 812	8	29
2008	7	1 123 900 ([58])	25 849 706	16	23
2009	16	466 472 ([59])	24 723 027	16	53
2010	9	405 425 ([60])	11 351 898	7	28
2011	13	371 932 ([61])	14 877 269	9	42
2012	7	431 346 ([62])	10 149 612	6	22
2013	13	560 381 ([63])	24 096 406	15	43
2014	9	599 235 ([64])	16 778 575	11	28
2015	1	2 787 431 ([65])	5 574 863	3	2
Total	**100**	**497 153 ([66])**	**158 591 764**	**100**	**321**

Figure 13(a)/ Number of funded projects by start year of funded project



([54]) SE = 94 656
([55]) SE = 108 852
([56]) SE = 96 506
([57]) SE = 88 737
([58]) SE = 404 131
([59]) SE = 83 591
([60]) SE = 95 815
([61]) SE = 56 901
([62]) SE = 112 487
([63]) SE = 218 697
([64]) SE = 134 768
([65]) SE = 2 180 631
([66]) SE = 51 451

Figure 13(b): European Commission funding by start year of funded project



3.7. Conclusions

In the Trafficking Projects Data Set there were **321 funded projects**. The total **EC funding** was **EUR 158,591,764** ([57]). The average funding per funded project was EUR 497,153, and this ranged from EUR 1,800 to EUR 9,500,000 across the funded projects.

The funded projects were contracted to start between 2004 and 2015, thus funded projects were contracted and run in different trafficking contexts over this 12 year period. **Seventy percent (70 %) of funded projects were contracted before the publication of the EU anti-trafficking strategy**. The highest proportion of funded projects started in 2008/9 and this was also the period in which the highest proportion of EC funding was awarded. A second peak is found in 2013. DG DEVCO and DG HOME awarded both the highest proportion of funded projects and EC funding. The awarding of DG DEVCO funded projects and funding peaked in 2008/9; the awarding of DG HOME funded projects and funding peaked in 2013.

The funded projects analysed were awarded to 221 different principal grant holders in 62 different countries worldwide, including 26 EU Member States. Two thirds of funded projects and EC funding was awarded to principal grant holders located in EU Member States and one third to principal grant holders located in non-EU countries.

Eighteen percent of principal grant holders were awarded more than one funded project and five were awarded five or more funded projects. These five principal grant holders (IOM; ICMPD; ILO; UNODC; and Save the Children Italy) were awarded 12 % of the funded projects and 27 % of the EC funding.

Principal grant holders which are non-governmental organisations (as a group) were awarded the highest proportion of funded projects (57 %) and EC funding (52 %). Universities and other research institutions were awarded the smallest proportion of funded projects (9 %).

The average amount of EC funding per project awarded to funded projects with international organisations as the principal grant holder was significantly higher than the average amount of EC funding per project awarded to funded projects with other types of principal grant holders (EUR 1,096,266 per funded project and less than EUR 500,000 per funded project respectively).

The funded projects ran activities in over 100 different countries worldwide. There were a number of countries in which 10 or more funded projects ran activities, including 25 EU Member States (not Croatia, Luxembourg, or Slovenia) and six non-EU countries: Albania, Moldova, the Former Yugoslav Republic of Macedonia, Serbia, Turkey and the Ukraine. No countries outside Europe were the site of activity for 10 or more funded projects.

For those EU Member States identified by the latest Eurostat report on Trafficking in Human Beings (2015) as the top three for victims of trafficking identified in the EU, all three Member States were the location for activities of 10 or more funded projects (Bulgaria (43); Romania (54); and Latvia (10)). However, for those non-EU countries identified by Eurostat (2015) as the top five source countries for victims trafficked into and identified by EU Member States, none were the location for activities for 10 or more funded projects (Nigeria (4): Brazil (5): China (3); Vietnam (2); and Russia (3)).

Funded projects in the analysis dataset were contracted and funded by five Directorate Generals: DG International Cooperation and Development (DEVCO; also known as EuropeAid Development and Cooperation); DG Home Affairs and Migration (HOME); DG Neighbourhood and Enlargement Negotiations (NEAR); DG Justice (JUST); and DG Research and Innovation (RTD). Each DG has several different funding streams. Between them DG DEVCO and DG HOME contracted over 80 % of the funded projects (43 % and 38 % respectively) and almost 90 % (67 % and 22 % respectively) of EC funding. Funded projects contracted by DG DEVCO and DG RTD (EUR 774,457 and EUR 1,064,931 respectively) had the highest average EC funding per project compared to funded projects contracted by DG HOME, DG JUST and DG NEAR (EUR 283,388; EUR 223,071; EUR 109,986 respectively).

DG HOME is the only DG which contracted one or more funded projects focused across all nine of different forms of exploitation or groups of victims: non-specified forms of exploitation or multiple forms; sexual exploitation; labour exploitation; forced begging; organ removal; criminal activity; children; women and children; and women.

Eurostat (2015) report on 'Trafficking in Human Beings' using EU Member State administrative statistics found, between 2010 and 2012 just over 30,000 victims were identified by Member States. Of these 80 % were female (women and girls). Over two thirds of identified victims were trafficked for sexual exploitation, including over 1,000 children.

A higher proportion of EC funding is awarded to funded projects on labour exploitation (14 %) than to those on sexual exploitation (7 %). This is despite the fact that an equal proportion of funded projects focus on labour exploitation (12 %) as sexual exploitation (14 %). The average EC funding per project on labour exploitation was double the average EC funding per project on sexual exploitation (EUR 569,308 and EUR 231,429 respectively).

The highest proportion of funded projects and EC funding was allocated to funded projects which do not specialise in one particular form of exploitation or a specific group of victims (44 % and 56 % respectively), followed by funded projects on child trafficking (23 % and 19 % respectively). Funded projects on child trafficking were awarded EUR 30.5 million. One third of DG DEVCO and DG JUST funded projects awarded focused on child trafficking and 15 % of DG HOME funded projects awarded focused on child trafficking. Thus specific groups of victims, as well forms of exploitation are an important focus of funded projects.

4. Contribution of funded projects to the objectives of the EU anti-trafficking strategy

4.1. Introduction

The 321 projects funded by the EC have contributed in various ways to the objectives of the EU anti-trafficking strategy. This chapter identifies these contributions and sets out the next steps now needed. It is based on the analysis of the funded projects together with the expert knowledge of the team, including awareness of other EC actions. It is divided into five sections following the strategic priority themes of the EU anti-trafficking strategy, with discussion of cross-cutting principles interwoven within each of these.

For each section, the analysis is constituted by several parts, starting with recognition of the nature and significance of each priority for the EU anti-trafficking strategy as a whole and a reflection on adjacent EC actions. The contribution of funded projects to each specific Strategic priority is identified, based on the in-depth qualitative analysis of each funded project and on the computerised analysis of the whole corpus of funded project materials. The next steps needed to move forward towards the next iteration of the anti-trafficking policies at EU level are laid out and, where appropriate specific recommendations for future projects and new knowledge building are detailed. Throughout the analysis is informed by knowledge of the state of the art literature in that field.

4.1.1. Victims: identifying, protecting and assisting victims of trafficking

4.1.1.1. Introduction

The first Strategic Priority of the EU anti-trafficking strategy is focused on victims: victims are at the centre of the EU anti-trafficking strategy. The difficulty of identifying victims is acknowledged, but the range of potential opportunities for intervention is also identified. The Strategy prioritises the identification of victims so that they can access the protections to which they are entitled, including addressing the five broad needs of: respect and recognition, assistance, protection, access to justice, and compensation. The Strategy also recognises the important role of victims in bringing traffickers to justice.

These strategic aims are in line with the protections for victims of trafficking set down in the Treaty of Lisbon (2007) in two places:

Article 63a

> *1. The Union shall develop a common immigration policy aimed at ensuring, at all stages, the efficient management of migration flows, fair treatment of third-country nationals residing legally in Member States, and the prevention of, and enhanced measures to combat, illegal immigration and trafficking in human beings.*
>
> *2. For the purposes of paragraph 1, the European Parliament and the Council, acting in accordance with the ordinary legislative procedure, shall adopt measures in the following areas:*
>
> *2(d) combating trafficking in persons, in particular women and children.*

and Article 69b

> *1 The European Parliament and the Council may, by means of directives adopted in accordance with the ordinary legislative procedure, establish minimum rules concerning the definition of criminal offences and sanctions in the areas of particularly serious crime with a cross-border dimension resulting from the nature or impact of such offences or from a special need to combat them on a common basis.*

These areas of crime are the following: terrorism, trafficking in human beings and sexual exploitation of women and children, illicit drug trafficking, illicit arms trafficking, money laundering, corruption, counterfeiting of means of payment, computer crime and organised crime.

The EU Anti-Trafficking Directive details the protections for victims of trafficking in Articles 8, 11, 12, 13, 14, 15 and 16. These Articles address the specific needs of victims of trafficking for assistance, support and protection measures; for their protection in criminal investigations and proceedings; and to protect them from prosecution or other legal penalties which they have been compelled to do as a direct consequence of being a victim of trafficking. Articles 13, 14, 15 and 16 refer specifically to children as victims of trafficking and the additional protections they are entitled to because of their age (under 18 years).

Directive 2012/29/EU on establishing minimum standards on the rights, support and protection of victims of crime details the protections for victims of trafficking in Article 22 para 2, which specifies the entitlement of victims of trafficking to an individual and timely assessment of their needs. Further, that the needs assessment for victims of trafficking must take account of them as having potentially suffered considerable harm due to the severity of the crime; because the crime was committed with a bias or discriminatory motivation related to personal characteristics; or because the victim's relationship to or dependence on the offender makes them particularly vulnerable.

The definition of a victim is that set forth in Directive 2012/29/EU on establishing minimum standards on the rights, support and protection of victims of crime Article 2 which states that:

(a) 'victim' means:

(i) a natural person who has suffered harm, including physical, mental or emotional harm or economic loss which was directly caused by a criminal offence;

(ii) family members of a person whose death was directly caused by a criminal offence and who have suffered harm as a result of that person's death;

Article 2 of the Anti-Trafficking Directive 2011/36/EU sets forth the definition of the criminal offence of trafficking that a natural person may be the victim of:

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.

2. A position of vulnerability means a situation in which the person concerned has no real or acceptable alternative but to submit to the abuse involved.

3. Exploitation shall include, as a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, including begging, slavery or practices similar to slavery, servitude, or the exploitation of criminal activities, or the removal of organs.

The establishment of mechanisms to identify, protect and assist victims of trafficking is the focus of relevant strategic actions under this priority. These are designed to coordinate developments across Member States and EU institutions:

Establishment of National and Transnational Referral Mechanisms to effectively identify and refer victims into the protections to which they are entitled.

EU Member States have committed to establishing National Referral Mechanisms (NRM) with the EC supporting them in the further development of these.

Trafficking in human beings is a serious and organised crime within EU Member States and across borders. It is also a so-called 'eurocrime' and is enshrined in the Treaty of Lisbon (2007) Article 69b (see above). In this respect

transnational cooperation and the development of Transnational Referral Mechanisms (TRM) is intended to move victim identification processes from ad-hoc bilateral working to a more coordinated approach.

The concept of an NRM was introduced by the Organisation for Security and Cooperation in Europe (OSCE) in 2004, as a route to ensure that responses to victims of trafficking were rights based. Focused initially on Southeastern Europe, they were envisaged as part of democratic institution building between civil society and police, placing non-governmental organisations at the center. In a later document (Sîlkner, 2008) OSCE states that the purpose of an NRM is to identify and refer, ensure that rights are protected and create access to justice for victims of trafficking.

The Council of Europe Convention embedded the establishment of NRMs as a core component of anti-trafficking systems. 'First responders' — those who come into contact with someone they believe to be a victim of trafficking — are intended to have a clear and direct pathway to refer on to a 'competent authority' which is invested with the legal power of deciding if this person has been or is likely to have been trafficked.

Transnational Action:

Safe and sustainable return and reintegration for Victims of Trafficking returning from France, Greece, Italy, Poland and Spain to priority countries (Albania, Morocco and Ukraine) (TACT) is a deliverable of the EU under the EU anti-trafficking strategy launched in May 2015, and which is intended to build on the CARE project (Coordinated Approach for the Reintegration of victims of trafficking returning voluntarily to any third country). The overall objective is to contribute to the improvement of the safe return and reintegration conditions of victims of trafficking. The project aimed to enhance the capacities of the authorities in the priority countries around issues of the protection and assistance of victims of trafficking, with a particular focus on return and reintegration assistance as one type of protection measure. An IOM report in 2015 which covers the launch of TACT and reports the conclusions from the CARE project argues that 'transnational operational procedures for the referral of victims of trafficking are still lacking' and that this 'jeopardizes the effective provision of cross-border protection and assistance to victims of trafficking' (IOM, 2015: 61). The report calls for the creation of regional schemes linking different National Referral Mechanisms in order to avoid overlaps and to increase speed and quality of responses to victims of trafficking

Identification of victims:

The importance and complexity of identification of victims of trafficking is reflected both in the Anti-Trafficking Directive and EU anti-trafficking strategy which supports a funded project to develop guidelines to better identify victims of trafficking taking account of the EC/International Labour Organisation 2009 indicators, or markers of trafficking in human beings. There is also support for the development of specific guidelines for consular services and border guards on victim identification.

The Anti-Trafficking Directive 2011/36/EU Article 11 (4) requires Member States to take the necessary measures to establish appropriate mechanisms aimed at the early identification of, and support for, victims of trafficking.

The identification of victims of trafficking during asylum processes is complex. The EU asylum acquis comprises four Directives and two Regulations controlling different aspects of the international protection procedure. This was recently 'recast' (Directive 2013/33/EU Reception Conditions) with a large number of new provisions enhancing rights of victims of trafficking, who are explicitly recognised as vulnerable persons whose circumstances should be assessed. The new regulations also include a general obligation to identify applicants with special procedural needs. The fourth GRETA report (GRETA, 2015) identifies that there is scope for further work with respect to the specification of children as victims of trafficking, on forced labour, and on identification in asylum seeking and refugee populations. Just under half of Member States were, at the time of this report, considered non-complaint with the non-punishment provision of the Council of Europe Convention (GRETA, 2015: 32) and the Anti-Trafficking Directive 2011/36/EU Article 8, with only seven Member States having a legal provision transposing this into national law.

The EC has published Guidelines for the identification of victims of trafficking in human beings, addressed in particular to border guards and consular services (European Commission, 2013b), which aim to improve coordination and coherence in the area of victim identification, and facilitate the work of front line officials.

A specific handbook on the identification of child-victims of trafficking/children at risk at airports has been developed by FRONTEX (FRONTEX, 2015).

The Anti-Trafficking Directive sets out a series of beneficial provisions for the assistance, support and protection of victims. More specifically, protection of child victims of trafficking is a specific focus premised on the recognition of the particular vulnerability of children to trafficking.

The EU anti-trafficking strategy recognises that comprehensive child-sensitive protection systems, ensuring interagency and multidisciplinary coordination, are crucial to meet the needs of child victims of trafficking. In line with the **EU anti-trafficking strategy, FRA and the European Commission published 'Guardianship for children deprived of parental care: A handbook to reinforce guardianship systems to cater for the specific needs of child victims of trafficking' (2014)**. This handbook offers standards for guardianship practice so that responsible national authorities can be better equipped to deal with the specific needs of child victims of trafficking.

The Anti-Trafficking Directive 2011/36/EU details the additional protections for child victims in Articles 13, 14, 15 and 16. These Articles address the specific needs of accompanied and unaccompanied children as victims of trafficking in assistance, support and protection measures and for their protection in criminal investigations and proceedings.

A child is any person below 18 years of age.

Article 2 of Directive 2011/36/EU on trafficking in human beings states that:

> *(6) 'child' shall mean any person below 18 years of age;*
>
> *Article 2 of Directive 2012/29/EU on establishing minimum standards on the rights, support and protection of victims of crime states that:*
>
> *(c) 'child' means any person below 18 years of age;*

Despite the clarity of the above definitions, age is a contested issue in both a physical and linguistic sense (Breuil, 2008). Many children are subject to age determination procedures to formally document their age.

The language used to describe young people who are potentially subject to trafficking is ambiguous across the funded projects with a tension between the legal and social concept of a child. Many funded projects on child trafficking targeted adolescents but were ambivalent as to how this group could be linguistically defined.

The Anti-Trafficking Directive Article 16 charges Member States to take the necessary measures to ensure that, where appropriate, a guardian is appointed to unaccompanied child victims of trafficking. FRA (2015) has identified that currently the appointment of Children's Guardians is variable across the EU with the diversity of practice at every level being striking. Two funded projects further examined the challenges of fully implementing guardianship systems (although only one of these funded projects was completed at the time of analysis). The conclusion was that systemic reform of guardianship systems is needed to meet the challenges posed by child trafficking, arguing that a pre-condition of any protective work with a child migrant/possible victim of child trafficking is a cultural context in which such children are welcomed as children. Moreover, the project argued, the role of Guardian is to 'stand on the side of the child', not just to follow procedure and act as a 'bridge' between the child and other institutions.

Provision of Information on the Rights of Victims:

This supports the production of clear, user-friendly information on the labour, social, victim and migrant rights that victims of trafficking have under EU law. In line with a victim-centred approach, the European Commission has published an overview on EU rights of victims of trafficking in human beings, to provide an overview for

practitioners and Member States (European Commission, 2013c). In this regard, the Council of Europe (2013) has called on the Member States to further translate this overview in their national jurisdictions and ensure that victims have access to such documents.

Directive 2012/29/EU in Article 3 sets out the rights of victims to understand and be understood; Article 7 sets out victims' rights to interpretation and translation; and Article 25 sets out the requirements on Member States for the training of practitioners.

4.1.1.2. Contribution of funded projects

More than a third of the EC-funded projects in the Trafficking Projects Data Set were identified as relevant to an analysis of victims, including children as victims (or potential victims) of trafficking. Two thirds of these funded projects had start dates which were before the EU anti-trafficking strategy was published.

The EC-funded projects made a contribution to the development of current National Referral Mechanisms (NRM) and whether they are yet able to deliver the intended outcomes for victims, work effectively across all forms of trafficking, identify children effectively and ensure they are referred into the additional protections to which they are entitled. In the funded projects there was some exploration of the kinds of mechanisms which might be appropriate for identifying children, with several funded projects highlighting the need for adaptions to current NRM models to achieve the child specificity required. Although, from the funded projects, not much comparative evidence is available about how the different models work or whether they, in practice, ensure victims are accorded rights.

One funded project which explored Transnational Referral Mechanisms (TRM) provides the most extensive definition of a TRM currently available:

> *This refers to mechanisms and systems designed for the comprehensive assistance and transnational support of victims of trafficking. Transnational referral mechanisms link the full process of referral from initial identification, through return and assistance between countries of transit, destination and origin and involve cooperation between different government institutions and non-governmental actors (RAVOT-EUR 2014: 123-4).*

This study used a desk based review and interviews to identify gaps in theory and practice. One of the most important findings contributed by this funded project is that law enforcement professionals prefer informal methods of identification and referral, finding them to be cheaper and faster, and rejecting more formal processes as added layers of bureaucracy, and thus delay. The funded project found that for these law enforcement officials, the most valuable resource was an up to date list of their equivalents in other countries.

The scale of the task to develop and coordinate NRMs and TRMs is evidenced by the funded projects. The first two projects on a TRM were funded in 2007 and three funded projects worked to establish an infrastructure for a TRM in Southeastern Europe in relation to trafficking for sexual exploitation. The outputs of one of these funded projects included a set of guidelines, a network of professionals and a referral mechanism model.

The funded projects contributed to the better understanding of the implementation of complex mechanisms like NRMs and TRMs. For example, one funded project identified that whilst safe return is one element of a TRM, resources were seldom available to make this happen and documentation and risk assessments were often inadequate (although another ongoing funded project is currently developing a TRM in respect to improving safe return and reintegration, but results were not available for this review). The funded project concluded that developing and maintaining a TRM is a continuous process which requires substantial and ongoing engagement and development by multiple actors. They also noted that whilst a number of tools had been developed they were rarely sufficiently promoted, distributed or implemented. Evidence from the funded projects and other deliverables of the EU anti-trafficking strategy find that more needs to be done on the safe return of victims of trafficking and on developing transnational referral pathways which include effective safe return and *reintegration for victims of trafficking.*

*T*he documentation from this funded project also suggests that professionals do not see a TRM in terms of securing rights for victims of trafficking, but rather as a method of transnational cooperation, especially with respect to identification, legal proceedings and safe return. Bureaucratic impediments to cooperation are accentuated by conflicting procedures, changing laws, systems and personnel. In such contexts whilst electronic procedures can

be seen in the abstract as more efficient, in practice they are complex and responses from other countries rare and seldom timely. Thus, the funded project identified bi-lateral Memoranda of Understanding and informal contacts as preferred by professionals to the more formal referral mechanism.

Overall, the funded projects delivered a series of key findings which will support the guidance for future developments of referral pathways at both the national and transnational levels, including: transnational referral pathways need to be effectively intertwined with well-functioning national referral pathways; standard operating procedures (SOPs) require constant updating as more is understood about both trafficking, forms of exploitation, groups of victims and the operation of systems in different countries, including systematic and regular development of accredited stakeholder organisations, especially civil society; and processes of data protection and privacy regulations need to be given due respect.

National Referral Mechanisms (NRMs) are a formal victim identification process in some Member States. In order to access their rights as victims of trafficking, victims must be formally identified. The most recent GRETA (2015) report found weak identification processes in most Member States, with rights not being upheld consistently. In particular, the area all Member States needed to improve was with respect to the specificity of children. The funded projects focus particularly on identification of victims of trafficking for the purposes of sexual exploitation; this may in part be an artefact of the period in which the funded projects were contracted and delivered. There have been examples of funded projects on labour exploitation from the start of the period covered by the Data Set (2004), and more recently (since 2010) a focus on the identification of victims of labour exploitation and child victims of trafficking.

The funded projects question the focus on training border guards as an 'early' identification strategy. The focus on 'early' identification of victims has led to the identification of training for border staff as a priority. However, the majority of funded projects on the identification of victims found that this is one of the least likely places for effective identification, since the exploitation element of trafficking will rarely have taken place at this stage in the process. Moreover, several funded projects identified the systemic problem that the focus of border staff and law enforcement is on criminality, not the identification of victims.

A good practice, commended by several funded projects, is instead to build identification into the mainstream operations of labour inspectors, trade unions, health and safety and fire inspections, and in health settings. In particular the funded projects identified cooperation with labour protection, and two funded projects also involved developing awareness within trade unions. These sites are predominately important for the identification of victims of labour exploitation, other sites for the identification of victims of other forms of exploitation, especially sexual exploitation (over two thirds of victims in 2010 to 2012 (Eurostat, 2015)) are also needed, including civil society and non-governmental organisations working with women and children and with victims of sexual exploitation.

Two funded projects developed promising practice on identifying victims in detention centres. Given that trafficked persons, including children, have been identified in detention centres and prisons contravening the non-criminalisation principle, pro-active screening, including inspectors and expert non-governmental organisations, is recommended (European Migration Network, 2014).

Arguably, the funded projects which were able to demonstrate some of the most consistent identification involved specialist (and often gender specific) non-governmental organisations which work with victims of trafficking for sexual exploitation using an outcomes-focused approach. For example, beginning with outreach and harm reduction services that gain trust and confidence and create a space that encourages victims to disclose. Thus strengthening the role of civil society and non-governmental organisations throughout the identification process is extremely important.

A number of funded projects raised a question on the over reliance on indicators for identification. For example, one funded project argued that comprehensive indicators are not possible since means and forms of exploitation are constantly changing. Thus indicators should act as a prompt to professional curiosity and an alert to place most emphasis on those sectors where trafficking is known to be taking place, such as the sex industry, tourism and agriculture for example. This was in contrast to several other funded projects (and the practice in some Member States) where indicators appear to function as a checklist. There is a concern that narrow definitions based on static indicators can result in professionals looking for 'perfect victims' of trafficking and that this may account for some of the under-identification.

Around one quarter of the funded projects in the Trafficking Projects Data Set, contracted by DG DEVCO, DG HOME and DG JUST, were on 'child trafficking'.

The funded projects focussing on the role of child protection systems indicate limited success of these systems to protect child victims of trafficking. One major concern identified was that national child protection policies are not always fully implemented as a result of lack of coordination and/or decentralised Nation States. This creates further challenges when cross-border and trans-national protection is required. Thus greater coordination at the national, as well as trans-national levels are still needed.

A number of funded projects explored aspects of safe returns and reintegration for child victims, with three considering intra-EU mechanisms. Integral to the process is the correct identification of child victims and the challenges of keeping them safe in non-secure facilities once they have been identified. One funded project analysed practice in three source and three transit/destination countries. This found that only Italy had a developed reintegration program. Fewer than 50 children achieved voluntary repatriation — at the child's request and when it was agreed to be in their best interests. In addition, a six-country analysis highlighted the problem of child victims being criminalised and found only Sweden operated a system of compensating child victims of trafficking.

One the funded project conducted a detailed analysis of domestic and EU law, policy and practice and case-based studies of 97 children and 30 stakeholders. This highlighted multiple barriers to the safe return of children from France and Greece to Romania and Bulgaria. Challenges included: limited understandings and scepticism of what practically will happen to the child when they are returned to country of origin; multiple ways in which children are returned; complex national, EU level and cross border procedures and delays of years before children are reunited with their families. Of specific concern was the lack of assessment undertaken about the possibility of familial involvement in the trafficking of a child which presents a genuine risk for re-victimisation. For example, one funded project in India noted that some girls refused to provide a family address, but did not reflect on whether this might be due to abuse in the family or because family members were implicated in the trafficking. Funded projects also described a multiplicity of instruments governing return procedures, rather than being able to identify legal clarity on durable solutions. For example, one funded project recommends EU streamlining of legal instruments for durable solutions/safe return to enable a more harmonised response. A recent survey of nine EU countries found that the meaning was unclear and that only Belgium had incorporated durable solutions into domestic law (Arnold, 2015).

The DG DEVCO funded projects on child trafficking considered the role of community and civil platforms in the reintegration of child victims. An emerging theme from many of these is that identification and support processes are much clearer for third party national children. One funded project considered on what basis decisions about safe returns are made, with particular reference to the need for child-specific information on country of origin.

Whilst EU legislation provides for certain protections for victims of trafficking and includes additional protections for children as well as the mechanism through which victims of trafficking should be identified and referred into those protections, the EU anti-trafficking strategy further recognises the need for victims themselves to be informed of the rights they hold as victims of trafficking. Sixteen funded projects in the Trafficking Projects Data Set contribute to the provision of rights information to victims, including some funded projects with a focus on the right to medical treatment, and one which specifically focused on medical treatment after trafficking for the purposes of organ removal. Eight funded projects included a focus on the production of guidance, manuals and training on legal advice and access to justice for trafficking victims.

Most of the funded projects which contributed to the provision of information about victim rights targeted lawyers, prosecutors, police and judiciary. A smaller proportion of funded projects contributed to the provision of information on victim rights for victims or potential victims (at risk groups) themselves. Of those which did, one funded project interviewed victims who had successfully reintegrated into the community in order to inform the guidelines they produced. Another involved gender-specific, expert and specialist non-governmental organisations in the development of practice cross-borders to reduce demand for sex trafficked women and girls. This funded project also raised questions about the reliability of clients of those who sell sex to refer victims of (or suspected victims of) trafficking to the authorities. Arguably the funded projects which both targeted victims and which involved victims themselves and/or specialist non-governmental organisations as co-producers of materials were found to be the most accessible.

The corpus thematic analysis demonstrated that whilst many funded projects discussed their aim to be 'victim-centred' in applications and grant agreements, fewer demonstrated the delivery of a victim-centred approach in final reports and monitoring. Overall, few funded projects directly involved victims themselves in the construction or governance of the funded project and few developed resources based on victim input.

One of the most valuable and innovative funded projects produced a brochure for children identified as vulnerable to being trafficked entitled 'It's cool to know more', along with training for staff and resident girls in institutional care. The project identified the difficulty of providing vital contact information to children at risk and the inherent danger for children in holding such support information so they innovatively addressed this by producing belts and cosmetic bags which included hidden helpline numbers.

Overall, funded projects on the provision of information for children appear to produce more accessible materials and demonstrated greater involvement and participation of children. Despite the inherent practical and ethical difficulties of involving child victims of trafficking (IOM, 2005), a number of the funded projects successful managed this in ways which were creative, respectful and in line with the UNCRC 1989. In doing so, these funded projects highlighted that children are often use to making difficult choices and some to acting autonomously.

Fewer funded projects focused on institutional responses to the prevention of child trafficking, those which did centred on developing child protection systems to incorporate trafficking and guardianship. For example one funded project supported sharing practice between the United Kingdom and Lithuania and Bulgaria on the role of local Safeguarding Children Boards, developing local protocols, Local Authority children's social care, as well as Education and Health services. Another funded project identified problems with current guardianship systems; and one funded project developed a method and guidance for using Child Notices across borders.

There was an emphasis in the funded projects on providing information about victims of labour exploitation compared to that for victims of sexual exploitation, despite the higher recorded number of victims of sexual exploitation by EU Member States. One funded project produced information on the rights of victims trafficked into domestic work, the care sector and hospitality. This project also creating materials in a number of different languages, but was not completed at the time of this analysis so further contributions may subsequently emerge. Another funded project produced information for victims trafficked for the purpose of forced begging and involved Roma people and victims in the production of materials. Several funded projects identified the need to produce information which could be understood by the victims through leaflets, booklets, posters and wider media (print, radio, internet). For example one funded project developed a handbook and innovatively, an anti-trafficking caravan which travelled around several countries in South Europe to raise awareness.

4.1.1.3. Next steps on victims

The Anti-Trafficking Directive 2011/36/EU on preventing and combating trafficking in human beings Article 11 provides for:

The funded projects in the Trafficking Projects Data Set have not yet sufficiently engaged with this individual needs assessment requirement or the longer term re-integration of victims. Thus assistance and support are still a relevant focus for the anti-trafficking policies at EU level.

> *Assistance and support based on an individual needs assessment and should include at least appropriate and safe accommodation, material assistance, medical treatment, psychological assistance, counselling and information, translation and interpretation services.*

The funded projects in the Trafficking Projects Data Set have not yet sufficiently engaged with this individual needs assessment requirement or the longer term re-integration of victims. Thus assistance and support are still a relevant focus for the anti-trafficking policies at EU level.

The funded projects in the Trafficking Projects Data Set have also not yet sufficiently engaged with a number of specific areas which are central to ensuring the rights of victims as stated in the Anti-Trafficking Directive 2011/36/EU, including: **respect and recognition; material assistance; psychological assistance; counselling and information; translation and interpretation; knowledge of language, age, capacity, maturity, literacy; and mental or physical impairment, difficulties in understanding or communicating due to a disability.** Thus these are still relevant for the anti-trafficking policies at EU level.

The objectives of the EU anti-trafficking strategy on victims include support for the establishment of formal systems, procedures and processes, but what is not yet fully articulated is **the development and implementation of minimum standards across these systems, procedures and processes**. This should be a focus in the anti-trafficking policies at EU level and should include **assistance and protection of victims and presumed victims** irrespective of whether the victim cooperates with criminal justice prosecution of the traffickers. Further for Member States to deliver the non-punishment provision of the Anti-Trafficking Directive 2011/36/EU and the Council of Europe Convention (GRETA, 2015: 32) victims of trafficking should not be criminalised or placed in detention.

Several funded projects added to the evidence base about how victims are trafficked initially, but not as much is known about the conditions under which survivors exit trafficking (Oselin, 2010). There are two robust comparative evaluations of services for trafficked women after sexual exploitation which include EU Member States (Kootstra et al 2004; Zimmerman et al 2008) and a study which includes source and destination countries outside Europe (Aron et al 2006). Aron et al (2006) suggest that meeting the medium and longer term needs of trafficked women to rebuild their lives, beyond the minimum 30 day reflection period specified in Article 13 of the Council of Europe Convention (2005) is as important as compensation and initial housing for victims. Further studies also argue that peer support by trafficking survivors aids successful reintegration, prevents trafficking (Carlenfors et al, 2011) and improves human rights and justice in policy more widely (Wilson et al, 2015). However, resourcing of this longer term reintegration work is challenging (Surtees and de Kerchove, 2014). This delivery of assistance, longer-term reintegration, the protection of victims and respect and recognition for victim rights should thus remain a focus of the anti-trafficking policies at EU level. This requires the participation of civil society and non-governmental organisations through the process of victim identification, support and re-integration.

Given the length of time that Court proceedings, medical treatment and asylum claims take and the lack of provision beyond the minimum reflection period in many Member States, extending the current minimum 30 days rest and reflection period for trafficking victims and provide a right to residence for child victims to help prevent re-trafficking should be investigated within the further development of national and transnational referral pathways.

There is a concern with **return and reintegration procedures and processes**, especially in relation to children. Arguably, fast-track methods of return are not in a child's best interest. An emerging theme from many of the funded projects on child trafficking which also contributed to the development of return and reintegration processes is that identification and support processes are much clearer for children that are non-EU nationals. In addition, the implications of family involvement in child trafficking are not yet fully understood; including the implications of returning children to their communities of origin. Thus **developing and strengthening effective protection systems for children as potential and actual victims of trafficking**, including through the return and reintegration process needs further work in the anti-trafficking policies at EU level.

The EU anti-trafficking strategy encourages the recognition of child trafficking as part of the responsibilities of **national child protection systems**. Evidence from the funded projects and other actions suggests this **should be strengthened in the** anti-trafficking policies at EU level **to explicitly include child trafficking in definitions of child maltreatment with stronger links into national child guardianship processes**. Achieving consensus of what constitutes child protection is fraught with challenges within a familial context (May-Chahal et al., 2006) and becomes more complicated when abuse by someone outside of the family home is considered. Definitions of child maltreatment refer obliquely to 'exploitation'. At present, child trafficking is not identified within international definitions of child maltreatment, although recent work acknowledges the vulnerability of separated children (European Commission, 2015).

The funded projects suggest that a shift from 'early' identification to 'pro-active' identification would be more effective. In particular, targeting sectors (the sex industry, agriculture, fisheries, tourism) and locations (such as detention centres) where trafficked victims are often found along with identifying and resourcing new partners to develop creative routes for identification, including migrant worker or refugee organisations and diasporic community groups, along with civil society and non-governmental organisations.

Thus the EC-funded projects make a significant contribution to the objectives of the EU anti-trafficking strategy on victims. The funded projects which sought to establish NRMs and TRMs between particular countries suggest some ways forward in developing national and transnational referral pathways, especially highlighting the need for more coherence and coordination at national as well as international levels. Funded projects on the best ways of identifying victims cross over significantly with the further development of referral pathways such

as NRMs and TRMs, and so also provide some valuable insights. One is a shift from 'early intervention' based on borders to concentrating identification efforts at sites where the process of exploitation is more likely to have occurred. The funded projects also identify the potential of currently under-utilised sites for identification, intervention and prevention such as diaspora communities and migrant organisations.

Children are interwoven throughout this, with the issue of child specificity in formal and informal identification processes highlighted by the funded projects, along with specific issues on child protection systems, return and reintegration and Guardianship systems, which are the specific focus of a number of funded projects. These consistently find that the mechanisms for identifying trafficking victims are not yet sufficiently child specific, and that child protection systems do not yet sufficiently address child trafficking. These findings make clearly visible the necessity of a **continuing focus on child specificity in future for the** anti-trafficking policies at EU level **and of the inclusion of child trafficking in other EC actions which address issues concerning children generally.**

The funded projects highlight the complexity of reaching victims with accessible information about their rights and provision of assistance, demonstrating that this may be better achieved directly or through inspectors, civil society and non-governmental organisations and health organisations that identified victims come into contact with, rather than relying on border control and criminal justice agencies. The funded projects suggest that those materials co-produced with victims themselves are among the most accessible.

The anti-trafficking policies at EU level should also **address and aim to prevent the re-victimisation of trafficking victims in the criminal justice and asylum systems**. An Independent Complaints Mechanism and right of appeal with regard to national referral decisions and state detention of asylum seekers (many of whom may have been trafficked) is required. Some funded projects identified trafficked victims in detention centers, often having been criminalized and awaiting deportation. While some funded projects demonstrate good practice in identifying these victims and halting deportation proceedings, there has not yet been any funded projects on whether or how criminal convictions of trafficking victims, given while the person was under control of the traffickers, have been successfully set aside after the person has been identified as a victim of trafficking.

The analysis of the funded projects has shown the **need for additional information in a number of areas which could be usefully addressed in future knowledge building**.

According to the EC Progress Report on the fight against trafficking in human beings, over half of the EU Member States ([168]) have formalised National Referral Mechanisms (NRMs) which should coordinate the actors involved in identification, assistance, protection and reintegration. Those EU Member States report broad participation in these systems, including by national ministries (health, justice, social affairs, employment, etc.), law enforcement authorities, border guards and consular services, civil society organisations, service providers and labour inspectorates. Other EU Member States ([69]) have not formalised such mechanisms, but have working/informal arrangements in place or are working on the development of referral pathways. A number of EU Member States ([70]) have not yet developed a national referral mechanism.

Analysis of data from current NRMs, combined with the wider knowledge base, reveals confusion about the basic structures, with elisions between those who make decisions on victim status, leadership, and coordination of anti-trafficking measures. Whilst having a single hub may be deemed more efficient, the fact that police tend to be the competent authority at the core of an NRM (see Eurostat, 2013, 30) raises questions as to whether they are the appropriate location for national coordination. A study by Stepnitz (2012) identifies a further tension when the competent authority is the same entity that makes asylum decisions; this appears to have particular consequences for third country nationals who were found to be considerably less likely to get a conclusive grounds decision. There is a need to focus on the implementation of national referral pathways, models of needs assessment, what is working and what is not. This requires less emphasis on formalistic approaches and more on how EU Member States tailor identification and referral pathways to work more effectively for victims and agencies. **An investigation of different referral pathways in order to deliver effective identifying victims of trafficking and ensuring they can access the protections which are their right following identification is needed.**

([68]) Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Greece, Hungary, Ireland, Latvia, Malta, Poland, Portugal, Romania, Slovakia, Spain, United Kingdom.
([69]) Austria, Italy, Lithuania, Luxembourg, Slovenia, Sweden.
([70]) Estonia, Finland, France, Germany, Netherlands.

The rights that adhere to being a victim of trafficking are dependent on being identified and afforded a formal legal status as such. This depends on and is intertwined with the conceptual and legal distinctions between smuggling, irregular migration and trafficking. Research suggests that in lived experience these categories overlap and intertwine to a considerable extent and in complex ways (Buckland, 2009; Capana and Verese, 2015). Knowledge-building on these complexities and the implications for the identification of victims of trafficking is needed.

Across many of the funded projects there is a conception that victim self-identification is rare, but this is challenged by some recent research findings. Some victims find routes to extricate themselves, often seeking help from diaspora and refugee groups. Thus it is necessary to better understand the ways in which victim identification, protection and assistance can be combined with prevention, especially, but not exclusive via the mobilisation of diasporic communities and civil society.

Careful consideration of how to manage child victims of trafficking who may be exploited in multiple ways is needed. Actions to address primary prevention in source countries, both EU Member States and third countries need to be strengthened in line with the Council of Europe Convention on Action against Trafficking in Human Beings (2005) Article 5 *'take specific measures to reduce children's vulnerability to trafficking, notably by creating a protective environment for them.'* Further knowledge on what works to prevent children being vulnerable to trafficking, including the role of public institutions and the complex interaction of multiple social issues is needed.

An evaluation of the utility of victim advocacy systems for the realisation of victim rights, to support the increased prosecution of traffickers by strengthening victim testimony, and to support victim access to national legal and welfare support for longer term integration would be beneficial.

An evaluation of the impact of presumed consent and allocation priority models for organ removal in Europe would be beneficial. Chile and Singapore follow these sorts of models and appear to have been successful in increasing organ donation (Zúñiga-Fajuria, 2015). There is a question as to whether trafficking organ removal reduces if demand can be met from licit supply sources.

4.1.2. Prevention: stepping up the prevention of trafficking in human beings

4.1.2.1. Introduction

Strategic priority B of the EU anti-trafficking strategy: *Stepping up the prevention of trafficking in human beings* includes three actions: *Understanding and reducing demand; Promoting the establishment of a private sector platform; and EU-wide awareness raining activities and prevention programs*. The focus here is on all forms of exploitation. Prevention is also specifically taken up for labour exploitation under E4 targeting labour exploitation. *On-line recruitment activities* targeted under priority E3 are also highly relevant to understanding and reducing demand under priority B1. Priority area D2 *Coordinating EU External Policy Activities* directs attention to prevention on the supply-side. The analyses of these actions from Strategic Priorities D and E are thus integrated in this section of the report.

Understanding and reducing demand. This includes reducing demand for sexual exploitation and reducing demand for explicit categories of victims such as children. Business and human rights initiatives are also targeted. The EU prevention strategies are child-sensitive, anchored in human rights and gender specific. Research to understand the demand-side of trafficking is a central consideration.

The 2014 Mid-Term Report on the EU anti-trafficking strategy reflects the focus on prevention and demand reduction and calls for increasing knowledge and the exchange of best practices, citing these as crucial to reducing demand for all forms of trafficking, including sexual exploitation. The report also recognises that to address demand this includes partnerships and cooperation with the private sector. In this framework, the Anti-Trafficking Directive sets out several provisions to ensure that legal persons can be held liable for trafficking in human beings offences and the EC has used various instruments to fund several projects focusing on demand. In 2015 EC-funded reports were published on case-law and prevention (European Commission, 2015j; European Commission, 2015k) and in 2016 a report on the gender dimension of human trafficking became available (Walby et al, 2016).

Promoting the engagement of the private sector and EU-wide awareness raising activities and prevention programs make further contributions to understanding and reducing demand by educating consumers and users (B3)

and improving corporate social responsibility (CSR), codes of conduct and business-oriented human rights initiatives aimed at the supply chains of businesses (B2). Each of these is relevant to all forms of exploitation, while sexual exploitation requires specific attention.

There are a number of recent EU actions that address prevention and demand reduction as discussed below:

Most EC documents recognise that distinguishing between victims of trafficking, smuggled persons, irregular migrants and asylum seekers is important and challenging (European Commission, 2015a; European Commission, 2015h) because irregular migration makes people more vulnerable to trafficking for purposes of sexual and labour exploitation and produces a situation which can be exploited by traffickers.

The EC action displaying the greatest concern with financial investigations into the form of serious and organised crime that is trafficking in human beings is the European Agenda on Security (European Commission, 2015b). This makes clear the link between trafficking in human beings and the security strategy, but its focus is solely on criminal organisations using licit businesses, and not on licit businesses using victims of trafficking. The way in which this action is posed suggests that 'following the money' begins and ends with criminal elements and the organisations they use to disguise their dealings. The only form of exploitation explicitly mentioned in reference to trafficking in human beings in this agenda is child sexual exploitation. This requires broadening to address trafficking in human beings in the normal economy and in prostitution through the trafficking chain.

The Eurojust 2015 Outcome Report (Eurojust, 2015) is more direct than any other action in raising key issues of prevention of labour exploitation, including a review of residence permit regulations for third country nationals who are victims of trafficking, although this is not applied fully in all EU Member States yet (Eurojust, 2015:2). It also refocuses prevention on financial investigation, criminalising the use of services more comprehensively (though the formulation still hinges on knowledge of trafficking), relying more on indicators rather than victim statements of labour exploitation (because victims of trafficking do not always recognise this); and inspections and sanctions for those who profit by violating labour standards. This action is significant for refining the objectives and measures addressing prevention of labour exploitation from the perspective of tighter regulations. **An important question which requires exploration is the extent to which these analyses apply to other forms of exploitation, especially sexual exploitation**.

The EU supports and is implementing the UN Guiding Principles on Business and Human Rights (European Commission, 2015g) which oblige businesses to follow a range of social and employment standards, to monitor their supply chains, and to use legitimate employment and recruitment agencies. It also clearly states that corporations as legal persons can be prosecuted for trafficking.

In reference to EU digital policy, the Electronic Commerce Directive 2000/31/EC currently regulates intermediaries and how transmit communication. Digital intermediaries include internet service providers, online search engines, DNS providers, web hosts, interactive websites, cyber cafes, telecommunications carriers, and data centres. A question remains as to how intermediaries might be regulated to reduce the likelihood that their services facilitate trafficking.

Both the 2015 reports on Prevention of Labour Exploitation (European Commission, 2015k) and Case Law (European Commission, 2015j) are significant for the anti-trafficking policies at EU level for labour exploitation, **but other forms of exploitation, including sexual exploitation, are not covered**. The prevention study shows that most funded activities were for information and awareness raising, particularly in source Member States. Though oriented toward source countries, few activities involved protection measures. With a lack of focus on the destination Member States where labour exploitation takes place, there is also an implied failure to link prevention to prosecution. This highlights that what is missing in prevention activities are clear links between prevention, protection and prosecution and a focus beyond labour exploitation. The case law study shows an overreliance on victims to report and prosecute, deemed ineffective due to their high vulnerability and the fact that their statements are often difficult to corroborate through clear evidence of trafficking. This is the root cause of the very low number of prosecution cases, and the weak sanctions imposed on traffickers. They also note that compensation of victims is so weak and uneven that victims have little incentive to report traffickers.

The EC Study on the Gender Dimension of Trafficking (Walby et al., 2016) a deliverable of the EU anti-trafficking strategy, draws out the specificities of trafficking for the purpose of sexual exploitation. It analyses the different positions on the purchase of sex, the prohibition of those forms of prostitution most conducive to enabling sexual exploitation, including trafficking in human beings and the criminalization of the purchase of sex. The study also directs explicit attention on third-party profit-taking from the sale of sex, analysing the different regulatory regimes and the impact of these for sexual exploitation.

The Eurofound study (Eurofound, 2016) on labour market intermediaries and trafficking calls for compliance with bans on charging workers recruitment fees, as already instituted in ILO Treaty 181 and the EU temporary agency work Directive 2008/104/EC. This study focusses explicitly on labour exploitation, and does not cover sexual or other forms of exploitation. It shows that regulation and monitoring is most effective when negotiated and undertaken by the social partners, but that labour inspections remain too infrequent (Eurofound, 2016). The EC study on case law further determined that very few cases are brought to court, and even fewer rely on objective evidence obtained through inspections (European Commission, 2015j).

In addition to EU actions there are a number of other relevant international resolutions and conventions. The ITUC Resolution on Migrant Workers (ITUC, 2010) resolution mainly calls for equal treatment of migrant workers, irrespective of their legal status and possible deportation, especially with regard to access to due process of law and respect for their human rights. It confirms the importance of trade union actions against trafficking, and points to women migrant workers and domestic workers as particularly vulnerable groups. It calls, among other actions, for a promotion of the ratification of ILO Conventions 181 (on private employment agencies), 97 (Migration for Employment), and 143 (Migrant Workers Supplementary Provisions). ILO Convention 181 in particular states that private employment agencies should not charge workers with any fees, including indirectly. ILO Convention 181 to date is only ratified by a small number of EU Member States ( ).

There are a greater number of EC actions in this area which focus on labour exploitation compared to sexual exploitation; regulating sexual exploitation is far more complex than the regulation of labour and other forms of exploitation and requires an explicit focus to ensure prevention of trafficking for sexual exploitation is also further developed.

4.1.2.2. Contribution of funded projects

Over 50 funded projects contribute directly to prevention. Overall the funded projects make a contribution to understanding demand, raising awareness and addressing trafficking in a child sensitive and gender specific manner. Most funded projects on prevention are focussed on labour exploitation. Nearly all of the funded projects included awareness-raising and training activities (discussed in detail below and under D6 later in this report), but provide little evaluative evidence about the effectiveness of either of these activities for prevention.

The funded projects make two major contributions: first, they emphasise the role of non-criminal administrative measures for reducing demand for goods produced or services supplied by victims of trafficking; second, they align demand-reduction with supply-reduction, linking prevention to addressing vulnerabilities of victims.

The main contributions of the funded projects can be subdivided into seven categories: criminalising users of services; monitoring, recruitment and labour market intermediaries; information intermediaries and online recruitment; inspecting businesses for employment of trafficking victims; improving compliance with anti-trafficking measures in subcontracting and supply chains; reducing supply of trafficking victims; and reducing vulnerabilities inside the EU by reducing dependencies of migrants on their employers.

There is a heavy emphasis on labour exploitation in these funded projects, reflected in the discussions below. The prevention of sexual exploitation is much less well explored by the funded projects. The most recent report on Trafficking in Human Beings by Eurostat (2015) found that 80 % of victims of trafficking identified by EU Member States between 2010 and 2012 were female (women and girls) and over two thirds of victims were trafficked for the purpose of sexual exploitation, including over 1,000 children. **Thus there is a clearly established need for prevention of all forms of exploitation, including sexual, as well as labour**.

Criminalising users of services

Although there were not many funded projects in this area, what there were showed that objective indicators of being a victim of trafficking can be used to criminalise users by effectively providing evidence of probable knowledge. However, these funded projects, while identifying potential indicators of being a victim of trafficking, did not test their effectiveness in criminal proceedings.

Two funded projects developed lists of indicators for clients/users of sexual services to reasonably judge whether someone is trafficked or not. For example foreign prostitutes from poor regions who cannot speak the local or another international language, who bear visible signs of violence such as bruises or cigarette burns or exhibit fear, who offer services at lower prices than native prostitutes, and where men are seen waiting for prostitutes, for example, outside sauna clubs. Another two funded projects developed similar indicators for labour exploitation. For example underpayment, excessive working hours, hard working conditions, high rents for accommodation, evidence of psychological intimidation or violence and evidence of being in debt. These contribute to convincing Member States that it may be possible to criminalise use of services (as suggested by Article 18, Directive 2011/36/EU) and establish knowledge of such use based on evidence, rather than relying only on victim statements. Funded projects suggest raising the awareness of relevant authorities such as the police or labour inspectors on the objective indicators of victims of trafficking would aid the detection of victims and the process of holding users to account. However, many of the funded projects found that Member State resources for such inspections were extremely low and, moreover some work settings (e.g. domestic work) are less accessible to inspection.

Monitoring recruitment, labour market intermediaries and facilitators

Labour exploitation often ostensibly begins with recruitment for employment, typically in countries of origin, but also in transit and destination countries. Traffickers often share the same social background as the victims they recruit, and this may defy detection especially when recruitment takes place in remote regions or outside the EU. Many of the projects confirmed that in almost all cases some licit businesses, alongside organised crime, are involved in the trafficking chain. For example taxi companies and drivers were one of the single most often named forms of transportation of victims of trafficking. The funded projects also identified the role of travel agencies, hotel employees and landlords renting properties as businesses as persons who can be held accountable for knowledge of probable trafficking. Some of the same indicators named above for users to identify victims can establish a more objective basis for holding such intermediaries liable for aiding and abetting trafficking.

Labour market intermediaries and recruitment agencies are an important target of efforts to tackle labour exploitation. They are often the cause of debt-bondage, when fees are charged for recruitment or victims are burdened with high costs for transport or accommodation. One of the funded project publications draws a direct link between fee-charging recruitment and labour exploitation. They suggest that improved monitoring and prosecution of fee-charging may remove a central arena of profit-taking driving trafficking (Ollus et al, 2013).

Information intermediaries and on-line recruitment

A recent publication by the International Trade Union Confederation (ITUC, 2014) reports findings of one of the funded projects summarising examples of cases of trafficking involving online recruitment. This report details the numbers of applicants (30,000) registered in 2014 on Romanian online recruitment platforms. The report suggests that the internet is also used to threaten and control victims, for example via Skype. There were also examples of social media being used for recruitment, but word-of-mouth recruitment and friends or relatives continue to play an important role in recruiting trafficking victims, alongside online recruitment platforms (this aligns with the analysis of Andrees et al, 2005). The study concludes with what could be 'warning signs' of untrustworthy job advertisements, for example, when qualifications or language knowledge are not required for a job, unrealistically high pay, charging of administrative or finders' fees, the lack of an address for the recruitment agency, or mobile phones/anonymous email addresses as the sole contact information. Recommendations for preventing online recruitment for labour exploitation were similar to recommendations covering 'offline' intermediaries, such as licensing job recruiters, independent monitoring of online advertisements, and using platforms for awareness raising activities and providing information on assistance in different countries and languages.

Inspecting businesses for employment of trafficking victims

A number of funded projects found that surveillance and monitoring of businesses contribute to raising awareness and increased prosecution of these (as legal persons) for trafficking. One funded project examined the effectiveness of monitoring prostitution businesses where these are legal (also discussed by Walby et al, 2016) and a number of other funded projects focussed on monitoring recruitment agencies.

Not all funded projects agree that business should be a target of monitoring for demand reduction. For example, one project argued for defining demand as consumers/users. Yet overall the funded projects tended to address demand from both the business-side (for exploitable labour) and from the side of consumers. The high incidence of trafficking in the tourist industry for both sexual and labour exploitation, fisheries for labour exploitation, and the gender dimensions of demand for exploitable labour leads these funded projects to call for more regulation in the form of monitoring, licensing and inspections. Many of the funded projects focussed on understanding demand in specific industries and sectors and have yielded a number of useful awareness-raising materials for specific industries, including Tourism and Domestic Labour. In addition they made recommendations for: disconnecting permits for work and permits for residency for migrant workers; monitoring recruitment agencies; better coordination between sending and receiving countries for monitoring recruitment; and contracts for domestic workers and inspections of their working conditions in private homes.

Several funded projects tied incidence of trafficking to the nature of employment relations in industries prone to trafficking, finding high incidences of labour exploitation and forced labour where contracts also tended to be informal, seasonal, relying on bogus self-employment and where the posting of workers was used to undercut local standards, and where part-time work was used to underpay workers for longer working times. One funded project called for a 'labour approach' to reducing demand by encouraging Member States to address the regularisation of employment contracts and monitor labour standards and social protections. However, one funded project's analysis of a number of Member States efforts to combat labour exploitation found a lack of awareness among labour officials about trafficking and the identification of victims. This project recommended that labour inspectors become more specialised in interactions with foreign workers (and have the language resources for doing so) and within Member States, become 'part of the leading institutional bodies against trafficking.' In addition, firms that employ foreign citizens should be inspected more regularly, and Member States should consider issuing quality certificates to companies demonstrating best practices in employing migrants (Rijken, 2011).

Improving compliance with anti-trafficking measures in subcontracting and supply chains

The EU anti-trafficking strategy calls for understanding contracting and sub-contracting as part of demand and the funded projects contributed important insights for how to best prevent labour exploitation in supply chains of EU firms. Seven funded projects directly addressed compliance of sub-contracting in the supply chain. While corporate codes of conduct are seen as important for raising awareness, they are not effective in prevention, since most private enterprises are either unable or unwilling to monitor labour relations lower down in their supply chains, especially across world-regional borders. Nonetheless, CSR as a practice depends on the self-governance of firms and their self-compliance with the codes they enact. In practice, this has not proven effective (Barrientos, 2013; Phillips, 2015), and the funded projects confirm this. One of the best practices reported by a funded project were EU firms that attempted to go beyond monitoring of their first-tier suppliers and focussed on specific practices, such as insuring that all sub-contractors issue contracts in the language of the employees, funding or publicising anonymous hotlines to report violations anonymously, prohibiting the confiscation of identification papers or passports and other measures to insure freedom of movement and freedom of employees to terminate a contract of employment. A document from one of the funded projects usefully summarises how EU corporations are reacting to the issue of human trafficking in their supply-chains (Webb, 2014).

The funded projects found little cooperation between corporations and non-governmental organisations engaged in monitoring labour conditions and human rights of workers in subcontracting and supply-chains. Yet the funded projects found that non-governmental organisations, especially in regional contexts with poor implementation of labour standards, were the most effective actors in monitoring and publicising trafficking and the use of forced labour in supply chains. One paper produced by a funded project is directed at EU firms and their engagement with non-governmental organisations in monitoring and exemplifies the awareness-raising activities funded projects have contributed to improving compliance of EU firms(Hoff and McGauran, 2015).

Reducing supply of trafficking victims

Most of the funded projects which explicitly addressed the prevention of trafficking for labour exploitation integrated their approach to demand and exploitation with an analysis of the supply of vulnerable persons. This was true for 16 of the 18 funded projects classified on labour exploitation (E4). Several of these which integrated demand reduction with supply reduction also contributed to the prevention of re-trafficking of victims, by directing awareness measures at known victims and producing training materials for labour inspectors to identify victims of trafficking in situations where they identify labour exploitation.

Moreover, a large share of the 137 funded projects funded by DG DEVCO addressed the supply side and the contributions of reducing vulnerabilities to prevention of trafficking. For example types of activities promoted in these funded projects to reduce supply included: raising awareness among potential victims about the illegality of trafficking; development of anti-trafficking legislation and national action plans to better identify and assist victims of trafficking; improving local education and employment opportunities to reduce vulnerabilities. For some time, research on trafficking and forced labour, especially the gender dimensions, has argued for integrating an analysis of demand reduction and supply reduction (Anderson and O'Connell Davidson, 2003; Anderson and O'Connell Davidson, 2002). While this is not a specific action in the current strategy, the funded projects de-facto achieve this sort of integration. On the other hand, projects funded by DG DEVCO tended to focus on supply-reduction as awareness-raising often at the community-level and through media, rather than on traffickers or both.

Reducing vulnerabilities inside the EU by reducing dependencies of migrants on their employers

On the supply-side of labour exploitation a number of funded projects pointed to the effects of immigration regulations imposed by some Member States, which tie residency to work visas, to immigration regulations that tie work visas to sponsorship by specific employers, or the regularization of immigration status and visas for family members to sponsorship of specific employers. These funded projects all determined that such regulations create vulnerable situations for migrants that enable trafficking to occur and remain undetected. In addition, dependence on employers for transportation and accommodation can have the effect that victims remain reluctant to seek redress. Measures which reduce the dependency of migrant workers on employers by providing possibilities to search for new employers were one of the main recommendations of one funded project, which emphasises improved efforts to protect the rights of migrant workers as a central measure for combating trafficking (Sorrentino and Jokinen, 2014).

The gender dimension of migrant vulnerabilities was highlighted by one funded project which focused on trafficking into domestic work (MIGS, 2015). The findings of this project highlight that women, in contrast to men, have few legal migration routes and formalised work opportunities as migrants. Moreover, the debts incurred by women through recruitment and other fees, especially into domestic labour, are not as easily paid, since the types of work into which they are recruited are notoriously poorly paid in contrast to male migrant employment. Women, especially in settings like domestic labour and prostitution, are typically placed into the most dependent situations, often with no private sphere for rest, long working-hours, personally abusive situations and physical internment added to other barriers to exit, such as the confiscation of identity documents. The solution proposed was the creation of better migration opportunities and improved regulations and inspections of the destination industries, such as domestic labour, hotel services and the sex industry, where migrant women are concentrated in exploitative situations.

Addressing labour exploitation requires attention to migrant rights, but the funded projects found **little evidence of cooperation between non-governmental organisations promoting migrant rights from a human rights perspective and trade-union promotion of labour rights.**

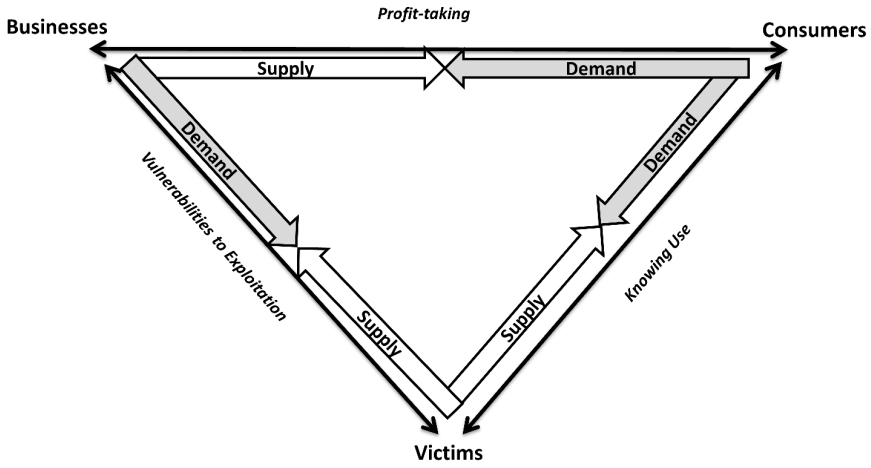
4.1.2.3 Next steps on prevention

The current Strategic Priority stepping up the prevention of trafficking in human beings includes aims to better understand and address the root causes of vulnerability to trafficking, in both the EU and in third countries. **The findings from the funded projects have made a significant contribution to this, especially for labour exploitation, less so for sexual exploitation**. The funded projects also demonstrate a number of ways in which a future anti-trafficking policy framework could build on this work.

The analyses of individual funded projects, and EU actions suggest **two main areas for next steps: first, the need for better regulation**, including through the use of criminal and non-criminal legal measures to stop demand for human trafficking; **and second, a tighter integration of supply-side with demand-side prevention programmes**, which would also need stronger links between victim-support and prosecution and prevention programmes in countries of origin (especially non-EU countries) and countries of transit and destination. Moreover, the appeal for EU Member States to consider the criminalisation of the use of trafficking victims requires more explicit definition of the demand-side. This is best understood as businesses (legal persons) and consumers. Whereas the supply-side is best understood as those who sell the services or good produced by victims of trafficking; this means that victims of trafficking are not the sellers, they are being sold.

In considering these next steps, it is useful to emphasise the interactions of demand and supply of trafficking victims and the relationships between profit-taking, vulnerability and exploitation. Figure 14 maps these interactions and relations to emphasise both the dual-sources of demand deriving from criminal and licit businesses/profit-takers and from knowing and unknowing consumers and users. It further illustrates the necessity of ensuring a victim-centred approach, which recognises the root causes in vulnerabilities to exploitation, both in relationship to criminal and licit businesses on the one side, and knowing/unknowing consumers/users on the other.

Figure 14: The social and economic organisation of trafficking in human beings



Businesses using trafficking victims and taking profits from trafficking are not restricted to criminal organisations. As the funded projects revealed trafficking often involves a chain of legitimate businesses. Profit-takers range from relatives of victims, informal or formal recruitment agencies, labour market intermediaries supplying labour in specific sectors or sub-contractors in global supply chains, as well as travel agencies, visa services and taxi or other transport enterprises. While prevention programmes targeting users and businesses, as well as actions such as corporate social responsibility, have raised awareness in businesses and supply chains, the criminalisation of use has often been hampered by the difficulties of demonstrating knowing use. Moreover, while awareness-raising has been well-funded, it often focuses on vulnerable populations or the general public, failing to reach operational actors such as labour inspectors. It is important to distinguish between formal training and less formal awareness raising. Training measures, especially in third countries, focus on border personnel and less often on community actors, who might protect potential victims from trafficking. The unintended effect is to direct awareness-raising at vulnerable victims rather than at potential exploiters, and training at those who may stop mobility rather than those who can uncover exploitation. All are important for prevention.

Another source of demand is consumers/clients, who may be individuals purchasing products manufactured by victims but with no knowledge of how they have been produced, or knowing users of victims of trafficking, for

example in domestic work or prostitution. In between are consumers who ignore obvious signs of trafficking and labour/sexual exploitation, such as very low prices or signs of violence and intimidation. Even in these latter cases, where consumers can be expected to know on the basis of indicators, few Member States have set-up legal provisions or procedures for making clients liable for using services of trafficking victims. Moreover, prosecutions often rely on victim statements. The funded projects argue for a stronger use of indicators to make customers liable for the use of trafficking victims, and the gathering of objective evidence, for example through labour inspections, for prosecution.

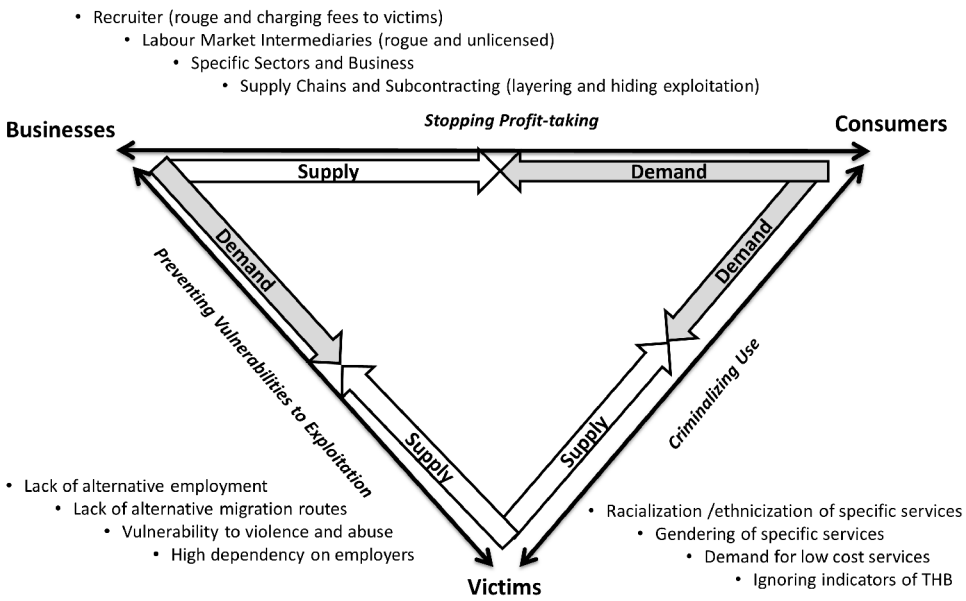
A number of the funded projects identify a lack of licensing, or where administrative regulations are enacted (for example in labour standards) a lack of resources for systematic monitoring and inspection. The results of the funded projects offer a rich understanding of demand-reduction by activating the private sector, but too often the private sector is left to govern itself, with actual compliance falling far short of the intentions stated in codes of conduct and firm-internal CSR activities aimed at supply-chains. The range of intermediaries in trafficking, such as recruitment agencies and digital job service providers, remain unlicensed and unmonitored. In other cases, demand reduction could be improved through implementing labour standards through inspectorates, health and safety monitoring, enforcement of tax compliance with company law, as well as continuing the emphasis on due diligence of companies to monitor their supply chains and overseas operations.

A number of the funded projects also involved considerations of how reducing vulnerabilities, for example through less restrictive immigration regulations, can contribute to prevention. There is a tendency for funded projects in third-countries to focus mainly on vulnerabilities to trafficking, and not on prevention of trafficking by directing actions toward profit-takers or recruitment activities.

The EU anti-trafficking strategy recognises vulnerabilities as the root cause of trafficking but requires better alignment between demand reduction and supply reduction. Reducing supply means recognising that victims may be willing migrants or refugees, as well as subject to deceptive recruitment or force. Many victims may not even perceive themselves as victims of trafficking, despite widespread awareness training, given the lack of viable alternatives. This is especially the case for women, whose patterns of migration are most likely to lead to highly exploitative situations; here there is a lack of regular migration paths, despite strong demand in sectors like private households and the hotel industry for migrant labour.

These next steps are summarised in Figure 15 as a series of challenges.

Figure 15: Challenges to stepping up prevention of trafficking in human beings



Profit-takers, (especially in countries of origin) are often hidden or in sectors of unregulated and informal economic activities. Profit-takers often take advantage of immigration restrictions to attract willingly mobile individuals into their illicit businesses promoting transit and placement in jobs. What all victims who arrive in the EU as a result of deception, violence or simply illicit and informal mechanisms have in common, is that they end up in businesses operated within Member States by EU employers, or the products they produce are imported and retailed by EU businesses. Moreover, the funded projects confirm that trafficking is restricted to a relatively limited list of sectors where demand for exploitable labour is concentrated. The challenge lies not only in regulating and licensing recruitment and labour market intermediaries operating outside of the EU, and monitoring compliance of sub-contractors operating outside of the EU, but also in monitoring and enforcing labour standards of EU businesses to prevent and prosecute labour and where possible also sexual exploitation.

The funded projects make a number of recommendations in relation to stopping profit-taking by enforcing international treaties, enacting licensing of intermediaries and much closer monitoring of businesses beyond programmes of self-governance to better regulate industrial settings, which enable the irregular migration and informal employment of trafficking victims.

Consumers are the classic source of demand-oriented approaches to prevention, with awareness-raising programmes playing a key role. The act of trafficking may, however be ignored by consumers, whose interest in low-cost products and services create incentives to ignore the situation of victims even when they are visible. Moreover, the gendering and racialisation of many direct service relations where consumers come into contact with victims serve to legitimate subordinating relationships, such as in cleaning, domestic and care work and prostitution. The funded projects demonstrate that consumers can be made aware of indicators of trafficking, and that utilising indicators to demonstrate probable knowledge in the use of services of trafficking victims may be a route to criminalising use.

Addressing the vulnerabilities of victims remains a central challenge to the prevention of trafficking in human beings, given that many victims are either mobile workers from EU Member States, or in the case of non-EU migrants, may initially be willingly recruited and transported as an act of irregular migration (O'Connell Davidson, 2015). Awareness-raising at the individual or community-level in countries of origin may not be convincing where the incentives for mobility are greatest. The funded projects and academic literature point to a similar set of root causes for mobility: the lack of employment opportunities in countries of origin and vulnerability to violence and abuse which is especially relevant for women and girls who are mainly trafficked for purposes of sexual exploitation. Once in destination countries, high dependency on employers and procurers render victims of trafficking continually vulnerable to violence and abuse. In the case of trafficking from non-EU countries, the lack of regular routes of migration into EU labour markets creates a role for traffickers. This is especially true for sectors of work into which women are most likely to be trafficked, such as domestic work. Irregular migration and illegal employment typically involves a number of fees, beginning with recruitment, continuing in work relations often for accommodation and vulnerability to non-payment of wages upon exiting the work relation, exacerbating the dependency of victims on a chain of profit-takers. The funded projects make clear that arguments about the (unintended) effects of immigration regulations in creating vulnerabilities to exploitation of migrants, especially irregular migrants, enable a market and business opportunity for traffickers. Immigration regulations disproportionately affect women, for whom there are few regular migration routes into the types of employment, which serve as destinations for trafficking victims. Thus better management of migration is needed, especially in areas at high risk of trafficking. The next step is to create an environment of no tolerance towards all forms of exploitation. Indicators of this should be used to prosecute businesses and consumers aiding and abetting as well as using victims.

Stepping up prevention also requires better and smarter monitoring, for example of digital media for job recruitment, and enforcing existing provisions, such as the abolition of recruitment fees by job placement services. This action is also related to enforcing the decent work agenda in the EU (COM(2006)249) (ILO, 2012), the ILO Conventions (29, 105) and 2014 Protocol and Recommendations on forced labour, and measures enhancing the culpability of users of trafficking victims, as foreseen in Article 18 of Directive 2011/36/EU, but which are based on objective indicators rather than proving consumers' knowledge of trafficking ([72]). Trafficking is concentrated in

([72]) Member States should be encouraged to ratify the ILO Domestic Labour Convention and as recommended in the authors' Gender Dimensions of Trafficking report, to consider outlawing the purchase of sex, or alternatively, to tightly regulate licensing and inspections of prostitution establishments. The criminalization of labour exploitation and sexual exploitation by Member States with clear definitions, indicators useful for law enforcement, requirements of regular and systematic inspections and with clear sanctions, including revoking licenses, and in cases of exploitation fines and imprisonment should be instituted by Member States.

a limited number of economic activities and practices, where non-criminal legal measures, such as labour inspections, better enforcement of tax and social protections, health and safety measures can be effective in uncovering exploitation and identifying victims. In line with the *Interinstitutional Agreement on Better Law-Making in the EU* (2016) supporting **the smarter use of existing laws and regulations would contribute effectively to eliminating profit-taking and reducing demand ([73])**. The participation of the private sector in the self-governance of supply chains and due diligence in the monitoring of labour standards is an important step, which can be enhanced through improved resources for better compliance through external inspections and social partnerships with trade unions and migrants rights organisations ([74]).

Awareness-raising is often used as an instrument to reduce vulnerabilities of potential victims, and activating civil society in identifying victims. Preventing vulnerabilities requires a review of EU internal mobility patterns and the migration restrictions on third country nationals for their effects on generating dependencies between victims and their exploiters. EU external relations can play an important role in targeting countries with high concentrations of vulnerable persons, especially women and children, by improving livelihood security, democracy and the protection of human rights.

There is a need for further knowledge especially **on the gender dimensions of prevention**. The Eurostat (2015) report finds that 80 % of victims of trafficking identified by EU Member States between 2010 and 2012 were female (women and girls) and over two thirds were trafficked for the purpose of sexual exploitation, including over 1,000 children. The funded projects were heavily oriented toward labour exploitation; knowledge on the prevention of sexual exploitation has been less well funded. In particular, **future knowledge building should focus on the prevention of sexual exploitation, the gendered dimensions of immigration and labour standards, and how vulnerabilities to exploitation are gendered through irregular migration and informal work.**

4.1.3. Traffickers: increased prosecution of traffickers

4.1.3.1. Introduction

The successful prosecution of traffickers is an essential component of any strategy to eradicate trafficking in human beings. Prosecution is part of prevention. It has the potential to deter trafficking, both through the prevention of repetition by previous offenders and by dissuading future offenders: **reducing impunity through successful prosecution matters**.

Criminal Justice systems are not always successful in the prosecution of criminal offenders and thus in removing the impunity to offend, for example rape and domestic violence, as well as trafficking in human beings. Trafficking offenders are mobile (Kirby and Penna, 2010), clandestine, and sophisticated (Sparrow, 2008); and victims of trafficking can be difficult to identify, sometimes disengaging from prosecution processes due to fears surrounding personal or family reprisals (NHTRC, 2014).

([73]) ILO Treaty 181 on fee-charging labour market intermediaries outlaws charging fees to job-seekers for employment. The EU Temporary Agency Work directive (2008/104/EC) also rules out fees charged to job-seekers (see also ITUC 2010). These are matters of EU employment law that can be used to penalize agencies without proof of trafficking. Inside the EU labour market intermediaries should be more uniformly licensed and inspections carried out more systematically of their activities. The Eurofound (2016) report on the role of labour market intermediaries in trafficking of human beings makes similar recommendations. In the case of EU-external agencies and services, EU-owned businesses should exhibit due diligence in registering and monitoring labour supply and subcontract activities and be held liable for crimes of trafficking of their contractual partners. Overall there should be a recognition that codes of conduct and self-governance are a first step, but do not replace administrative and legal measures, such as registration, licensing, inspections and prosecution of violations, including revoking a licenses. The funded project analyses and academic literature show that Civil Society Organizations (CSOs) are more effective than governments in monitoring supply chains and debt bondage, especially in national environments with weak regulations, high incidences of corruption and which tend not to ratify relevant UN and ILO conventions. Future funding should aim to strengthen the resources of such CSOs and require reports of the effectiveness of such monitoring. Member States should also use any non-legal means possible to underwrite the due diligence of private sector firms, such as 'naming and shaming' or denying public procurement on the basis of CSO evidence. These measures would more directly cut into the profits of rogue recruiting and labour market intermediaries and create administrative means for prosecution, even if crimes of trafficking cannot be proved.

([74]) This action is in line with the UN Guiding Principles on Businesses and Human Rights, the EU 2011 CSR Strategy and the Commission Staff Working Document on Implementing the UN Guiding Principles on Business and Human Rights — State of Play from 2015, and Commission's practical guidance on human rights for Employment and Recruitment Agencies published in June 2013. The EU CSR Strategy involves business platforms in specific industries with records of many human rights violations. As an alternative to the general 'business platform' foreseen in the anti-trafficking strategy, a study of the effectiveness of the existing EU platforms in protecting human rights might point to how sector specific business platforms in sectors with known incidence of trafficking (hotels and tourism, shipping/fisheries, construction, agriculture and horticulture, among others) might contribute to better monitoring and compliance against trafficking.

For the crime of trafficking, the cross-border nature of the movement of victims, offenders and proceeds is significant. Europol (2016) identify a number of factors which act to pull trafficking across borders, including: an increased demand for cheap labour and services; established foreign (diaspora) community networks across the EU; inconsistency of legislation across Member States; porous borders; and the availability of cheap, fast and easy travel. Meanwhile, currently national law enforcement agencies are significantly less mobile and there are complex challenges for national (and even local) agencies to operate across multiple jurisdictions. Thus investigations into human trafficking often need to occur across intersecting jurisdictions, but evidence suggests that practitioners are currently constrained by a range of factors, including administrative processes where relatively minor administrative decisions require the approval of all EU Member States (Brady, 2008). This means, even with the continual development of structural and technological infrastructure, these procedural arrangements still inhibit effective investigations.

Prosecution is part of the wider field of law enforcement. It depends on the actions of police, prosecutors and the judiciary. In addition to prosecution for the crime of trafficking, law enforcement agencies use a repertoire of actions to prosecute adjacent crimes and also to disrupt (Kirby and Penna 2010) and to prevent the crime of trafficking.

Strategic Priority C in the EU anti-trafficking strategy, dedicated to the *increased prosecution of traffickers*, recognises these complex challenges and seeks to both support the necessary development of cross-border working and identifies not only the movement of victims and traffickers, but also the movement of finance as targets which could support the eradication of trafficking in human beings. Thus the Strategy recognises the well-established networks in which traffickers operate which allow them to move victims across borders, as well as to different places within a single country.

The EU anti-trafficking strategy recognises that currently across the EU there are relatively low conviction rates for trafficking offences. Eurostat analysis of trafficking data from EU Member States between 2010 and 2012, found that 30,146 trafficking victims were registered by EU Member States, but there were only 8,805 prosecutions and 3,855 convictions in the same time period (Eurostat, 2015). Further the Strategy raises a concern that the prosecution rate may be declining.

Thus, in order to support the increased prosecution of traffickers the Strategy focuses on ways to improve coordination and cooperation across borders, including: *Establishment of National Multidisciplinary Law Enforcement Units; Ensuring Proactive Financial Investigation; Increasing cross-border Police* and *Judicial Cooperation and Increasing Cooperation beyond Borders.*

Establishment of National Multidisciplinary Law Enforcement Units are promoted in the Strategy as a way to better investigate and prosecute traffickers, increase cross-border cooperation and centralise knowledge on trafficking in human beings. These units should function as contact points for EU agencies, in particular Europol.

Ensuring Proactive Financial Investigation is an action in line with the Organisation for Economic Co-operation and Development Financial Task Force Recommendations in which Member States should proactively conduct financial investigations into human trafficking over a designated period, passing information generated to Europol for its work with other EU agencies and an analysis of the financial investigation of human trafficking cases by Member States.

Increasing cross-border Police and Judicial Cooperation is promoted as a response to the recognition by the EC of the importance of increasing judicial cooperation in the area of trafficking in human beings. This action encourages national authorities and EU agencies to create joint investigation teams and to involve Europol and Eurojust in all cross-border trafficking cases.

Increasing Cooperation beyond Borders is a pilot project funded by the Instrument for Stability in 2012 to strengthen regional cooperation on trafficking in human beings along routes from the East to the EU. In addition, the action promotes further initiatives against organised crime and human trafficking to contribute to coherence between internal and external aspects of EU security policies.

The EC has developed a number of principles and practices to support the implementation of the EU anti-trafficking strategy and includes anti-trafficking within other strategies, including the improvement of cross-border coordination and cooperation for law enforcement:

The EU Anti-Trafficking Coordinator has mobilised seven Justice and Home Affairs EU agencies to work together to prevent trafficking in human beings through coordination and mutual complement of their activities and the avoidance of duplication. These seven agencies are: Europol — the EU law enforcement agency; Frontex — the European agency for the management of operational coordination at the external borders of the EU and its neighbours; Eurojust — the EU judicial cooperation unit; CEPOL — the European Police College; EASO — the European asylum support office; FRA — the European agency for fundamental rights; and EIGE — the European institute for gender equality. In a joint statement in 2011, the Heads of these seven DG HOME and DG JUST agencies agreed to take action against trafficking in human beings in a 'coordinated, coherent and comprehensive manner'. This statement reaffirmed that 'the fundamental rights of victims of human trafficking are central to EU policy in this field' and that they would 'ensure that a gender perspective is integrated in our structures, policies, and programmes' (EC 2011). As part of this coordinated approach, designated representatives meet regularly under the auspices of the EU Anti-Trafficking Coordinator's Office to share information, exchange expertise, and to plan and coordinate action (see also Walby et al, 2016).

The European Agenda for Security (2015), which aims to improve cooperation in the fight against Organised Crime Networks, identifies trafficking in human beings as a priority in the fight against serious and organised crime (priority 2) and cybercrime (priority 3). The EU Action Plan against Migrant Smuggling 2015-2020 adopted by the EC in May 2015, which aims to prevent exploitation of migrants by criminal networks, restated the overlap between smuggling and trafficking, and pledges to make the strategy against smuggling congruent with that against trafficking. In 2015 Europol organized an Expert Meeting on Financial Investigations and Asset Recovery Related to Human Trafficking.

4.1.3.2. Contribution of funded projects.

There were very few funded projects which directly engaged with prosecution. For example, many of the funded projects contracted by DG DEVCO and the more multifaceted projects included a small component to improve criminal justice systems, or which identified the internet as a way to track victims of traffickers or offenders, did not focus on the technical challenges of improving prosecution. Those funded projects which did focus on the technical challenges of improving prosecution were confined to Europe. The vast majority of the funded projects in the Trafficking Projects Data Set which focused on prosecution also pre-date the EU anti-trafficking strategy.

The most important contribution of the funded projects was from those on joint investigation teams (JITs). One of these was a more theoretical project which brought together representatives from a number of countries to examine the conditions that allowed the setting up of a JIT, with activity revolving around five workshops and three conferences and the delivery of advisory information on the setting up of JITs.

A second funded project facilitated working on irregular immigration within the framework of the wider European Police Chiefs Task Force (EPCTF), with 11 participating Member States and guided by Europol intelligence (EU Organised Crime Threat Assessment). This funded project attempted to suppress illegal migration through the arrest of key offenders facilitating illegal immigration between Ukraine / Moldova into EU Member States. The funded project delivered 45 activities which can be divided into three specific categories: Command and coordination meetings (Police Chiefs, Experts, and practitioners); Training to facilitate joint working; and Joint Investigations (the reimbursement of costs emanating from joint working).

The third funded project was a joint venture between the UK Metropolitan Police Service and the Romanian National Police (alongside other partners), coming together to deal with trafficked Romanians over a period of 18 months. The funded project provided detailed accounts of how the transfer of intelligence/ evidence between partners was improved without the need for a Letter of Request via the JIT. It also solved the difficult evidential problems by staff operating in each other's jurisdiction. During the period of the funded project over 20 proactive operations took place, with 87 traffickers and their associates arrested in the United Kingdom. One result of this was the first British conviction for child trafficking. The funded project also resulted in the seizure of a large quantity of cash (believed to be criminal assets). The investigation found between 2002 and 2007 over 5,000 money transactions, totalling USD 2.2 million dollars, took place through money service bureaus (MSBs) by suspected traffickers. In addition, over 100 houses with an estimated worth of USD 20 million were linked to trafficking offenders. In addition, 40 children and young people were recovered from traffickers during the project; although there was no follow up information on the status of these children after their return.

This funded project was well documented and appeared to provide considerable learning on joint working, especially as the legal frameworks between the countries were different. The recovery of 40 children and young people enabled significant lessons to be learnt on the effective care and repatriation of trafficking victims who are children or young people. It also gathered the largest trafficking in human beings data pool in Europe; this was then presented at a wide range of conferences and training events across the United Kingdom.

The conclusion drawn from these funded projects is that partnership working is often more effective when there are clear outcomes to be achieved coupled with a clear delineation of work. The second and third funded projects described above, also both appeared to engage practitioners more effectively than those funded projects which were based on more general agreements of joint working, generating the clearest outputs across any of the prosecution related funded projects, they are evidence that JITs can potentially work.

Another contribution comes from one funded project from the Trafficking Projects Data Set which specifically concentrated on ensuring proactive financial investigation. This was a training programme targeted at Bulgarian judiciary and law enforcement personnel. In addition, some further funded projects raised the recovery of criminal assets as an issue, although these did not focus on specific actions.

A further group of funded projects focused on increasing the connection and awareness of multi-agency networks. Whilst this is not a specific action under Strategic Priority C, many of the funded projects pre-date the EU anti-trafficking strategy, but practitioner groups in particular found this enhanced connectivity an important way forward to support prosecution, reduce impunity and thus help eradicate trafficking. The funded projects generally found a model of multi-agency working to be an important part of prevention of trafficking in human beings, especially through better regulation (criminal, but also civil) to make the wider environment less conductive to trafficking. Note that multi-agency working is not the same as national multidisciplinary law enforcement units. The latter are based on a concept of transnational law enforcement bodies working together as an investigation team, whereas the former include non-criminal justice partners such as non-governmental organisations, health, housing, etc.

There were also several funded projects in the Trafficking Projects Data Set which focused on capacity building for cross border collaboration through training and awareness raising.

4.1.3.3. Next steps on the prosecution of traffickers

Trafficking in human beings is a serious and organised crime; and Europol (2016) predicts that trafficking will increase. Thus the effective prosecution and sanctioning of offenders remains an essential component of any future policy framework. The complex challenge of enabling law enforcement to effectively operate across borders and in different jurisdictions is well recognised and the focus of the current strategic actions. These complex challenges have not yet been resolved.

There is also a need for funded projects that address the **detailed technical challenges of cooperating across borders**.

A broader conceptualisation of **instigating more effective and efficient methods to prosecute the offender** would encourage a more detailed and specific knowledge of offender behaviour in relation to trafficking. It would also allow further investigation of creative targeting of interventions to make the environment more resilient to crime. This would make explicit a focus on the regulation of institutions that mediate the relationship between traffickers and victims of trafficking through constructing aspects of the wider environment that is varyingly conducive or not to trafficking in human beings.

To support the combat and eradication of trafficking through the prosecution of traffickers one of the most significant areas for further anti-trafficking policies at EU level is the rationalisation and harmonisation of legislation, procedures and administrative processes across the EU. Trafficking in Human Beings is an umbrella offence, criminalised in different ways by different EU jurisdictions which require different levels of evidence. Thus the prosecution of traffickers is a process which engages with a multitude of actors operating at different levels of mens rea and actus reus. Articles 85 and 86 of the Functioning of the European Union allows for the strengthening of the role of Eurojust, together with the establishment of the European Public Prosecutions Office (EPPO). It has been argued these articles have the potential to move the current system of largely autonomous

and disconnected national systems of law enforcement towards some level of integration. What is possible and what impacts (and unintended consequences) such a development could have for increasing the prosecution of traffickers in the EU needs to be systematically evaluated.

4.1.4. Coherence and coordination: enhanced coordination and cooperation among key actors and policy coherence

4.1.4.1. Introduction

Priority D concerns the enhanced coordination and cooperation among key actors and policy coherence. Coordination and cooperation are needed among the wide range of actors that are engaged in anti-trafficking work. Coherence means both that related policies should incorporate anti-trafficking policy and that wider EU principles are embedded inside anti-trafficking policy.

The EU anti-trafficking strategy requires coordination and cooperation between actors. The range of actors engaged in anti-trafficking work includes those that: provide knowledge about the implementation of policies in Member States and trends in trafficking; engage in policy activities with entities external to the EU; support victims, including those in civil society; engage in law enforcement; and develop and provide training.

In order to improve the effectiveness of EU anti-trafficking endeavours, it is important to have coherence between the EU anti-trafficking strategy and other EU strategies. There are several other EU strategies that are relevant. Trafficking is explicitly part of the European Agenda on Security (COM(2015) 185, final), where it is located within the priority concerning serious and organised cross-border crime. Trafficking is relevant to further EU Strategies including the EU Strategy for Equality between Women and Men (COM(2010) 491); EU Economic Strategy (COM(2010) 2020, final); the Strategy on Cybersecurity (JOIN (2013) 1, final); and the EU Strategy on Migration (COM(2015) 240, final). It is also relevant to the EU Action Plan on Human Rights and Democracy (JOIN (2015) 16 final).

Four principles are relevant to the coherence of the EU anti-trafficking strategy: victim-centred; gender specific; child sensitive/specific; and anchored in human rights. These principles are treated as 'cross-cutting', in that they are potentially relevant to all actions of the Strategy and have been identified and discussed as such in the preceding sections of this chapter.

Within Priority D, a number of areas are identified to support enhanced coherence and cooperation: *Strengthening the EU network of National Rapporteurs or equivalent mechanisms; Coordinating EU external policy activities; Promoting the establishment of a Civil Society Platform; Projects funded by the EU; Strengthen the fundamental rights in anti-trafficking policy and related actions; and Coordinating training needs in a multi-disciplinary context*.

EC activities in support of this Strategic Priority and its Actions have been several: The seven EU Justice and Home Affairs Agencies (CEPOL, EASO, EIGE, Europol, Eurojust, FRA and Frontex) committed to join efforts in implementing the Anti-Trafficking Directive in 2011, subsequently have sent representatives to regular meetings with the EU Anti-Trafficking Coordinator to coordinate actions (European Commission, 2011). The National Rapporteurs or equivalent mechanisms which are responsible for monitoring the implementation of anti-trafficking policy at the national level, have been formed into an Informal Network, which meets regularly with the EU Anti-Trafficking Coordinator. The Council of the European Union integrated anti-trafficking actions into its Strategic Framework and Action Plan on Human Rights and Democracy in relation to its external dimension of work in the area of freedom, security and justice (Council of European Union, 2012). The EU Delegation to the United Nations (2015a, b, c, d, e, f) has issued several statements at the United Nations that include elements relevant to anti-trafficking actions.

As a deliverable of the EU anti-trafficking strategy, the EU Anti-Trafficking Coordinator established the EU Civil Society Platform against trafficking in human beings in 2013, constituted by over 100 civil society organisations and service providers assisting victims of trafficking and ensured that funds were made available to support it. The EU Anti-Trafficking Coordinator is collecting together information on funded projects by the EC on anti-trafficking and is making this available on the EU ATC website. EU Justice and Home Affairs Agencies have produced documents to assist the inclusion of human rights in actions relevant to anti-trafficking and developed relevant training.

Many funded projects made some contribution to the general aims of enhanced coordination and cooperation among key actors and policy coherence. Usually these contributions were made alongside contributions to other

priorities. The focus below is on funded projects that contributed to actions explicitly named under Priority D of the EU anti-trafficking strategy.

4.1.4.2. D.1. Strengthening of the EU Network of National Rapporteurs or equivalent mechanisms

An informal EU Network of National Rapporteurs or Equivalent Mechanisms was set up by the Council Conclusions, adopted on 4 June 2009. This is in line with the EU Directive 2011/36/EU. Under the Directive 2011/36/EU, the National Rapporteurs or Equivalent Mechanisms are responsible for monitoring the implementation of anti-trafficking policy at the national level, including data collection on trafficking in human beings. Article 19 of the Anti-Trafficking Directive 2011/36/EU specifies the establishment of this:

> *Member States shall take the necessary measures to establish national rapporteurs or equivalent mechanisms. The tasks of such mechanisms shall include the carrying out of assessments of trends in trafficking in human beings, the measuring of results of anti-trafficking actions, including the gathering of statistics in close cooperation with relevant civil society organisations active in this field, and reporting.*

The EU Network of National Rapporteurs or Equivalent Mechanisms meets biannually and relevant costs are funded by the European Commission.

There were no specific funded project on National Rapporteurs or Equivalent Mechanisms; 70 % of the funded projects pre-date the EU anti-trafficking strategy and the EU Anti-Trafficking Directive 2011/36/EU.

It is important to continue strengthening the EU Network of National Rapporteurs and Equivalent Mechanisms and to build coherence and coordination both at the EU and the national level.

4.1.4.3. D.2. Coordinating EU external policy activities

There has been a **considerable increase in EU External Policy Activities since the Treaty of Lisbon**, as noted above (European Commission, 2014). For example, EU delegations in priority countries have been asked to appoint a contact person for trafficking issuers in order to increase coordination and monitoring. Further several priority countries have signed bilateral agreements to strengthen cooperation on trafficking; the EC has signed letters of intent in order to better cooperate with the UNODC and UNHCR; and has established a framework of cooperation with the IOM.

As part of the process of supporting development, funded projects have contributed to the development of multi-stranded and coordinated strategies to prevent trafficking in potential source countries in the EU neighbourhood and global south, as intended under D2. These funded projects have engaged a range of international organisations and deepened the relationship with them, thus meeting the further aim of D2 of strengthening and formalising partnerships between the Commission and international organisations active in the field of human trafficking. The practice of funding such projects pre-dates the EU anti-trafficking strategy, and is further developed during the period of this Strategy.

There is engagement with international organisations through the funded projects. In the Trafficking Projects Data Set nine international organisations are among the principal grant holders: the International Labour Organisation (ILO); the UN Office for Drugs and Crime (UNODC); the UN Development Programme (UNDP); the UN Human Rights Commission (UNHRC); Unicef; the UN Development Fund for Women; International Crime and Justice Research Institute (UNICRI); International Organisation for Migration (IOM); and International Centre for Migration Policy (ICMPD). These nine international organisations were contracted a total of 40 funded projects and EUR 45 million of EC funding. Seventy-five percent (75 %) of these funded projects were contracted by DG DEVCO and the remaining 23 % were contracted by DG HOME and 2 % by DG RTD. Eighty percent (80 %) of these funded projects were on 'trafficking' rather than a specific form of trafficking; and 5 % were on child trafficking; trafficking of women and children; trafficking for sexual exploitation and trafficking for labour exploitation.

Funded projects have contributed to multi-stranded forms of development cooperation focused on trafficking in human beings in third countries and regions. There were 22 funded projects in the Trafficking projects Data Set contracted by DG NEAR which are external facing (i.e. work with countries outside EU Member States). The DG NEAR

funded projects were part of the Instruments for Pre-Accession Assistance (IPA) and Technical Assistance and Information Exchange (TAIEX) funding programmes. The funded projects contracted by DG NEAR deliver training and capacity building to help support and develop non-EU countries response to preventing trafficking in human beings. There were also 137 funded projects in the Trafficking Projects Data Set contracted by DG DEVCO. There is some variation across this set of funded projects, with regards to the geographical location of their activities. One group of funded projects had activities largely located in accession, candidate or potential candidate countries; and a second set had activities largely in non-EU countries, including India, China and Brazil (see the analysis in Chapter 3). Despite this range of settings, there is considerable consistency across the funded projects contracted by DG DEVCO as to their holistic engagement with victims, prevention and prosecution. As a group, these funded projects contribute to the prevention of trafficking in human beings through a broad interpretation of prevention, especially in reducing the supply of potential victims. This is true of both the set of funded projects located inside Europe (beyond the EU) and those located outside Europe. The funded projects located inside Europe tend to be set at a national scale and often deal with the development and implementation of anti-trafficking legislation, strategies and National Action Plans, including bringing countries into alignment with best practice in the EU. By comparison, the funded projects located outside Europe are more often local or regional in scale, less often targeted towards the development and/or implementation of national anti-trafficking legislation, and more often concerned with raising awareness about trafficking in human beings amongst communities, local authorities and vulnerable groups. Although there were also some funded projects in this set which also built legal capacity and supported the development of legal standards. For example the funded project 'Promoting the Implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children' led by UNODC, in consultation with the EU, developed a set ofactivities that States could request to help them improve their response to trafficking in human beings, especially their relevant legal frameworks and criminal justice responses, along with some resources for victim assistance and raising awareness of trafficking in persons and smuggling of migrants. At the core of both these sets of funded projects is a relatively holistic approach to the prevention of trafficking which takes account of prevention through supply reduction, victim services, including the prevention of re-trafficking and the re-integration of trafficking victims back into their home communities, and the improvement of legislation, regulation and practice in civil and Criminal Justice responses to trafficking in human beings.

The funded projects contracted by DG DEVCO often locate trafficking in human beings in the context of or in relation to other major concerns, especially mixed migration flows, illegal and/or illicit migration, asylum seeking and refugees. Some funded projects also aligned trafficking with other forms of exploitation and/or violence. This was especially the case with 'child trafficking', but is also visible in the funded projects on trafficking for labour exploitation and trafficking for sexual exploitation. Thus these funded projects recognise trafficking in human beings, and/or the increased vulnerability of people to being trafficked, as linked with other forms of vulnerability, exploitation and inequality. For example in one funded project the trafficking of children was linked to and combatted in conjunction with other forms of child sexual exploitation.

Thus, the funded projects contracted by DG DEVCO can be considered, at least implicitly (and often explicitly) to be prevention and specifically as 'supply reduction', where this includes: raising awareness of the existence of, dangers of, and illegality of trafficking in human beings through education programmes i.e. reducing vulnerability to being trafficked; understanding 'groups vulnerable to trafficking' as encompassing those who had already been victimised and had returned (or been returned) to their country of origin; and changing the economic and/or social environment of groups vulnerable to being trafficked. A number of the funded projects contracted by DG DEVCO promoted cooperation across regions outside of Europe, including Bolivia, Columbia, Ecuador and Peru; Kenya, South Africa, the Gambia, Côte d'Ivoire and Thailand; and Argentina, Brazil, Paraguay, Bolivia, Nicaragua, Honduras, Guatemala and El Salvador.

Although the funded projects did not engage directly with the work of embassies, Kelley et al. (2015) report on interviews with non-governmental organisations working in anti-trafficking around the globe, and found those surveyed reported that foreign governments and embassies participate actively in the fight against trafficking in human beings. Embassies identified as active included: the United States; the United Kingdom; the Netherlands; France; the EU; Sweden; Austria; Germany and Italy, with the EU being identified as the second most active (after the United States).

4.1.4.4. D.3. Promoting the establishment of the EU civil society platform

Introduction

A key policy priority identified in the EU anti-trafficking strategy is to build up partnerships with all actors working against trafficking in human beings, especially non-governmental organisations and civil society. One example of this was the launch, in 2013, of the EU Civil Society Platform against trafficking in human beings in Member States and selected non-EU countries.

The EU Civil Society Platform currently meets twice a year, bringing together over 100 civil society organisations working in the field of trafficking in human beings in Member States and in four neighbouring priority countries (Albania, Morocco, Turkey and Ukraine).

Whilst there have been no specific funded projects on the civil society platform, the EC has funded a number of projects which build the capacity of civil society and enable civil society to take a more active role in holding governments to account on trafficking in human beings. For example DG DEVCO funded projects located outside the EU working with grassroots non-governmental organisations to develop their capacity to prevent trafficking, and projects across EU Member States which have sought to develop more coherent and cooperative relationships between non-governmental organisations and statutory services working in the field.

Further engagement could include the coordination of individual organisations and national level civil society working in prevention. For example diaspora working with native communities in home countries, awareness raising to educate users of services which may be performed by trafficked people, etc. The extent to which civil society actors in social movements play an effective role in preventing trafficking appears to be rarely evidenced. To this effect, it would be conducive to explore how migrant and diasporic **community organisations can become more activated in both identification and prevention to generate good practice and new approaches to prevention**

4.1.4.5. D.4. Reviewing projects funded by the EU

Introduction

The EC has funded more than 321 projects on trafficking in human beings in the last 12 years. This current study is the comprehensive review of these funded projects ([74]) that is referred to in action D4 of the 2012 EU anti-trafficking strategy. There have been no previous attempts to comprehensively review funded projects in this way. Seventy percent of the funded projects reviewed were contracted prior to the EU anti-trafficking strategy, so these comments are less reflections on this Strategy, and more on the wider issue of how to use review processes to improve the contributions of funded projects

Contribution of funded projects

While the funded projects reviewed have made many contributions to the objectives of the EU anti-trafficking strategy and to supporting the eradication of trafficking more generally, two reflections are highlighted in this study that are intended to further strengthen the contribution of funded projects in the future. One is on the coordination of findings and outputs from funded projects (discussed elsewhere in this report), the second, (discussed here) concerns the process of evaluation at the end of each funded project.

The process of evaluation helps guide reflections on funded projects in ways which further strengthen their contribution. Of the funded projects in the Trafficking Projects Data Set which were reviewed, a third included a final narrative report document which was completed by the principal grant holder and just over 40 % included information on the final funded project costs. External evaluation processes were rarer, with around 5 % of the funded projects in the Data Set including an external evaluation of the content and deliverables of the funded project, or an external financial audit, although these are only required for funded projects exceeding a certain threshold in accordance with EU financial reporting requirements.

([74]) The review covers those funded projects and their documentation received from the EC for the purposes of the review: this is not all funded projects funded by the EC during this period and not all funded projects originally delivered by the EC included enough documentation to enable them to be included in the review. Thus errors and omissions expected.

The EC is also developing an anti-trafficking website which contains a database of EC-funded projects on trafficking in human beings, as well as information on, inter alia, EU legal and policy instruments, anti-trafficking measures in the EU Member States, funding opportunities and EU initiatives.

Whilst around a third of the funded projects included documentation on a final narrative report, **the template for these reports did not enable an in-depth reflection by the principal grant holder on the challenges of the funded project, the lessons learnt from completing the work, how these should be taken into consideration in the formulation and contracting of subsequent EC-funded projects; and whether these lessons learnt reflect those identified by other funded projects or are new issues specific to the particular context of that project or the changing environment of trafficking. An enhanced template for final narrative reports** by principal grant holders could enable significantly more reflection from the work carried out to be explicitly formulated in ways to strengthen the work on trafficking in human beings in the EU and a more effective knowledge banking to be instituted.

4.1.4.6. D.5. Strengthen the fundamental rights in anti-trafficking policy and related actions

Introduction

'Fundamental rights' is a firm anchor of EU anti-trafficking law and policy, recognised in the Treaty of Lisbon. It draws on the concept of 'human rights', which is core to international law, often expressed through UN legal instruments. Directive 2011/36/EU specifies the rights of victims of trafficking, including: identification and non-prosecution; assistance and support; translation and interpretation services; reflection and recovery period; international protection and/or refugee status; care for victims with special needs; protection during criminal investigation and court proceedings; legal counselling; compensation; appropriate protection of the victim on the basis of an individual needs assessment; special attention to prevent secondary victimisation; special assistance, support and protection for child victims; and specific measures to find sustainable solutions for the child.

Contribution of funded projects

Whilst a significant proportion of the funded projects made reference to human rights, and a smaller number to fundamental rights, there were a smaller number of funded projects with a specific focus on human rights. The corpus linguistics analysis produced 9,274 references to human rights across the Trafficking Projects Corpus, but the vast majority of these were single occurrences in any one file. A search for 'fundamental rights' found 641 occurrences in the Trafficking Projects Corpus, but again most of these were a single reference. This suggests that human rights rather than fundamental rights remain the key concept, and human rights are 'signalled' rather than deeply embedded or explored.

Twenty-three funded projects appeared to have a substantive engagement with human rights, with one of these having a sole focus on human rights. This funded project provided non-governmental organisations with a reporting structure through which to hold states to account.

The mobilisation of the principle of human rights varied between those funded projects that were focused internally on the EU and those that were externally focused. There was greater attention to human rights in funded projects located in non-EU countries, such as those contracted by DG DEVCO, compared to those funded projects located in the EU. In the DG DEVCO funded projects human rights was often also linked to women's and children's rights. In the EU funded projects human rights tended to be limited to a signalling of it as a normative framework.

An emerging theme in the funded projects on migration was recognition of **a rights based approach to migrants, and within this of those smuggled, suggesting that the distinction between trafficking, smuggling and irregular migration in terms of rights might be loosening. Links to labour rights in other funded projects notes the tension between non-governmental organisations using human rights and the trade union framing of labour rights, and raises questions about overlaps and tensions, and how to explore the intersections of violence, gender and migration.**

4.1.4.7. D.6. Coordinating training needs in a multidisciplinary context

Introduction

Training has comprised the major substantive focus of a number of funded projects and has been a secondary element in many other funded projects. It is mandated in Directive 2011/36/EU, Article 18

> Prevention (1): Member States shall take appropriate measures, such as education and training, to discourage and reduce the demand that fosters all forms of exploitation related to trafficking in human beings.
>
> (3) Member States shall promote regular training for officials likely to come into contact with victims or potential victims of trafficking in human beings, including front-line police officers, aimed at enabling them to identify and deal with victims and potential victims of trafficking in human beings.

The Anti-Trafficking Directive 2011/36/EU refers to a number of groups for whom training may be relevant, including officials likely to come into contact with victims or potential victims of trafficking who should be adequately trained to identify and support victims. Training obligations are also promoted for: police officers, border guards, immigration officials, public prosecutors, lawyers, members of the judiciary and court officials, labour inspectors, social, child and healthcare personnel and consular staff, and could, depending on local circumstances, also involve other groups of public officials who are likely to encounter trafficking victims in their work.

Training is also relevant in action for labour, social health and safety inspectors and as indicated on the EU progress report, with training targeted at police and prosecutors, judiciary, judges and lawyers. Funded projects contributing to this area were also discussed in section B in this chapter.

Contribution of funded projects

The corpus thematic analysis demonstrated the extent to which 'training' is a feature of many of the funded projects. The substantive focus of these funded projects varied widely but they included elements of training and/or the production of training materials relevant to the substantive topic. The corpus thematic analysis also highlighted the complex relationship between the notions of 'training' and 'awareness raising', with the language of 'training' being used more often in funded projects based in Europe and the language of 'awareness raising' being used more often in funded projects based in non-European countries.

A smaller number of funded projects had training as their primary, substantive focus. Analysis of these found that training programmes have become increasingly integrated in some areas (such as policing of borders) and have targeted particular groups of personnel (for example members of the judiciary). They were found to have been particularly valuable when they focused on provision of specialised training (for example for judges), on attempts to establish multi-agency partnerships, and on the development of cross-border networks. For example one funded project drafted a core training module for police with specific additions for border guards and custom officials and another developed a standardized training curriculum and manual for judges and prosecutors. Some of these funded projects also concentrated on delivering training seminars for specific groups of professionals. For example one project developed and delivered a series of three seminars for judges and prosecutors from EU Member States and Turkey on: cooperation and mutual understandings; victims of trafficking; and the global perspective of trafficking in human beings.

As a set, the funded projects demonstrated the effectiveness of also conducting work that establishes participative partnerships, although barriers in establishing such coordination of efforts were highlighted, for example operating across diverse legal contexts.

Out of the funded projects, a multitude of resources for training such as manuals or handbooks have been delivered, though currently some of these are not easily accessible.

Next steps on training

There is still a need **for institutionalised training initiatives**, especially in non-EU countries; initiatives which institute sustainable partnerships, especially between EU and non-EU countries, are particularly valuable. This should now include a wider set of audiences for training initiatives, especially: healthcare, education, housing, employers and the wider community. This should also include the development of curricula.

A comprehensive assessment of need should be a requirement of a funding proposal. And longer-term follow-up, monitoring and evaluation of initiatives' impact should also be more firmly embedded in funded projects. The value of participation in training delivery and the production of training materials by the users or beneficiaries should be further investigated. A number of funded projects demonstrated that, for example materials co-produced by victims were more accessible.

These aims can be supported by **systematic dissemination via different ports in European level institutions for training resources**. These should include electronic platforms of the EU network of National Rapporteurs and Equivalent Mechanisms, the EU Civil Society Platform and the EU JHA Agencies. **All future funded projects on training should also explicitly show how they will address the cross cutting principles of gender specific, child specific/sensitive, victim-centred, and anchored in Human Rights**.

4.1.5. E: Knowledge: increased knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings

4.1.5.1. Introduction

The purpose of Priority E is to increase knowledge of and effective response to emerging concerns related to all forms of trafficking in human beings. This has two main components: developing the routine and systematic collection of reliable and comparable data across the EU; and identifying and producing knowledge about areas of emerging concern consequent on the changing patterns of trafficking in human beings. The EU anti-trafficking strategy identifies four ways to take this forward: *Developing an EU-wide System for Data Collection; Developing knowledge on the gender dimensions of trafficking and vulnerable groups; Understanding online recruitment; and Targeting trafficking for labour exploitation.*

In addition to funding projects, the Commission has engaged in a series of actions relevant to Priority E including developments concerning: the collection of data on trafficking by Eurostat (2013; 2014; 2015); establishing the EU network of National Rapporteurs or Equivalent Mechanisms; new forms of regulation of the internet, including those linked to the development of the Single Digital Market and to data protection; vulnerable groups, including Roma (European Commission, 2012a); gender equality (European Commission, 2014a; European Union Delegation to the United Nations, 2015a; European Union Delegation to the United Nations, 2015e); and cooperation with relevant EU agencies and international bodies, including the European Foundation for the Improvement of Living and Working Conditions (Eurofound 2016), and the ILO (2012).

4.1.5.2. E.1. Developing an EU-wide system for data collection

A data collection system should enable trends in trafficking in human beings, including across Member States and over time to be determined using the data collected and should enable the data to be disaggregated by age and gender, thus enabling gender specific and child specific statistics to be generated.

The 'Trafficking in Human Beings' initiative was set up in response to the EC's 5-year plan to develop a 'comprehensive and coherent strategy to measure crime and criminal justice' (EC, 2006) and in line with action E1 of the Strategy. The Directorate-General for Migration and Home Affairs Expert Group on Policy Needs for Data on Crime and Criminal Justice launched the programme for the collection of data on human trafficking with Eurostat. The initial work was to produce statistics for each Member State for 2008-2010 with a second round producing statistics for 2011 and 2012. Eurostat collected data from Member States and then aggregated this to produce EU-level statistics on trafficking victims and offenders. The statistics derived from the data collection initiatives were published by Eurostat in three 'Trafficking in Human Beings' publications in 2013, 2014 and 2015.

There is some cross-over between the developing EU-wide system of data collection and the EU network of National Rapporteurs and equivalent mechanisms because data collection is part of their role.

The action to develop an EU-wide system of data collection responds to a widely acknowledged need for reliable and comparable data on trafficking across EU Member States and over time, including in Article 19 of Anti-Trafficking Directive 2011/36/EU, as well as by other EU agencies (for example Eurostat, 2015) and in the academic literature on trafficking in human beings (for example De Cock, 2007).

Contribution of funded projects

Nine funded projects were identified in the Trafficking Projects Data Set as contributing toward the strategic action to develop an EU-wide system for data collection. Only one of those was contracted after the publication of the EU anti-trafficking strategy.

Two of the funded projects were less directly aligned with the development of data collection systems than the other seven. One of these developed a country index of human trafficking. The other focused on a way to keep professionals informed about potential cases of child protection (including child trafficking) in a way which enabled information sharing across practitioners.

The remaining seven funded projects all focused on how to standardise data on victims of trafficking and traffickers thus improving its reliability and comparability. Across these funded projects two main data collection mechanisms can be identified: the development of templates for data collection, an approach which lodges the data collection process in each EU Member State but specifies what data needs to be collected; or the production of a software product to harmonise data collection. This second approach appears to be challenged by end copyright and licencing issues which can prevent the widespread use of the data collection system. The template data collection system is not affected by these issues.

One funded project made a significant contribution to the development of data collection mechanisms based on a template to be used by EU Member States and EU agencies to achieve reliability and comparability of data. The project applied the methodology of the European Sourcebook of Crime and Criminal Justice Statistics (European Sourcebook) to EU trafficking statistics. The methodology used a system of peer review to validate national statistical data where national definitions are not in alignment. Thus a group of experts worked on this statistical data, rather than on developing new data collection methods. Once the analysis of each EU Member State's definition of trafficking, and an examination of what data EU Member States collected and the sources of that data was completed, a template was produced which specified exactly what data needed to be collected by each EU Member State, in what form, and so on. This provided a way of collecting standardised data on trafficking in human beings across EU Member States. In the second stage of the funded project, quantitative indicators based on Eurostat's EU trafficking statistics were designed and proposals were formulated about the use of statistics as early warning signals, for example to identify new forms of trafficking, new markets for victims or new victim groups.

Two sets of funded projects made a significant contribution to the development of data collection through the production of a software product. The first set created a framework to allow for the collection and analysis of standardised and integrated statistical information across the European Union and developed a 'ready-to-use' IT platform with templates for trafficking in human beings, sexually exploited children and missing children.

The second set agreed on a harmonised list of indicators and developed standardised reports and related data analysis, including software development and upgrading. A handbook was produced to outline data collection from both methodological and legal perspectives and included the set of indicators, agreed on by all the countries involved in the funded projects, as the minimum required on victims and traffickers. The third phase was meant to be a test of the data collection system in practice, but access and copyright issues which could not be solved prevented this phase from being completed. Thus this highlighted the particular complexities associated with this method of data harmonisation.

Next steps on data collection

The funded projects provide a wealth of knowledge on different ways forward on improving data collection on trafficking in the EU. What is needed in the anti-trafficking policies at EU level is the further development of both

data collection mechanisms and the methodology for collecting reliable and comparable data on trafficking in human beings. There are a number of relevant actors which need to coordinate in order to achieve this at the national, European and international levels, including: National Statistical Offices; National Rapporteurs and equivalent mechanisms, Eurostat; the UNODC, especially on the developing International Classification of Crime for Statistical Purposes; and the UN Sustainable Development Goals.

There is also more work to be done on developing the outputs from the funded projects into a coherent methodology for data collection on trafficking in human beings. The development of a coherent and coordinated template which can provide reliable and comparable data across the EU and over time on different forms of exploitation and which can produce gender specific and child specific statistics is the best way forward. In order to support this, the development of a total measurement framework for the EU on trafficking in human beings, which is in alignment with other relevant measurement frameworks, including international trafficking measurement frameworks is required.

Statistics from registered populations are currently the main method of counting trafficking. There is little knowledge on the relationship between registered and unregistered populations. The EC should develop a programme of knowledge-building on the best methodologies to estimate the scale of trafficking. This should build on the work of the large-scale surveys and studies which have been conducted in the field. **A future programme/study on developing a total measurement framework for trafficking in human beings in the EU should include data sources; the relationship between registered (known) and unregistered (unknown) populations; sampling frames to best capture relevant populations (including the digital world, and the interaction between the 'real' and the digital); data collection mechanisms; and the most appropriate units of measurement.**

4.1.5.3. E.2. Develop knowledge on the gender dimensions of trafficking and vulnerable groups

Introduction

Strategic Action E2, to *develop knowledge of the gender dimensions of trafficking and vulnerable groups*, contributes to the requirement under Article 1 of EU Directive 2011/36/EU to be 'taking into account the gender perspective, to strengthen the prevention of this crime and protection of the victims thereof'. The taking into account of the gender dimension is legally based on the competence found in the Treaty of Lisbon. Equality between women and men is anchored in the EU in its Treaties, Directives and Strategy. 'Equality between women and men' is identified as a 'fundamental value' of the European Union in Article 2 of the Treaty of the European Union and its promotion is identified as an 'aim' of the Union. This aim is further reiterated in Article 8 of the Treaty on the Functioning of the European Union as an aim of the EU-level as well as of Member States. In Directives that give legislative effect to this aim, the 'equal treatment' of women and men is mandated in many important areas of activity. The EU has long had a Strategy for Equality between Women and Men, which takes practical steps to implement these laws and policies. Other vulnerable groups are variously specified, potentially including children, Roma, and those differentiated by disability and citizenship status.

The Commission has acted to develop knowledge on the gender dimension of trafficking by engaging with Eurostat to produce gender disaggregated statistics on presumed and identified victims of trafficking in all Member States. Eurostat (2015) has found that women and girls are especially vulnerable to being trafficked in that 75 % of victims of trafficking registered by EU Member States are female (women and girls). Further, the forms of trafficking are also gender specific, and the gender composition varies by form of trafficking. Among victims of trafficking for purposes of sexual exploitation, 96 % were female. Among victims of trafficking for purposes of labour exploitation, 26 % were female. Among victims of other forms of trafficking 52 % were female.

A deliverable from the EU anti-trafficking strategy was the *Study on the Gender Dimension of Trafficking in Human Beings* published in March 2016 (Walby et al, 2016), which contributed to the development of knowledge on the gender dimensions of trafficking. The study identified the ways in which trafficking in human beings is gender specific, and the necessity of undertaking gendered analyses across the five priorities of the EU anti-trafficking strategy.

This study identified five clusters of gender issues: gender specificity and equal treatment; gender expertise, gender balance in decision-making and gender mainstreaming; gender systems; the relationship between prostitution and trafficking; and gendered policy fields. It found that the identification of the gender-specific aspects of trafficking is necessary in order to identify victims and their needs and the most effective points of intervention

to prevent trafficking; and is linked to the legal issue of equal treatment, which can be relevant to the provision of services. The process of gender mainstreaming is dependent upon the development of appropriate gender expertise that can be brought to bear upon relevant mainstream policy processes and training of personnel; and the implementation of gender-informed policies is more effective where there is gender balance in decision-making. An understanding of complex gendered systems is necessary to develop a theory of the causation and prevention of trafficking. The relationship between prostitution and trafficking is a gendered issue and intersects with gendered economic issues. **Trafficking in human beings is not only a policy field in its own right, but is located at the intersection of several other policy fields, each of which is gendered and differently resourced; this is relevant to the goal of policy coherence**.

The European Commission's Study of High Risk Groups for trafficking in human beings includes recommendations related to structural and institutional factors and to provision of targeted training for professionals likely to come in contact with children at risk, stressing the need for clear guidelines aimed at implementing a child centred and victim centred approach. Moreover, it recommends reinforcing inter-institutional cooperation and promoting integrated child protection systems. This study further recommends that in order to promote a cultural change in societal attitudes towards violence, exploitation and discrimination against children and women, as well as trafficking specifically, it is useful to invest in tailored and non-sensationalist awareness raising actions. These should also be based on a better understanding of the demand side factors that sustain and foster child trafficking, and accompanied by legislative frameworks to support this.

Recommendations related to socioeconomic factors focus on the need to provide support to marginalised communities through programmes that ensure their economic and social inclusion. These include the recognition of the role of social attitudes towards violence and child labour and thus the need to promote a culture of zero tolerance, at the local level, of violence against women and children, as well as of child labour exploitation. Further, the study recommends that the socioeconomic wellbeing of children is ensured more broadly by providing them with access to adequate resources, high quality education, health and housing services, and a safe environment in which to develop.

Contribution of funded projects

The funded projects contributed to the development of knowledge about the gender dimension of trafficking in several ways, as addressed below and as already discussed under Strategic Priority A and, in particular Strategic Priority B earlier in this chapter. There were funded projects on further vulnerable groups, also highlighted under Strategic Priority A earlier in this chapter. Those on children, as a vulnerable group, are also predominately addressed under Priority A earlier in this chapter.

Within the Trafficking Project Data Set, some reference to gender was a feature of many funded projects although it was the predominant focus of a much smaller number of them. The analysis of the distribution of funded projects across the form of trafficking (which vary in the gender composition of their victims) presented information about the percentage of funded projects and percentage of EC funding for each of the several forms of exploitation (see chapter 3). Around half of the funded projects (44 % of funded projects; 56 % of EC funding) did not address a specific form of trafficking. Funded projects focused on sexual exploitation (where 96 % of the victims were female) constituted 14 % of funded projects and 7 % of EC funding. Funded projects focused on labour exploitation (where 26 % of the victims were female) constituted 12 % of the funded projects and 14 % of the EC funding. Funded projects focused on women constituted 2 % of the funded projects and 1 % of the EC funding; and on 'women and children' 3 % of funded projects and 1 % of the EC funding. Of those projects funded by DG HOME, 19 % focused on trafficking for sexual exploitation; 21 % on trafficking for labour exploitation; 15 % on child trafficking; and just under 1 % on trafficking of woman and trafficking of women and children.

The gender dimension was more often a component of a funded project than its main focus. For example, one funded project addressed the gender dimension of human rights violations in a broadly defined arena of interpersonal violence, of which trafficking in human beings was one small part. This project investigated the tension between universality in the normative framework in human rights thinking and attention to diversity, differentiation and cultural contexts in social science.

One of the often identified vulnerable groups to trafficking in the funded projects in the Trafficking Projects Data Set was people of Roma descent, especially Roma children. A number of funded projects addressed trafficking of

Roma people, especially children. The types of activities included in these projects were awareness raising, training and the development of various toolkits for a multi-agency audience. Underpinning most funded projects was a desire to improve harmonisation and coordination between source and transit/ destination countries. Some funded projects had the safe return of Roma children to their country of origin as their primary focus. All positioned children of Roma origin, principally from Bulgaria and Romania, to be especially vulnerable. This was attributed to diverse factors such as ethnic discrimination, poverty, lack of opportunity and children left behind when their parents migrated for work. Roma children were also associated with newer forms of exploitation, in particular trafficking for begging and criminal activities, as well as for forced labour.

Despite a number of funded projects focusing on Roma children, the main verdict from these is still that not enough is known about their experiences of trafficking, their identification through the formal referral processes is not yet sufficiently developed and services are not yet adequately responding to the specific needs of Roma children. One project attributed this to a lack of data about ethnicity, so that Roma were hidden within broader categorisations. Others suggested more awareness and protective mechanisms need to be promoted within Roma communities, although it was acknowledged that it was hard to engage effectively. One response was to target Roma children directly, as one funded project did, by developing tools to promote safe and informed use of new technologies.

Next steps on gender and vulnerable groups

The funded projects show that gender dimension and gender specificity is threaded through many aspects of trafficking in human beings. It is best addressed systematically in all funded projects on trafficking in human beings, as well as being the focus of specific studies.

The funded projects suggest that **some vulnerable groups, such as children and people of Roma descent have been the focus of some projects, but that the intricacies of the ways in which multiple inequalities connect with trafficking are not yet sufficiently understood or effectively addressed.**

4.1.5.4. E.3. Understanding on-line recruitment

Introduction

The EU anti-trafficking strategy identifies understanding online recruitment as an emerging theme which needs attention. The EC supports this action on online recruitment over the internet and via social media, including through intermediaries through the funding of projects which will develop the knowledge base.

Not only is this identified as an emerging theme in the Strategy, but the analysis of the funded projects identified online recruitment as a recurrent (though under developed) theme in prevention. Thus the issue of online recruitment and the ways in which this can be developed in order to combat and prevent trafficking in human beings is also discussed under Strategic Priority B earlier in this chapter.

Contribution of funded projects

A search of the Trafficking Projects Corpus finds a significant number of hits when the term 'internet' and other appropriate terms are sought. There are a smaller number of funded projects which directly engage with the internet as a site of trafficking / as part of the modern trafficking process. The funded projects can be considered to frame the Internet in one of four ways: as a tool for dissemination; as a platform for participation; as an environment for the collection of data; and as a risky space that included references to the dangers of online recruitment.

There have been a number of EU actions in this area, for example for the Seventh EU Anti-Trafficking Day 2013, the Lithuanian Presidency and the European Commission organised a conference entitled 'Exploring the Links between the Internet and Trafficking in Human' (European Commission, 2016).

In most cases, the funded projects are utilising the internet as a storage and/or dissemination tool, for example as a repository for training materials or as a campaigning vehicle for awareness raising. Other funded projects utilised a more participatory approach. For example, the one funded project enrolled concerned citizens in a way which connected the virtual and actual worlds and the Immigrant Council organised a social media campaign

around anti-trafficking beermats, where participants took photos of these in bars and then posted photos to the project Facebook and Twitter feeds.

Funded projects also used the internet as a resource by which to acquire data, i.e. the utilisation of the internet as a source of information about trafficking, for example, providing platforms for feedback from workshop participants, interviews with victims of trafficking, questionnaires for practitioners, etc.

Several funded project utilised the internet as a tool for tackling traffickers, often involving criminal investigators. For example developing or implementing blocking technology with Internet Service Providers and investigating payment systems which reveal the existence of certain patterns. One funded project demonstrates this approach in its recognition of the internet as playing a key role in recruitment for both sexual and labour exploitation, thus the need for investigations to increasingly engage with online recruitment. Recommendations from funded projects in this area, include the monitoring of the internet and social media, by digital investigators under the recognition of these digital spaces as the new market place where demand for and supply of sexual services are brought together. Effective engagement here requires investigators to cooperate closely with web masters and internet providers. The funded projects also identified a need for more internet/digital investigators; there is not yet a sufficient pool of specialists who are able to perform this function at the EU level.

Several funded projects articulate use of the internet as a dangerous risk to be safeguarded against. This was especially the case with children and other 'vulnerable groups'. Some funded projects recommend restricting and monitoring children's use of these digital spaces. However other funded projects suggest these restrictions can make children less safe. For example, one funded project found more inexperienced child Internet users do not understand the significance of chatting to adult strangers or discussing sex. Other funded projects recommend teaching digital literacy, internet safety (such as encryption techniques), with one funded project using case studies of digital scams like a Model Agency or au pair advert to highlight trafficking risk.

Funded projects which focused on online recruitment made specific recommendations in this area, including: supporting national regulation to require all job recruiters be licenced; dedicated job portals with safety advice and information; consideration to developing a pan-EU web platform with information and links to assistance in all EU Member States that would be linked with certified recruitment portals; independent monitoring of Internet safety in relation to online recruitment and linked with labour inspection; social networking sites to be encouraged to implement safety features in relation to impromptu job offers; and greater capacity-building and awareness raising among vulnerable groups.

Next steps on online recruitment

Despite increasing evidence (Blair, 2014 (human slavery in cyberspace); Heil et al, 2014 (hot spot trafficking); Hughes, 2001; 2014 (impact of new technologies on trafficking, gender and sexual exploitation); Latonero, 2011; 2012 (trafficking in relation to social networking and classified sites); Leary, 2014 (legal investigation of trafficking cases); Mitchell and Boyd, 2014 (role of technology in child sexual exploitation); Sarkhar, 2015 (use of technology in human trafficking networks); Silva et al., 2014; Wang et al., 2012b (data integration from open internet sources to combat underage sex trafficking); Thakor and Boyd, 2013 (technology and the anti-trafficking movement)) that trafficking has moved into the digital realm, there is still an emphasis on trafficking as an 'offline' crime. The next step is to reconceptualise trafficking as a crime which operates in the online and offline realms simultaneously (see Walby et al, 2016).

The key issues which need addressing in the next steps are: identification of victims in cyberspace; developing expertise and coordinated international practices and policies in gathering and the use of 'digital' evidence; the use of digital technologies as a means of disseminating information on rights of victims and enabling victim self-identification into safe supportive spaces; and interdisciplinary, gendered, technology development for tracking victims, traffickers and trafficking traces through cyberspace.

4.1.5..5. E.4. Targeting trafficking for labour exploitation

Trafficking for labour exploitation is one of several forms of exploitation. The actions and funded projects that target trafficking for labour exploitation significantly overlap with Priority B on prevention.

The reason for the overlap is that most of the funded projects concerning trafficking for labour exploitation involve the analysis of the regulation of intermediary institutions rather than directly addressing the victim (through services) or the trafficker (through criminal prosecution). Hence few of the actions concern services to victims or the prosecution of traffickers. Many of the issues concern the development of and compliance with the regulation of entities in chains linking supply and demand.

The relevant funded projects are addressed in detail in the earlier section of this report on B: *Stepping up Prevention*.

5. Concluding remarks and ways forward: identifying trends, emerging research and policy questions to address

Trafficking in human beings is a serious and organised crime that is centred on the exploitation of the vulnerability of others. The prevention of trafficking in human beings that is, its eradication, requires: following the money in order to eliminate profit-making from trafficking in human beings; reducing demand for the services of victims of trafficking for all forms of exploitation; improving accountability including through the participation of civil society; increasing access to justice and reducing impunity.

This study examined a dataset of EC-funded projects and analysed how they contributed to the objectives of the EU anti-trafficking strategy. It further identified areas that could require further analysis, focus and development such as: **national referral pathways, improving engagement of child protection systems, identification of victims of trafficking by widening the focus of current training strategies, provision of information on the rights of victims, smarter use of existing laws and regulations to contribute more effectively to eliminating profit-taking from the exploitation of others and reducing demand for the goods produced by and services of victims of trafficking, prevention initiatives which focus on forms of exploitation other than labour, especially sexual exploitation, which is rarely the focus of the current funded projects on prevention, effective ways for law enforcement and prosecutions services to cooperate and to work across borders in order to follow traffickers, including Joint Investigation Teams, building the capacity of civil society to take a more active role in holding governments to account, acknowledging that the gender dimension and gender specificity is threaded through many aspects of trafficking in human beings, examination of intricacies of the ways in which multiple inequalities connect with trafficking has not yet sufficiently understood or effectively addressed, the use of internet on identification of victims in cyberspace; developing expertise and coordinated international practices and policies in gathering and the use of 'digital' evidence, improving and deepening data collection**.

On the distribution of EC-funded projects, the study found that two thirds of funded projects and EC funding was awarded to principal grant holders located in EU Member States and one third to principal grant holders located in non-EU countries. Just over half of funded projects in the Trafficking Projects Data Set were led by non-governmental organisations (NGOs) (52 %). 40 principal grant holders have been awarded multiple funded projects (two or more) and 181 principal grant holders awarded a single funded project. Of those awarded multiple funded projects, five have been awarded five or more. These five principal grant holders received just over EUR 42.5 million of EC funding for these 39 funded projects (12 % of the total number of funded projects). This EUR 42.5 million is almost one third (27 %) of the total EC funding for the funded projects. Projects led by international organisations were awarded, on average, EC funding per project which was significantly higher than any of the other types of principal grant holder at EUR 1.1 million compared to less than EUR 500,000.

The highest proportion of funded projects and EC funding was allocated to funded projects which did not focus on one specific form of exploitation, but rather covered multiple forms (44 % and 56 % respectively), followed by funded projects on child trafficking (23 % and 19 % respectively). Funded projects on child trafficking were awarded EUR 30.5 million. A higher proportion of EC funding is awarded to funded projects on trafficking for labour exploitation (14 %) than to those on trafficking for sexual exploitation (7 %). This is despite the fact that an equal proportion of funded projects focus on trafficking for labour exploitation (12 %) as trafficking for sexual exploitation (14 %). The average EC funding per project on labour exploitation was double the average EC funding per project on sexual exploitation (EUR 569,308 and EUR 231,429 respectively).

Despite 70 % of the funded projects in the Trafficking Projects Data Set being contracted and delivered before the EU anti-trafficking strategy was published, **they contribute towards the objectives of the Strategy** in a number of ways as detailed in chapter four. The chapter **raises a number of issues and makes recommendations on items relevant for future policy orientations** on anti-trafficking of human beings.

The funded projects also clearly demonstrated that trafficking in human beings is not only a policy field in its own right, but is **located at the intersection of several other policy fields**, each of which is gendered and differently resourced and the relevance of this to the development of policy coherence.

The progress and remaining challenges identified by the analysis in this study (and summarised above) can now be used for further development of anti-trafficking policies at EU level. Indeed, building on the achievements of the EU anti-trafficking strategy as well as drawing from the analysis for the funded projects and expert knowledge derived from the review of relevant literature, the study poses key research and policy questions in the legal context of the EU Anti-Trafficking Directive. Thus, the anti-trafficking policies at EU level could focus on:

A: Policy coherence, coordination and accountability

The key issue to be addressed is how to ensure enhanced coordination and cooperation, which are required to support policy coherence and accountability across the EU: to ensure cross cutting principles are addressed; to enhance coherence among the external and internal dimensions of the anti-trafficking policy; to foster inter-agency cooperation; to strengthen accountability; and to reflect on supply and demand.

B: Victims and vulnerability

The policy area concerning victims and vulnerability is two-fold. One focuses on the identification of victims and the provision of services to them. The other focuses on the wider issue of reducing the positions and situations of vulnerability. Among others, questions to be addressed include: enhancing identification of victims by strengthening referral pathways to access justice; and identifying the situations which render people vulnerable to trafficking.

C: Traffickers and trafficking chains

The policy area is in two parts. One focuses on traffickers and their prosecution, the second focuses on the wider trafficking chain. Questions to be addressed include: the best use of the digital world; effectively following the money; and the best use of criminal law to reduce incentives for trafficking.

D: Increased knowledge

An improved knowledge base is needed to support the policy framework to eradicate trafficking in human beings. This includes: how to best measure and collect date on trafficking in human beings; and how to advance the broader knowledge base.

A reflection and follow up to these emerging research and policy questions can pave the way towards further developing policies at the EU level in the future.

6. Relevant law and policy instruments

6.1. United Nations

Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others. 1949. 96 UNTS 271, opened for signature 21 March 1950, entered into force 25 July 1951. Available at: https://treaties.un.org/doc/Publication/UNTS/Volume %2096/v96.pdf

Convention on the Elimination of Discrimination Against Women. 1979. Available at: http://www.un.org/womenwatch/daw/cedaw/

Convention against Transnational Organized Crime. 2000. [Online]. 2225 UNTS 209, opened for signature 12 December 2000, entered into force 29 September 2003. Available at: https://treaties.un.org/doc/Publication/UNTS/Volume %202225/v2225.pdf

Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. 2000. [Online]. 2237 UNTS 391, opened for signature 12 December 2000, entered into force 25 December 2003. Available at: https://treaties.un.org/doc/Publication/UNTS/Volume %202237/v2237.pdf

6.2. Council of Europe

Convention on Action Against Trafficking in Human Beings. European Treaty Series No 197. Warsaw, 16 May 2005. Available at: http://conventions.coe.int/Treaty/EN/Treaties/Html/197.htm

Convention for the Protection of Human Rights and Fundamental Freedoms. European Treaty Series No 5. Rome, 4 November 1950, as amended by Protocols No 11 and 14, 1 June 2010. Available at ttp://conventions.coe.int/treaty/en/Treaties/Html/005.htm

6.3. European Union treaties

Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community. 13 December 2007. [Online]. 2007/C 306/01. Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:12007L/TXT

Consolidated versions of the Treaty on European Union, [Online]. 2012/C 326/01. Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:12012E/TXT

The Treaty of Amsterdam 1997. Available at: http://www.europarl.europa.eu/topics/treaty/pdf/amst-en.pdf

6.4. European Union Charter of Fundamental Rights

Charter of Fundamental Rights of the European Union. 2000. Available at: http://ec.europa.eu/justice/fundamental-rights/charter/index_en.htm

6.5. European Union directives

Trafficking

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. Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1438160209126&uri=CELEX:32011L0036

Gender equality

Directive 2002/73/EC of the European Parliament and of the Council of 23 September 2002 amending Council Directive 76/207/EEC on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions (Text with EEA relevance). Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1436864542767&uri=CELEX:32002L0073

Council Directive 2004/113/EC of 13 December 2004 implementing the principle of equal treatment between men and women in the access to and supply of goods and services. Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1429086989424&uri=CELEX:32004L0113

Directive 2006/54/EC of the European Parliament and of the Council of 5 July 2006 on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (recast). Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1435216807215&uri=CELEX:32006L0054

Directive 2011/92/EU of the European Parliament and of the Council of 13 December 2011 on combating the sexual abuse and sexual exploitation of children and child pornography, and replacing Council Framework Decision 2004/68/JHA. Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1436863990864&uri=CELEX:32011L0093

Directive 2011/99/EU of the European Parliament and of the Council of 13 December 2011 on the European protection order. Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1436864083491&uri=CELEX:32011L0099

Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA. Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1436864171238&uri=CELEX:32012L0029

Data protection

Regulation (EC) No 45/2001 of the European Parliament and of the Council of 18 December 2000 on the protection of individuals with regard to the processing of personal data by the institutions and bodies of the Community and on the free movement of such data. Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=URISERV:l24222

Directive 95/46/EC of the European Parliament and of the Council of 24 October 1995 on the protection of individuals with regard to the processing of personal data and on the free movement of such data.
Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:31995L0046

Regulation of services

Directive 2006/123/EC of the European Parliament and of the Council of 12 December 2006 on services in the internal market. Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32006L0123&from=EN

International Labour Organisation

Convention concerning Forced or Compulsory Labour (Entry into force: 01 May 1932). Adoption: Geneva, 14th ILC session (28 Jun 1930). C029 — Forced Labour Convention, 1930 (No 29). Status: Up-to-date instrument (Fundamental Convention). Available at:

http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:312174

Protocol of 2014 to the Forced Labour Convention, 1930. Adoption: Geneva, 103rd ILC session (11 Jun 2014). P029 — Protocol of 2014 to the Forced Labour Convention, 1930. Status: Up-to-date instrument. Available at: http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:3174672:NO

Convention concerning the Abolition of Forced Labour (Entry into force: 17 Jan 1959). Adoption: Geneva, 40th ILC session (25 Jun 1957). C105 — Abolition of Forced Labour Convention, 1957 (No 105). Status: Up-to-date instrument (Fundamental Convention). Available at:
http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312250:NO

6.6 European Union strategies, agendas and action plans

The EU Strategy towards the Eradication of Trafficking in Human Beings 2012–2016, COM(2012) 286, final. Available at: http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52012DC0286&from=EN

Strategy for Equality between Women and Men 2010-2015, COM(2010) 491, final. Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52010DC0491&from=EN

Europe 2020: A Strategy for Smart, Sustainable and Inclusive Growth, COM(2010) 2020, final. Available at:
http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:2020:FIN:EN:PDF

Cybersecurity Strategy of the European Union: An Open, Safe and Secure Cyberspace, JOIN (2013) 1, final. Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52013JC0001&qid=1436519438894&from=EN

The European Agenda on Security, COM(2015) 185, final. Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52015DC0240&qid=1436518748712&from=EN

A European Agenda on Migration, COM(2015) 240, final. Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52015DC0240&qid=1436518748712&from=EN

Developing a Comprehensive and Coherent EU Strategy to Measure Crime and Criminal Justice: An EU Action Plan 2006 — 2010. Brussels: EU. Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52006DC0437&from=EN

Action Plan on Human Rights and Democracy, 2015-2019: 'Keeping Human Rights at the Heart of the EU Agenda', JOIN(2015) 16 final. Available at:
https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/joint_communication_on_human_rights_and_democracy_en.pdf

6.7. Proposals

Proposal for a Regulation of the European Parliament and of The Council on the protection of individuals with regard to the processing of personal data and on the free movement of such data (General Data Protection Regulation), COM/2012/011. Available at: http://eur-lex.europa.eu/legal-content/en/ALL/?uri=CELEX:52012PC0011

Proposal for a Directive of the European Parliament and of The Council on the protection of individuals with regard to the processing of personal data by competent authorities for the purposes of prevention, investigation, detection or prosecution of criminal offences or the execution of criminal penalties, and the free movement of such data, COM/2012/010. Available at: http://eur-lex.europa.eu/legal-content/en/ALL/?uri=CELEX:52012PC0010

6.8. European Parliament resolutions on trafficking

European Parliament (2010) Resolution of 10 February 2010 on preventing trafficking in human beings (2010/C 341 E/05). Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52010IP0018&qid=1436519839150&from=EN

European Parliament (2004) Resolution on strategies to prevent the trafficking of women and children who are vulnerable to sexual exploitation (2004/2216(INI)). Available at:
http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1436519839150&uri=CELEX:52006IP0005

European Parliament (2014) Resolution of 26 February 2014 on Sexual Exploitation and Prostitution and its Impact on Gender Equality (2013/2103(INI)). Available at:
http://www.europarl.europa.eu/sides/getDoc.do?type=TA&language=EN&reference=P7-TA-2014-0162

6.9. Council of Europe monitoring documents general reports on GRETA's activities

Group of Experts on Action against Trafficking in Human Beings (GRETA) and the Committee of the Parties are responsible for monitoring the Council of Europe Convention (see: http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Monitoring/default_en.asp) GRETA produce general annual reports (as well as country specific reports) which summarise their activities, as follows:

GRETA (2011) 1st General Report on GRETA's Activities. Strasbourg: Council of Europe. Available at:
http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Gen_Report/GRETA_2011_11_GenRpt_en.pdf

GRETA (2012) 2nd General Report on GRETA's Activities. Strasbourg: Council of Europe. Available at:
http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Gen_Report/GRETA_2012_13_2ndGenRpt_en.pdf

GRETA (2013) 3rd General Report on GRETA's Activities. Strasbourg: Council of Europe. Available at:
ttp://www.coe.int/t/dghl/monitoring/trafficking/Docs/Gen_Report/GRETA_2013_17_3rdGenRpt_en.pdf

GRETA (2015) 4th General Report on GRETA's Activities. Strasbourg: Council of Europe. Available at:
http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Gen_Report/GRETA_2015_1_4thGenRpt_en.pdf

6.10. Council of Europe Parliamentary Assembly resolution

Prostitution, Trafficking and Modern Slavery in Europe Resolution 1983 (2014). Available at:
http://assembly.coe.int/nw/xml/XRef/X2H-Xref-ViewPDF.asp?FileID=20716&lang=en

6.11. EU actions relevant to anti-trafficking

Council of the European Union (2012) EU Strategic Framework and Action Plan on *Human Rights and Democracy*. 11855/12. http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/131181.pdf

Council of the European Union (2015) Council conclusions on the Action Plan on *Human Rights and Democracy 2015 — 2019 as adopted by the Council on 20 July 2015*, 10897/15 COHOM 81, CFSP/PESC 399, COSCE 5, FREMP 160, INF 132, JAI 562, RELEX 604, DEVGEN 132, CONUN 142, From General Secretariat of the Council (20.7.2015), https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/council_conclusions_on_the_action_plan_on_human_rights_and_democracy_2015_-_2019.pdf

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, https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/directive_thb_l_101_15_april_2011_1.pdf

Eurojust (2015) *Strategic meeting on trafficking in human beings: Outcome Report*, The Hague (16-17.4.2015), http://www.eurojust.europa.eu/doclibrary/Eurojust-framework/Casework/Outcome %20report %20Eurojust %20THB %20meeting %2016-17 %20April %202015/Outcome %20report %20Eurojust %20THB %20meeting %2016-17 %20April %202015.pdf

European Commission (2011) *Joint Statement of the Heads of the EU Justice and Home Affairs Agencies*. https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/joint_statement_final_18_oct_2011_1.pdf

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