



## **REPORT ON INDIVIDUAL ACTIONS IN THE FIELD OF TRAFFICKING IN HUMAN BEINGS- Justice and Home Affairs Agencies (October 2012- October 2014)**

### **1. INTRODUCTION:**

The 17<sup>th</sup> October 2014, on the occasion of the Eight EU Anti-Trafficking Day, the European Commission published the [“Mid-term report on the Implementation of the EU Strategy towards the eradication of Trafficking in Human Beings 2012-2016”](#).

This report contains in an Annex the “Second Activity Report following the Joint Statement of the Heads of the EU Justice and Home Affairs Agencies”. The Agencies’ report provides details on a series of joint actions that have been developed in the field of Trafficking in Human Beings (hereafter THB) by certain Justice and Home Affairs Agencies (JHA) between October 2012 and October 2014, following the Joint Statement of the Heads of the EU Justice and Home Affairs Agencies signed on 18<sup>th</sup> October 2011 on the occasion of the Fifth EU Anti-Trafficking Day. These agencies are: *the European Police College (CEPOL), Europol, Eurojust, the European Union Agency for Fundamental Rights (FRA), the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex), and the European Asylum Support Office (EASO)*<sup>1</sup>.

This document aims to complement that Report on Joint Actions in the field of THB by enumerating the main actions individually developed by the Agencies in the field of THB between October 2012 and October 2014. It has been coordinated by EASO in its position as Chair of the EU’s Justice and Home Affairs Agencies network for 2014.

### **2. INDIVIDUAL ACTIONS OF THE JHA AGENCIES:**

#### **I. CEPOL:**

CEPOL — European Police College is the European agency tasked with organising training for police officers in Member States of the European Union (EU). It brings together police officers across Europe to encourage cross-border cooperation in the fight against crime and in maintaining public security and law and order by providing learning and training opportunities for law enforcement officers throughout the EU. In order to fulfil this mandate and achieve its aims CEPOL works closely together with the Member States, the JHA Agencies and other stakeholders at international level.

CEPOL’s learning and training products include:

- Courses, Seminars and Conferences
- Common Curricula
- European Police Exchange Programme

---

<sup>1</sup> The European Institute for Gender Equality (EIGE) has also contributed to a number of the activities listed in the report.



- Online Learning Modules
- Webinars

CEPOL has been contributing to the EU Policy Cycle priorities and consequently has been participating in the planning of the Operational Action Plans since 2012. By aligning its activities with the requirements thereof CEPOL ensures that its products reflect the training needs as expressed within the EMPACT groups. All priority topics are supported with training packages as indicated in the Operational Action Plans. CEPOL offers focused learning activities such as courses, seminars, exchange events, webinars, online modules, common curricula as described above. Consequently this is also valid for the EMPACT group on Trafficking in Human Beings.

CEPOL further bases its Work Programme on an annual Training Needs Analysis which aims to provide a clear picture of the training needs at EU level. Part of this procedure is also the involvement of stakeholders including the relevant agencies of the European Union. Input from these procedures leads to the development of a calendar of training activities which is implemented throughout the year. CEPOL applies a multi-layered portfolio approach to topics identified by means of the Training Needs Analysis in order to satisfy the needs of various target groups: supporting national entry level training, building awareness of a wider audience and facilitating specific skills in specialists and experts. For each target group a suitable learning method is offered. For example, in the THB area, a Common Curriculum on this topic supports national training; an Online Learning Module, being a self-paced learning tool, increases awareness on THB; specialist skills are developed by courses and webinars; and finally the European Police Exchange Programme facilitates an in-depth exchange of good practices and approaches as available within the EU. More in detail<sup>2</sup>:

➔ **Learning products:** With the aim to support the development of a common level of knowledge amongst law enforcement officers in the MS and beyond, CEPOL implements Common Curricula and, linked with those, Online Learning Modules. Both products are accessible on CEPOL's website in the Learning Management System (LMS): the common curricula are a supporting tool for training at national level and they specifically focus on the European dimension concerning the specific topic; the online learning modules can be used by individual learners for self-paced learning (they also include a tool to test one's own learning) and also by trainers to support class-room training. With the support of experts from the MS, CEPOL has developed and regularly updates a Common Curriculum on Trafficking in Human Beings as well as an Online Learning Module on this topic including a glossary and a large number of case studies, to be found also on the LMS, to support national training and individual learning.

➔ **Residential and online training activities:** CEPOL designs and implements residential training activities in order to support skill development in police officers and experts. The courses on Trafficking in Human Beings cover issues like THB prevention mechanisms, labour exploitation, the EU Policy on THB etc., as well as relating topics like fundamental rights and

---

<sup>2</sup> For details concerning the content and participation figures, please refer to the Second Report on Activities following the Joint Statement of the JHA Agencies: [www.cepola.europa.eu](http://www.cepola.europa.eu).

child exploitation on the internet. The training activities are open to police officers from the EU MS; participants from the Candidate and Associate countries as well as the Western Balkan and Eastern Partnership countries can attend with national funding. Trainers also come from the MS as well as from JHA and other agencies in the field and relevant international organisations.

Another type of training activity is the webinars. This training method is suitable for short and precisely specified topics as the length of a webinar ideally should not exceed two hours. This training tool is cost-effective as participants only require a laptop or pc, an internet connection and headphones or speakers. This approach allows a much wider outreach as the average attendance rate is 130 participants per webinar. In the area of Trafficking in Human Beings, in 2013 and 2014, webinars have included topics like the work done by the Anti-Trafficking Coordinator's Office at the European Commission and the Directive on THB, the Operational Action Plan of the EMPACT group on THB, best practices in THB prevention programmes, and labour exploitation.

➔ **European Police Exchange Programme:** Since 2007 CEPOL has been providing learning opportunities through exchanges. This allows law enforcement officers from the EU MS, and since 2013 also from the ENP and Western Balkan countries and Turkey, to visit each other thus gaining insight into each other's way of working on specific pre-defined topics, including the priority topics of the EU Policy Cycle. This type of learning is very close to real practice and thus provides the exchanges with a better understanding of law enforcement work across the border, which will eventually make operational cooperation with colleagues in other countries easier. Trafficking Human Beings has been one of the priority topics for this programme since its beginnings.

## II. EASO:

EASO's task is to contribute to the coherent implementation of the Common European Asylum System by facilitating, coordinating and strengthening practical cooperation among Member States on the many aspects of asylum.

Addressing THB is a constant in EASO work programmes since it was established in 2010. As a part of EASO activities to support the development of the Common European Asylum System, EASO focuses on vulnerable groups within mixed migration flows. Potential victims of THB are a special group within vulnerable groups in the asylum process. To ensure, that asylum officials will have a raised awareness on detecting and referring THB victims, tools and information are being developed as part of capacity building in the EASO tool box. In this regard, EASO is mainstreaming THB aspects related to asylum in all EASO activities, and supports policy coherence. Some examples are the following:

➔ EASO is working with Member States on a common methodology to report statistics to be used in its **"Early warning and Preparedness System" (EPS)** to analyse trends in THB within flows of asylum applicants in the EU. From April 2014, EASO launched the collection of indicators under stage II of the EPS based on a common methodology and harmonised definitions. Member States report statistical data for the purpose of analysing trends,

potentially including in THB within flows of asylum applicants in the EU. The set of indicators in this stage include disaggregation for Unaccompanied Minors (UAM), with reference to applicants who claim to be UAM. In the case of the indicator for “withdrawn applications” this disaggregation could provide insight into children who are victims of trafficking, for example, when an application is lodged by a minor applicant to be later withdrawn after the applicant gained access to the territory.

- ➔ EASO recruited at the end of 2013 a **full-time officer** (Seconded National Expert) focused on gender , gender identity and sexual orientation issues, which includes to address the gender-specific phenomenon of Trafficking in Human Beings.
- ➔ The **EASO Annual Report on the Situation of Asylum in the European Union 2013** includes several references to THB, for example when referring to the situation in some countries as Eritrea, Nigeria or within the section on “Vulnerable applicants”. There are also many references done to THB when referring to the 4 December 2013 Communication of the Task Force Mediterranean which includes numerous actions earmarked for EASO as the fight against human trafficking and smuggling and criminal networks.
- ➔ EASO has developed an **Action Plan** on its measures established in the European Commission Communication on the Task Force Mediterranean. EASO measures include a pilot project with Member States to learn more about smuggling and trafficking routes.
- ➔ EASO has developed together with some Member States, a **quality tool on “Personal Interview”** that is intended as a practical checklist and brief guidance to accompany the case officers across the European Union and beyond in their daily work. The tool helps to identify vulnerability factors, among them, being a victim of human trafficking. This tool will be completed with the new quality tool that is being developed by EASO and Member States on **“Identification of persons with special needs”**, where “victims of trafficking of human beings” will be an specific category, according to categories listed in the Reception Conditions Directive Art 21 and Recital 29 of the Asylum Procedures Directive.
- ➔ EASO is developing **pilot projects on joint processing** of asylum cases focussed on the **identification of vulnerability**, including THB. The United Kingdom, Norway and Slovenia explored together the assessment of vulnerability in various stages of the asylum procedure. The possibility of joint processing was analysed from two different perspectives: 1) Detection of vulnerability in general in the asylum process; and 2) Handling specific asylum cases involving persons with special needs (e.g victims or potential victims of trafficking). The question of special needs can arise at any stage of the procedure. Therefore there is a need for an overall approach towards vulnerability-sensitive elements, in order to guarantee the quality of the asylum system. Pre-screened cases by a Host Member State, indicating that an asylum-seeker might have special reception/procedural needs, will be further handled by the EASO Processing Support Teams, which will evaluate the cases and will make a recommendation on case referral, based on their evidence assessment.



### III. EUROPOL

Europol has had a dedicated THB response since 2003. The current THB project is called Focal Point (FP) PHOENIX. The purpose of this FP is to support the competent authorities in preventing and combating the forms of criminality associated with THB by Organised Crime Groups (OCGs), as well as any associated criminal activities within Europol's mandate uncovered in the course of the investigation into these criminal networks in the Member States concerned. Some other examples of Europol's individual actions developed in the field are the following:

- ➔ **Operational support** - Europol has set up unique operational tools called Analysis Work Files that enable the collection, analysis and dissemination of operational information from and to Europol operational partners. Europol's analytical capabilities are based on advanced technology adjusted to the needs of law enforcement. The IT tools which Europol dedicated analysts enjoy can allow our organisation to identify opportunities for investigators which cannot be recognised at national level, effectively allowing them to tackle Organised Crime in the most comprehensive way possible. On-the-spot assistance is given to THB investigations in the centre of Member States Operations, by deploying dedicated personnel equipped with a mobile office that allows investigators to receive support on the spot and benefit fully of Europol operational capabilities from the area of operations. In this operational framework Europol also provides support to Joint Investigation Teams.
- ➔ **Operational analysis** - In order to support THB operations, Europol has infrastructures in place to successfully provide investigators with a platform for the secure exchange of information of THB data, transmitted rapidly through the network of Europol National Units in each EU Member State and in third countries with which operational cooperation agreements are in place. The Secure Information Exchange Network Application (SIENA) is a state-of-the-art tool designed to enable swift, secure and user-friendly communication and exchange of operational and strategic crime-related information and intelligence.
- ➔ **Information exchange** - Europol Information System is a database, Europol provides Member States with, and that allows Member States to store directly criminal information, including THB data.
- ➔ **Data collection** - Strategic analysis is another important aspect of Europol's analytical activities in the field of THB. Europol's strategic analysis team provides national competent authorities and policy-makers at national and EU level with strategic assessments of threats linked to THB, in the SOCTA and in Early Warning Notifications.
- ➔ **Support to the EU Policy Cycle** - Europol plays a key role in the multiannual EU Policy Cycle aims to tackle the most important serious criminal threats to the EU in a coherent way, where human trafficking has been identified as one of the priority crime threats. Implementation is carried out in the framework of the EMPACT THB project, which is the multilateral cooperation platform to address THB on EU level for the next four years. It is part of the intelligence-led policing approach to tackling organised crime, identifying priorities and establishing an international team-work approach to bring down criminal groups that threaten the security of the European Union. The work of the priority is making



progress across a range of complementary strategic goals and is focussed on outcomes whether hitting project targets or delivering operational results.

- ➔ **Raising awareness** – Europol engages on regular basis in various awareness raising activities on THB in the Member States

#### IV. EUROJUST:

Trafficking in Human Beings has been and continues to be one of the operational work priorities for Eurojust. Eurojust supports and stimulates the cooperation and coordination between national authorities of the Member States in the investigation and prosecution of THB. Here are the main examples:

- ➔ **Operational support** - The assistance from Eurojust includes: (i) support for the execution of requests for judicial cooperation, of EAWs and of other instruments giving effect to the principle of mutual recognition; (ii) coordination of (simultaneous) investigative and judicial activities through the organisation of Eurojust coordination meetings and coordination centres in THB cases; (iii) legal advice and support in the setting up of JITs, as well as support for the financing and functioning of JITs in THB cases; (iv) support for asset recovery procedures in THB cases; (v) identifies main obstacles to judicial cooperation in THB investigations and prosecutions and collects best practices for dissemination to the Member States; (vi) cooperates with third States in THB cases, in accordance to the Eurojust's mandate. From 1 January 2012 until 31 March 2014, Eurojust assisted the Member States in 158 THB cases, organised 45 coordination meetings, with Europol participating in 19 of them, and five coordination centres in THB cases. For the same period, Eurojust awarded funding in respect of 30 applications for JITs in THB cases and provided, whenever requested, assistance to their setting up and functioning.
- ➔ **Dedicated team to fight THB** – A Trafficking and Related Crimes Team functions at Eurojust to provide expertise in the fight against THB and drug trafficking linked to organised crime. The Vice-chair of the TRCT is the THB contact point for the JHA agencies.
- ➔ **Strategic Project on THB** - Eurojust has developed a strategic project and action plan in the fight against THB. In this context, it has conducted in 2013-2014 an analysis of THB cases registered at Eurojust. A mid-term report on the implementation of the action plan will be published by the end of 2015.
- ➔ **Contribution to EMPACT THB** – Eurojust participates in the THB EMPACT project in the context of the policy cycle 2013-2017. In July 2013, Eurojust actively participated in the drafting sessions for the setting of MASP strategic objectives on THB. In October 2013, Eurojust contributed to the development of the 2014 Operational Action Plan on “THB”. In this context, Eurojust was associated to the operational activities of the sub-projects ETUTU (identifying Nigerian THB victims and obtaining intelligence from them) and Chinese THB (targeting Chinese criminality linked to THB). In 2014, Eurojust continued to actively participate in all EMPACT THB meetings, including the OAP 2015 drafting session in October 2014.



- ➔ **Project FIDUCIA** – Since 2010, Eurojust and the Oxford University have cooperated in the framework of Project FIDUCIA (New European Crimes and Trust-Based Policy). This project focuses on the dynamics and structure of organised crime groups dealing with trafficking (of drugs and/or persons), their methods of payment and trust mechanisms. In December 2013, Eurojust actively participated in a Workshop on Trafficking and Related Crimes organised at Nuffield College in Oxford in the context of the Project FIDUCIA.
- ➔ **Cooperation with third States and international organisations** – In order to assist the national authorities of the Member States to increase judicial cooperation with countries from outside the EU, Eurojust has appointed contact points in third States and has concluded cooperation agreements with several non-EU countries. Cooperation agreements between Eurojust and Liechtenstein (2013) and the Republic of Moldova (2014) have entered into force while negotiations are on-going with the Ukraine. Due to the current geopolitical situation negotiation of the cooperation agreement between Eurojust and Russian federation has been suspended. At the end of 2012, the Trafficking and Related Crimes Team has established cooperation with the UN Informal Working Group on THB. It also attended meetings of the UNODC Commission on Crime Prevention and Criminal Justice in Vienna.

#### V. FRA:

FRA undertakes comparative research, including surveys and qualitative research on various fundamental rights issues. The following FRA projects and publications also address THB:

- ➔ **Handbook on Child Guardianship (focusing on the specific needs of child victims of trafficking):** FRA undertook comparative desk research on guardianship for child victims of trafficking in the EU. Based on the research findings, a handbook to reinforce guardianship systems to cater for the specific needs of child victims of trafficking (2014) was published and a comparative overview of existing practices is planned for publication in 2015.
- ➔ **Fundamental Rights at Border Crossing Points:** The Agency's project on fundamental rights at the EU's external border crossing points, covering land borders and airports, involved interviews with border guards, travellers and other stakeholders. The project looks at systems in place at border crossing points to identify possible victims of human trafficking and refer them to appropriate national structures (reports forthcoming in November 2014).
- ➔ **Fundamental rights at Europe's southern sea borders:** Field research at the EU's southern sea borders reviewed also the extent to which emergency response mechanisms dealing with migrants and refugees arriving on Europe's shores are adequate to identify possible victims of human trafficking and to provide them with initial assistance and protection. The results of the research have been published in 2013 in a report on
- ➔ **Severe Forms of Labour Exploitation:** The project on severe forms of labour exploitation is mapping risk factors which facilitate migrants' exploitation at work, and also analyses the effectiveness of tools Member States have at their disposal to address severe forms of labour exploitation which in some cases may amount to trafficking in human beings (publication forthcoming in 2015).
- ➔ **Report on child trafficking:** In 2009, FRA published a comparative report on Child Trafficking in the EU: Challenges, perspectives and good practices. It looks at problems in data collection, and



highlights issues such as the disappearance of children from shelters, the problem of identification of victims, and the low level of convictions for child trafficking in EU Member States.

- **Victim Support Service provision:** The project on victim support services in the EU compares existing provision for different victims of crime in the EU with the potential to address the needs of specific vulnerable groups – such as victims of trafficking and labour exploitation. The results of the project will be published at the end of 2014 or the beginning of 2015, and will assist the European Commission when reviewing implementation of the Victims' Directive.
- **Legal handbooks for practitioners:** FRA also produces legal handbooks for practitioners. In 2013 it published a handbook on European law relating to asylum, borders and immigration together with the European Court of Human Rights. An updated version of this handbook, which also covers victims of human trafficking, was issued in 11 EU languages in 2014.
- **Large-scale surveys on specific groups or issues:** Although not directly targeting trafficking, two large surveys, the first on the Roma population (1500 individuals interviewed in each of 11 MSs) and the second on Violence against Women (42,000 women interviewed across all 28 EU Member States) contain findings that are relevant to the field of trafficking.

## VI. FRONTEX:

Frontex promotes, coordinates and develops European border management in line with the EU fundamental rights charter applying the concept of Integrated Border Management.

Frontex helps border authorities from different EU countries work together. Frontex's full title is the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union. The agency was set up in 2004 to reinforce and streamline cooperation between national border authorities. In pursuit of this goal, Frontex has several operational areas which are defined in the founding Frontex Regulation and a subsequent amendment. The most important areas of activity related to the fight against trafficking in human beings are:

- **Joint Operations** — Frontex plans, coordinates, implements and evaluates joint operations conducted using Member States' staff and equipment at the external borders (sea, land and air).
- **Training** — Frontex is responsible for developing common training standards and specialist tools. These include the Common Core Curriculum, which provides a common entry-level training rationale for border guards across the Union, and mid- and high-level training for more senior officers. A draft e-Learning tool was prepared in 2013 by Frontex and will be reviewed in the first half of 2014. Moreover, a training tool assessment will be developed.
- **Risk Analysis** — Frontex collates and analyses intelligence on the ongoing situation at the external borders. These data are compiled from border crossing points and other operational information as well as from the Member States and open sources including mass media and academic research
- **Research** — Frontex serves as a platform to bring together Europe's border-control personnel and the world of research and industry to bridge the gap between technological advancement and the needs of border control authorities.



Frontex works closely with the border-control authorities of non-EU/Schengen countries — mainly those countries identified as a source or transit route of irregular migration — in line with general EU external relations policy. Frontex has agreed a working arrangement with Nigeria where THB is explicitly mentioned<sup>3</sup>.

In the last 2 years Frontex supported the following EU funded projects:

**“Joint Efforts of Police and Health Authorities in the EU-Member States and Third Countries to Combat and Prevent Trafficking in Human Beings and Protect and Assist Victims of Trafficking”:**

The project is implemented by Payoke and the Danube University Krems. It aims to reinforce the EU Counter Trafficking (CT) response, by strengthening co-operation among CT specialists from law enforcement, judiciary and NGOs and extending such cooperation to health authorities, officials and health care providers as well as border guards from participating EU and non – EU countries. Frontex was a member of the Expert Group of the project. ([www.joint-efforts.org](http://www.joint-efforts.org) )

**“Towards a Pan-European Monitoring System of Trafficking in Human Beings”** Project (Pan-EU MoSy): The overall objective is to share with other countries a THB Monitoring System in the framework of best practices regarding the harmonisation of procedures for the collection, treatment, analysis and sharing of information. More specifically, the project seeks to develop a Common European System to support data analyses at a transnational level, namely by sharing territorial-based statistical data and to deliver customised technical solutions and promote a network of data providers. Frontex is a member of the Steering Group of the project.

The **“Capacity Building for Migration Management (CBMM) in China Project”**: The project aims at enhancing the knowledge and understanding of respective migration management systems between relevant Chinese and European Union Member State authorities, as well as promoting co-operation between China and the EU in the field of migration. This is done through exchange of expertise, information and personnel. Frontex participated in a training of Chinese government officials, mainly border guards, on combating THB.

**Eastern Partnership - Integrated Border Management - Flagship Initiative Training Project (EaP IBM FIT project)**: The overall objective of the proposed action is to facilitate the movement of persons and goods across borders in the six EaP countries, while at the same time maintaining secure borders through the enhancement of inter-agency cooperation, bilateral and multi-lateral cooperation among the target countries, EU member states and other international stakeholders. Frontex supported ICMPD during three anti-trafficking trainings for border guards and front line agencies of Eastern Partnership Countries. ([www.eap-fit.eu/en](http://www.eap-fit.eu/en) . )

**The Euromed Police III Project** aims at fostering co-operation on police issues between the ENPI<sup>4</sup> South countries and territories and EU countries, and between ENPI South partner countries and territories themselves. The project aims to contribute to the strengthening of rule of law and human rights in these countries. Frontex contributed to a training seminar on the fight against trafficking in human beings. ([www.euromed-police3.eu](http://www.euromed-police3.eu) . )

<sup>3</sup> [http://frontex.europa.eu/assets/Partners/Third\\_countries/WA\\_with\\_Nigeria.pdf](http://frontex.europa.eu/assets/Partners/Third_countries/WA_with_Nigeria.pdf)

<sup>4</sup> European Neighbourhood and Partnership Instrument



The **RACE in Europe Project**: A response to the issue of human trafficking for forced criminal exploitation in Europe, is a two-year initiative by Anti-Slavery International and its partners, to improve knowledge and responses to human trafficking for the purposes of forced criminal exploitation and forced begging in Europe. Frontex attended a European seminar on addressing trafficking for forced criminality and forced begging. ([www.raceineurope.org](http://www.raceineurope.org).)

Finally, Frontex contributed to a Training Event on THB of the NATO Peace College in Ankara, Turkey and in an event on trafficking in human beings organized by the United States Army War College.