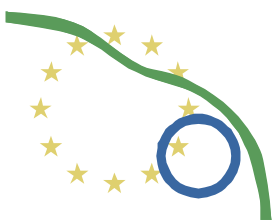
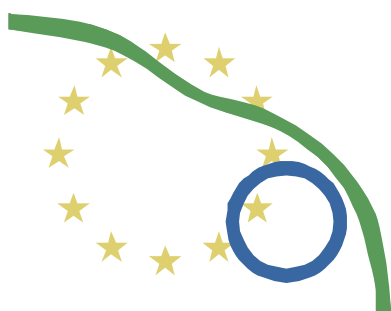


# Situational Overview on Trafficking in Human Beings

European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union



**FRONTEX**  
LIBERTAS SECURITAS JUSTITIA



# FRONTEX

LIBERTAS SECURITAS JUSTITIA

**Warsaw, June 2011**

**Risk Analysis Unit**

**For Public Release**

**Frontex reference number: 10508**

European Agency for the Management of Operational Cooperation  
at the External Borders of the Member States of the European Union  
(FRONTEX)

Rondo 1

00-124 Warsaw

Poland

## Table of contents

Executive summary	5
1. Introduction	7
2. Policy development towards THB issue	8
3. Methodology	10
4. Victims of trafficking in the EU	12
5. Male victims of trafficking	16
6. Minors as victims of trafficking	17
7. Detected traffickers in human beings in the EU	18
8. Conclusions	20
9. Recommendations	21



This page left intentionally blank for double-sided printing

## Executive summary

Although trafficking in human beings (THB) is not frequently reported at the external border of the European Union (EU), this phenomenon is, by its transnational nature, closely related to the national borders and the work of border guards.

As exploitation predominantly starts after the potential victim crosses the border, the data collected for the purposes of this analysis reflect cases of trafficking detained inland (inside the EU). The definitions of trafficking in human beings used by the Member States and Schengen Associated Countries\* (SAC) are not all harmonised with the definition used by Frontex,\*\* where a potential victim of trafficking is understood as “a person that most probably suffered or will suffer from offences related to trafficking in human beings.” Although some Member States and SAC could not provide the numbers of potential victims of trafficking as defined by Frontex, the collected data will be considered comparable for the purposes of this analysis, as the need for a situational overview of THB in the EU and SAC outweighs the need for stricter data guidelines.

\* Iceland, Norway and Switzerland

\*\* Frontex adopts the definition contained in the Proposal for a Directive of the European Parliament and of the Council on preventing and combating trafficking in human beings, and protecting victims, repealing Framework Decision 2002/629/JHA (COM/2010/95 final).

The following analysis is based on statistical data and reports of national rapporteurs provided by Member States and SAC for the years 2008 and 2009, analytical materials collected during Frontex Joint Operations (JO) and open source data. As there is limited intelligence-based evidence on the timeframes, mode, and locations of the arrival of victims of trafficking at the EU external border, reliable conclusions are limited.

Statistical data collected shows that Member States and SAC reported 3 023 potential victims of trafficking from third countries in 2009, while there had been only 2 075 cases reported in 2008. This represents a 27% increase in 2009, if the countries that provided the data in both years are the only ones taken into account. Most of the third-country potential victims came from West African countries (showing an increase of 75% in the years compared), followed by nationals from South America, East Asia, and North Africa.

The most common nationalities among the potentially trafficked non-Europeans are Nigerian, Chinese and Brazilian. Most of the potential victims were trafficked for the purpose of sexual exploitation, but trafficking for forced labour or services is reported as an increasing phenomenon. The same increasing trend is also observed regarding male victims. The number of male victims in 2009 was ten times higher than the number in 2008. The most common male victims were Pakistani nationals, followed by Chinese and Vietnamese.

Another significant observation is that the number of minors who are potential victims of trafficking also rose in 2009. Most of the minors reported by the Member States and SAC came from Nigeria and Guinea and were being trafficked for sexual exploitation, although the exploitation for activities associated with begging or other unlawful activities is reported more frequently than it was reported in 2008.

An increase in the reported cases of trafficked third-country nationals is not easy to interpret, as it may either indicate that the phenomenon of trafficking is on the rise or that the bigger figures result from a greater awareness and detection successes of the Member States and SAC.

As mentioned above, a relatively low number of potential victims was identified by the border control authorities, while most identifications took place inland. This is mainly because exploitation does not usually take place until victims have arrived in their destination countries. As many victims are travelling with genuine documents obtained under false pretences, it is very difficult for border guards to identify features which would mark migrants as potential trafficking victims.\* After the border crossing, the travel documents are usually taken by the traffickers and often reused for similar or other purposes. While at the border crossing point, potential victims are usually not aware of the exploitation awaiting them in the country of destination. However, even if they are aware, the victims frequently cooperate with the traffickers.

\* In this report a look-alike passport (impersonation) is considered to be a genuine document.

Many victims of trafficking are recruited in their countries of origin by replying to false job advertisements; internet and other electronic media are being increasingly used by the recruiters. Relatives also often play an important role in the recruitment. As one of the main causes of trafficking is poverty, relatives, not properly aware of possible exploitation involved, encourage migration. The journey is often organised in small groups and less frequently individually, both with or without a facilitator.

At the border crossing points, it is extremely important that border control authorities are able to recognise minor details and characteristics of potential cases of trafficking, as potential victims are often under the control of the facilitator and are not able to verbally ask for help or are simply still unaware of the dangerous situation they find themselves in.

# 1. Introduction

Over the past few years Frontex has followed the EU trend and given increasing priority to the issue of THB. The main role of Frontex with regard to trafficking in human beings is the identification of victims and traffickers during border control procedures. Frontex activities related to THB include the development of a training manual for border guards related to THB and a handbook for Border Control Authorities on good practices to deal with the phenomenon and the coordination of Joint Operations in which the issue of THB is one of the priorities, such as JO Agelaus 2010, Minerva 2011 and Indalo 2011. Particular relevance is placed on the development of risk profiles of potential third-country national victims of THB.\* This is the fifth such report, with the main aim of providing an overview of the current trafficking situation in the EU.

\* Due to the sensitivity of risk profiles they are restricted to law-enforcement only and cannot be used for public dissemination.

Over the year 2009, the Frontex Risk Analysis Unit collected statistics from the Member States and SAC on trafficking in human beings. This is the third annual data collection of this type.\*\* Every year, an increasing number of the border control authorities of Member States and SAC manages to provide Frontex with relevant statistics, enabling the Agency to prepare an annual situational overview of THB in the EU and SAC. Based on this risk analysis, Frontex has been able to better coordinate targeted JOs involving Member States and other partners with the aim of strengthening external border security by, among other things, intensifying the fight against THB.

\*\* The first data collection took place in 2007, but its overall quality was rather poor.

The report starts with a brief description of current EU actions against THB (section 2) and the methodology used for data collection and analysis (section 3). The analytical part contains an overview and statistical data on victims of trafficking in the EU (section 4), followed by targeted analyses of male victims (section 5), minors as victims (section 6) and detected traffickers in the EU (section 7). The report ends with conclusions and recommendations for further action by Frontex (sections 8 and 9, respectively).

## 2. Policy development towards THB issue

Trafficking in human beings has become an increasing concern and a high priority for the entire EU and its Member States. This is reflected in the number of concrete activities aimed at combating THB that were undertaken in 2010.

On 14 December 2010, the European Parliament adopted a Directive on preventing and combating trafficking in human beings, and protecting victims, responding to the proposal of the European Parliament and the Council, and repealing the previous Framework Decision 2002/629/JHA. This Directive aims to amend and expand the provisions of the Framework Decision by obliging the EU Member States to act on three fronts: prosecuting criminals responsible for the trafficking of human beings, protecting the victims and preventing the offences.\*

Article 11, clause 4 of the Directive states that the Member States shall take the necessary measures to establish appropriate mechanisms aimed at the early identification of, assistance to and support for victims, in cooperation with relevant support organisations. The concept of multidisciplinary teams responsible for identification, including law-enforcement organisations and NGOs, as well as a well-established national referral mechanism, can prove very useful at the external borders with large mixed flows\*\* of migrants.

Article 2, clause 3 provides a precise definition of trafficking that indicates that 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, the exploitation of criminal activities, or the removal of organs. The data collection of Frontex will be adjusted to these types of exploitation.

\* The definition contained in this Directive is the one adopted by Frontex.

\*\* Complex population movements including refugees, asylum seekers, economic migrants and other migrants. IOM: Glossary on Migration, Geneva 2004



**Picture 1: Cecilia Malmström and the EU Anti-Trafficking Coordinator Myria Vassiliadou during the presentation of the anti-trafficking website. Brussels, December 2010**

Another important development at the end of 2010 was the appointment of an Anti-Trafficking Coordinator by the European Commission. The establishment of a Coordinator aims to provide for an overall strategic and policy orientation in the field of the fight against trafficking in human beings and improve the coordination and coherence between EU institutions and agencies as well as with Member States and international actors. The Coordinator is responsible for contributing to the

elaboration of existing and new EU policies relevant to the fight against trafficking in human beings, particularly in relation to third countries. By bringing together prevention,



prosecution through law enforcement and victim protection, the Anti-Trafficking Coordinator aims to ensure that all appropriate means for EU action against trafficking are adequately used and mobilised.

\* The EU Anti-Trafficking day was established by the Commission in 2007 and since then has been celebrated each year on 18 October.

On the occasion of the fourth EU Anti-Trafficking Day,\* the Conference “Towards a multidisciplinary approach to prevention of trafficking in human beings, prosecution of traffickers and protection of victims and partnerships” was held on 18 October 2010. The overall objective of the conference was to identify, as far as possible, potential areas of action against THB and provide impetus in that regard, in continuity with the previous and next Presidencies of the EU. The conference took stock of the goals set by the Stockholm Programme (2010–2014) and the Action Oriented Paper (AOP EU Council of 2009). One of the conclusions of the conference was the need for training of relevant authorities. Responding to this\*\*, Frontex training unit is developing a training module on THB with the support of Member States and international organisations.

\*\* This training recommendation was also later emphasised by its inclusion in the Proposal for a Directive of 29 March 2010 repealing Framework Decision 2002/629/JHA, which was adopted by the European Parliament in December.

### 3. Methodology

The present report is based on statistical data collection and national reports provided by Member States and SAC. Additionally, the analysis includes material collected during Frontex JOs and open source data on THB in Europe.

Altogether 27 countries between Member States and SAC delivered statistics on THB for the year 2009. All countries reported on victims of trafficking and 23 of them also provided statistics on facilitators. In comparison with the previous year, four more countries participated in the data collection.

The information collected from the Member States and SAC includes statistics on victims of trafficking and traffickers, their nationalities, data on whether a victim is a minor, as well as gender-disaggregated data on victims. The collected data also distinguishes between the types of trafficking, the country and place where the victim crossed the EU external border and the roles of the suspected traffickers. The typology of trafficking types and traffickers used in the data collection was based on the draft of the Directive of the European Parliament and of the Council on preventing and combating trafficking in human beings, and protecting victims.\*

The types of trafficking were defined as follows:

- The exploitation of the prostitution of others;
- Other forms of sexual exploitation;
- Forced labour or services;
- Slavery or practices similar to slavery;
- Servitude;
- Exploitation for activities associated with begging or for unlawful activities; and
- Removal of organs.

The traffickers' roles were divided as follows:

- Recruiter;
- Kidnapper;
- Seller;
- Buyer;
- Transporter;
- Harbourer;
- Receiver;
- Exploiter;
- Document/ID Facilitator; and
- Other.

\* To stay in line with the final version of the Directive, the types of THB will be slightly changed in the upcoming data collection. "Forced labour or services" will include begging and the type of THB defined as "exploitation for activities associated with begging or for unlawful activities" will be changed into "the exploitation of criminal activities".

Almost all cases of identified potential victims of trafficking were reported inland, with hardly any trafficking cases reported at the border. In turn, almost no information was provided by the Member States on the place at the EU external border where the potential victim crossed. As such, this statistical data cannot be used as an analytical material for the description of routes of trafficking.

The Member States and SAC reported very thoroughly on the nationalities of the potential victims and detected traffickers. The information about the gender of the potential victims was unknown in 40% of the cases. A similar level of responses was found regarding whether a victim is a minor. In both cases this is a huge improvement in comparison with the data provided for 2008.

The initial findings of the assessment report were presented and debated among the experts of the Member States and Frontex on the annual THB meeting. All Member States as well as relevant EU and international organisations (such as Europol, Eurojust, Fundamental Rights Agency, IOM, ICMPD, Interpol, UNODC, UNHCR and OSCE) were invited to contribute to the event.\*

\* The expert meeting was meant to provide the opportunity for Member State experts, international experts and Frontex to discuss the Frontex THB working programme and the possibilities it holds for development and improvement.

## 4. Victims of trafficking in the EU

In total 6 991 potential victims of trafficking were reported by 27 countries in 2009, whereas in 2008 the 24 countries which provided data reported 5 200 potential victims. This marks an increase of 34% in the number of trafficking victims, though if only the countries that provided data on both years are taken into account the overall increase is of 26%.

Not much progress has been made in the harmonisation of the definition of a victim of trafficking, which means that there is still the risk that this difference in definitions results in double counts of victims initially trafficked from one Member State and later trafficked to another. The number of victims of trafficking reported by the Member States and SAC is often based only on the numbers of residence permits given to victims, assisted victims of trafficking, victims in reception centres or victims in cases under investigation, which means that if the number of all potential victims of trafficking was available, it would be higher than the declared figure.

The identified nationalities of the victims of trafficking are evenly divided between the nationalities of the Member States (43%) and third countries (57%). This shows a small increase of third-country nationals in relation to 2008.

Germany identified the highest number of potential victims of trafficking reported by Member States and SAC, followed closely by the Netherlands. Across the Member States and SAC, almost 25% of the identified victims of trafficking were men and 15% were minors.

In 2008 Cyprus and Slovenia reported almost 100% female victims. In 2009 most of the Member States and SAC reported a high percentage of female victims, but some countries identified more than half of the victims as being male. In that year Sweden, Cyprus, Belgium and Slovenia reported more male victims than female victims, while in Romania almost half of the identified victims were male. Overall the percentages of male victims went up from 10% in 2008 to 25% in 2009.

In 2009 minors were reported in 15% of all cases. In 2008 this was only 3%, but a different way of reporting in 2009 makes it difficult to make an accurate comparison. When the same calculation is used in 2009, the percentage of minors rises to 8%. Germany reported the highest number of minors, followed by Romania and the Netherlands. In 2008, Romania reported 59% of the victims being minors; this number decreased in 2009 to 23%. Lithuania in turn reported an increase from 23% to 44%.

It should be noted that the Member States and SAC reporting the highest numbers of victims of trafficking should not necessarily be considered as the countries where the phenomenon of THB is more widespread. It may well be that the countries with the highest numbers of reported victims simply have better quality mechanisms for identifying the victims and collecting data. This raises the important question of whether the phenomenon of trafficking men is indeed on the rise or if the increase detected is caused by the fact that governments are more aware of this phenomenon and are paying more attention to situations where men are involved.

As it was the case in 2008, Romanian potential victims of trafficking were the most commonly identified by the Member States and SAC; the number of potential victims from Romania doubled in relation to the previous year. Overall, the number of male potential victims increased significantly as did the number of minors. Most of the women were exploited as prostitutes and most of the men for forced labour.

\* A developing trend that has started to gain attention is the trafficking of EU nationals outside the EU's borders. No reliable data, however, is available on the subject so far.

Although the numbers indicate that EU domestic trafficking is a major problem within the Member States\*, provided data shows that most of the potential victims of trafficking originate from third countries. Considering these victims have to cross the EU external border (the safeguarding of which is the key aspect of Frontex mandate), the focus of this report will be on third-country nationals. In 2009 potential victims were reported to originate from one hundred different third countries (see Map 1 overleaf), which shows that trafficking is not constrained to a small number of locations.

Overall, most of the third-country potential victims of trafficking came from Africa, followed by Asia, America and Europe. Africa had a share of 53% of all third-country nationals. In this group, West African nationals are the most commonly encountered group and, within this West African sub-set, Nigerian nationals are the most common victims of trafficking identified by the Member States and SAC. From 2008 to 2009 an increase of 65% was observed, most of them female adults. The trafficking of Nigerians is widespread within the Member States, as ten of them reported victims of this nationality. Almost all cases were related to the exploitation of women in prostitution (the most reported form of abuse of African nationals), although some Member States and SAC are now reporting trafficking for criminal activities. Most of the African victims were reported by Italy.



**Picture 2: Massive flows of migrants from North Africa can increase the risk of trafficking in the EU**

Chinese and Brazilian potential victims are the most often identified within the Member States and SAC after Nigerians. Chinese potential victims are reported to be both male and female, while Brazilian victims are, like the Nigerians, almost all female. However, whereas in 2008 all reported victims were female, in 2009 Brazilian male victims were also reported.

Chinese are reported by nine Member States and Brazilians by eight. While the number of victims from China stayed broadly the same in comparison to 2008, a decrease in Brazilian victims was reported, mainly because of Spain.\* The Chinese male victims were mostly trafficked for forced labour, while the Chinese female victims were mostly exploited for sexual purposes. The Brazilian victims are almost all sexually exploited. These two nationalities represent, like the Nigerians do for Africa, the trend in their region. Asian male victims are often trafficked for forced labour and female Asian and American victims, especially Latin Americans, are mostly trafficked for sexual exploitation.

\* The reason for the significant drop in the number of Brazilian trafficking victims reported by Spain is not immediately apparent and may be the object of further study.

Victims from Morocco are the fourth most identified nationality, while in 2008 they ranked ninth, marking an increase of more than 100%. Italy in particular reported more potential victims of trafficking from Morocco, but other countries reported an increase. Whereas in 2008 all of the Moroccan victims were female, half of them were male in 2009. All the males were trafficked for forced labour and most of the females for sexual exploitation.

From the European countries, victims from the Russian Federation and Ukraine are the most commonly reported, followed by victims from Moldova and Albania. One of the characteristics of this group is a high number of countries reporting European victims. Ukrainian victims were reported by twelve Member States and SAC, and Russian victims – by ten countries.



## 5. Male victims of trafficking

In 2008 for the first time a significant group of male victims was reported by the Member States and SAC.\* The number of potential male victims of trafficking from third countries was ten times higher in 2009 in comparison to 2008. This means that the phenomenon of male trafficking is now not only a problem spoken about, but one that also appears to be statistically significant, as this group now represents 25% of the total of third-country national victims of THB.

Many organisations claim that the problem of male victims of trafficking has always existed but was not visible previously because governments had limited awareness of it. The increased number of male victims reported shows that this blind spot has probably been eliminated.

More than 70% of the male potential victims of trafficking from third countries identified in 2009 were exploited for forced labour, followed by 11% for sexual exploitation. In 2008 all male victims were trafficked for labour exploitation. In 2009, more than half of the potential male victims came from Asia and were trafficked for forced labour. Latin America and Africa represented 25% and 20% of the male victims, respectively. Most of the victims were trafficked for forced labour, but in both groups almost a quarter of the potential male victims were trafficked for sexual exploitation. Victims from Africa were also trafficked to the Member States to be submitted to other forms of exploitation, such as forced criminal activities. Like in 2008, Spain reported the highest number of male victims in 2009, followed by the Netherlands.

\* This statement is based on the data collection undertaken in 2007 and the generalised perception that male victims represent a small percentage of the total of THB victims, which is supported by the focus given in THB legislation to female and child victims.



**Picture 3: Males smuggled to the EU every year are more under risk of trafficking**

Male third-country national victims of trafficking that were identified were mostly coming from Pakistan and China, followed by Bolivia and Vietnam. The Pakistani, Chinese and Bolivian victims were mainly reported by Spain, while the Netherlands also reported Chinese male victims, and Finland reported most of the Vietnamese. In 2008 the numbers were rather low in comparison to 2009, which means that the number of third-country national victims of THB has

increased. The exception is male Honduran nationals, who were less often identified.



## 6. Minors as victims of trafficking

Of the 27 countries reporting victims of trafficking, 15 identified minors as victims, though only five reported minors from third countries. In 2008 all potential minor victims of trafficking reported originated from the Member States, while in 2009 about 10% came from third countries. Germany reported the highest number of THB underage victims\* and was followed by Romania and the Netherlands. If only third-country nationals are taken into account, the cases reported by the Netherlands represent 83% of the total. Most of the minors came from Africa, followed by Asia. More than 25 third countries were reported as countries of origin of the minors, with Nigeria and Guinea being the most reported third countries. Most of the minors were trafficked for sexual exploitation, though they were also reported in other types of trafficking such as forced labour.

\* Germany, however, could not provide the nationalities of these underage victims of trafficking.

\*\* The main goal of the JO Agelaus 2010 was the protection of both accompanied and unaccompanied minors arriving at the external air borders of the EU and SAC, especially in terms of the identification of those at risk of becoming victims of trafficking in human beings.

Data collected during Frontex JO Agelaus\*\* show that there were no cases of trafficking in children reported; however, two cases of suspected smuggling of persons were detected. In both cases it was reported that the minors admitted the presence of facilitators during flights to EU airports. The facilitators were not apprehended upon arrival and national authorities reported ongoing investigations. In several cases, the support of facilitators to minors during different legs of the journey (mainly in transit countries but in a few cases also during flights to the EU) was also reported.



**Picture 4: Minors deserve special protection as they are particularly vulnerable to becoming victims of trafficking**

Although there is no evidence on whether these children were potential victims of trafficking, the *modus operandi* used to enter a European country through an asylum claim\*\*\* is similar to that reported by national rapporteurs of THB as well as by international organisations dealing with trafficking. For instance, the Frontex 2010 Tailored Risk Analysis on unaccompanied minors indicates that Nigerian minors claim for asylum at the border checks and, after being accommodated at special shelters, usually call a previously given number and wait to be collected from the reception centre.

This information leads to the conclusion that in the case of minors, border control needs to be performed with special attention to the THB issue. In the case of those travelling by air border, cooperation between immigration authorities and air carriers should be considered as an important source of information about the real situation of travelling minors.

\*\*\* Out of the total of 172 minors reported during Frontex JO Agelaus 2010, 76 applied for asylum either immediately upon arrival, in the transit area, or after the border authorities refused them entry as they decided that the minors did not meet the conditions for legal entry.

## 7. Detected traffickers in human beings in the EU

More than 3 000 traffickers in human beings were detected by 22 Member States in 2009, whereas in 2008 the number of detections was 2 600 by 20 Member States. When only the Member States that provided data over both years are taken into account, a decrease of 10% was noted in 2009. This decline was mainly caused by the Netherlands and Estonia. In Greece an increase of almost 50% in the number of traffickers identified took place. Germany reported the highest number of traffickers in human beings (see map 2).

Like with the data on identified potential victims of trafficking, the data on detected traffickers in human beings provided by the Member States is not



**Picture 5: The cooperation of Mobile Operational Units and MS authorities results in more efficient detections of facilitators**

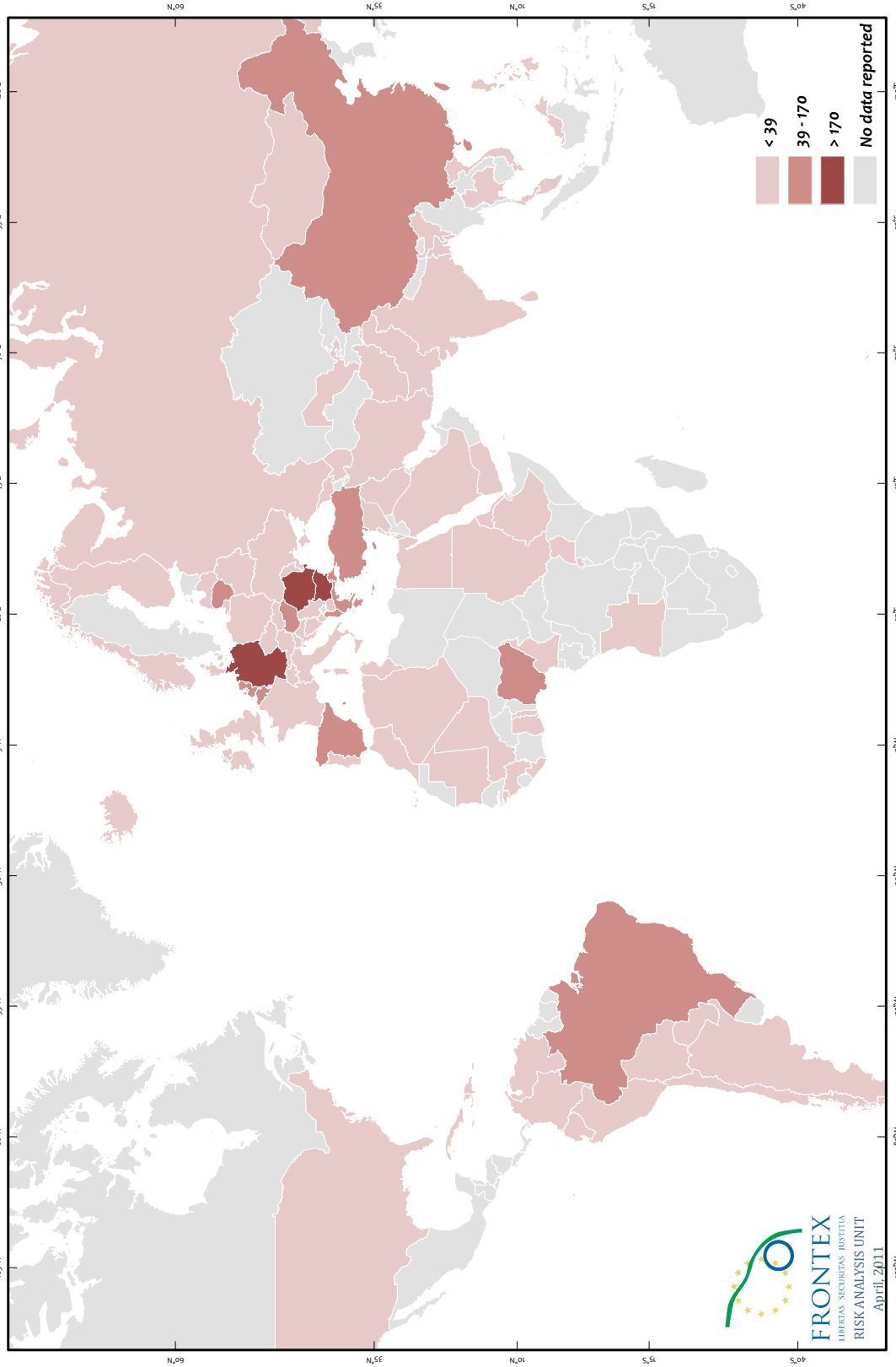
all in line with the definitions used by Frontex. The data is considered to be comparable, however, so a situational overview can be produced. The table below presents an overview of the numbers of detected traffickers as reported by the Member States in 2009.

The Member States reported mainly traffickers from their own territory and from countries where the victims originate, but these latter numbers are significantly lower than the

numbers of the domestic perpetrators. The share of third-country nationals detected as trafficker increased from one fourth to one third of the total.

The number of third-country nationals detected almost doubled in 2009. Nigerian and Chinese traffickers were detected over three times more and Albanian and Turkish traffickers were also reported in higher numbers. This data leads to the conclusion that organised crime groups engaged in human trafficking are based on well developed networks of third-country and Member States nationals.

Map 2: Country of origin of suspected traffickers detected by the Member States and SAC in 2009



## 8. Conclusions

THB remains high on the political agenda of the EU. Member States' border control authorities and Frontex have been given a greater role in the fight against THB. The efficiency of border control activities in the prevention and combating of THB could be further enhanced by increasing the situational awareness and reaction capability of the border control authorities. In order to achieve this, Frontex has launched its own annual data collection on THB and developed related tailored risk analysis products, which form the foundation for planning Frontex operational activities to fight THB at the EU's external borders. As part of its data collection activities, Frontex also collaborates increasingly with Europol, Interpol and third-country law-enforcement authorities to guarantee the flow of intelligence from THB related investigations through Frontex risk analysis products in order to create more carefully targeted border control procedures.

The main challenge related to data collection on THB seems to be the organisation of national databases and data collection of various aspects of the phenomenon that are dispersed between different authorities. As a result, the situational picture remains very fragmented and possible opportunities to actually prevent and fight the phenomenon are not fully made use of.

Most of the potential victims of trafficking identified in the EU in 2009 originated from third countries, but almost half of them were EU domestic victims, especially from the Eastern European Member States. This data is to be contrasted with the data on the place of exploitation, which was mainly the EU-15\* for international as well as for domestic trafficking. In 2009, sexual exploitation was the main form of THB, especially involving women and minors. Trafficking of male victims is observed as an emerging trend. The majority of the suspected traffickers of human beings detected came from within the Member States.

\* The EU Member States before the 2004 and 2007 enlargements: Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden, the UK.

## 9. Recommendations

Frontex should continue contributing to the overall international efforts against THB. Of particular importance is the coordination and collaboration between Frontex and other EU Justice and Home Affairs agencies (Europol, Eurojust and the Fundamental Rights Agency) – acting under the umbrella of the EU Anti-Trafficking Coordinator – to ensure that all aspects related to combating human trafficking are dealt with as efficiently as possible.

Frontex should work closely with Europol, Interpol, as well as Member States' law-enforcement authorities to ensure that **intelligence and knowledge from THB related criminal investigations is fully taken into account in Frontex risk analyses and risk profiles** drawn up to enable the launching of more carefully targeted operational responses at the EU external borders by Member States' border-control authorities and Frontex-coordinated Joint Operations. The main role of Frontex is to support the identification of potential victims and their traffickers. **Increasing the efficiency of border-control authorities would not only help prevent THB, but would also contribute to criminal investigations carried out by authorities responsible for dismantling criminal groups and convicting traffickers.**

Frontex operational activities are intelligence driven. In order to sharpen Member States' targeting of THB and the efficiency of Frontex-coordinated Joint Operations, **Frontex should promote the use of risk profiles of potential victims of trafficking and traffickers.**

It is vital that the risk profiles are operationally relevant and useful. They should also be up-to-date and shared as widely as possible among those involved with border control activities. **Therefore, Frontex should set up a system in order to develop, maintain and share risk profiles continuously.** Risk profiles should be drawn up in close collaboration with Member States' THB experts, Europol, Interpol and non-governmental organisations (especially those supporting victims of trafficking). Information and intelligence from Frontex-coordinated Joint Operations should also be used to update the profiles.

Frontex could also explore possibilities for further data collection in order to **improve early detection of changes in risk profiles regarding *modi operandi*.** In this regard, even private companies such as travel agencies and carriers could serve as sources of useful information. THB is a dynamic phenomenon; traffickers are quick to adapt to the 'market demand' and counter-measures taken by law-enforcement authorities. Frequent analyses are necessary for better the understanding and combating of THB, in particular regarding recently developed or less addressed phenomena such as re-trafficking, the trafficking of EU citizens to third countries and trafficking for the purpose of organ or tissue removal.

Another way of combating and preventing THB for Frontex and Member States' border-control authorities could be **to cooperate with transport carriers to ensure that they are aware of the issue, trained to identify warning signs that can help identify victims of trafficking** and know how to contact the relevant authorities in the relevant EU Member States.\*



**Picture 6: Frontex trafficking in human beings training start-up meeting, February 2011**

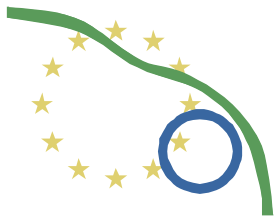
**Frontex needs to extend and develop the training of border-control authorities in the detection of THB cases, in terms of both victims and traffickers.**

The training programme should include procedures to be followed upon detection of suspicious cases for further tracking of potential victims of THB by the respective authorities.

\* In 2009, for example, the US Customs and Border Control took part in "Operation Blue Lightening," an initiative where flight attendants received proper training to help identify and combat child trafficking.

**Special attention in Frontex operational activities related to THB should be paid to the needs of minors, as they are particularly vulnerable victims.**





FRONTEX

LIBERTAS SECURITAS JUSTITIA

European Agency for the Management of Operational Cooperation  
at the External Borders of the Member States of the European Union

**Frontex**

Rondo ONZ 1  
00-124 Warsaw  
Poland