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NATIONAL CONTRIBUTION OF THE NETHERLANDS

Trafficking in human beings – the international dimension

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TABLE OF CONTENTS

1. BACKGROUND AND RATIONALE FOR THE STUDY	2-3
2. STUDY AIMS AND OBJECTIVES	3-4
3. SCOPE OF THE STUDY	4-5
4. DEFINITIONS	5-7
5. METHODOLOGICAL CONSIDERATIONS	8
6. NATIONAL CONTRIBUTION OF THE NETHERLANDS	
6.1. TOPLINE-FACTSHEET	9-10
6.2. RESEARCH QUESTIONS AND ANSWERS FROM THE NETHERLANDS	
• Section 1: introduction and mapping of policies and measures	11-25
• Section 2: policies and measures related to preventing and reducing the demand that fosters trafficking in human beings	25-28
• Section 3: policies and measures related to law enforcement and judicial response with a view to breaking the criminal model of traffickers	28-33
• Section 4: policies and measures related to the identification, protection, support and empowerment of victims of trafficking	33-36
• Section 5: cooperation with third countries and with international organisations	36-38
• Section 6: needs and future national measures and policies	38-39

*This is the national contribution of the Netherlands to the 2025 EMN study 'Trafficking in human beings – the international dimension'. This report reflects the legislation, policies and measures of the Netherlands, as well as good practices and challenges. Other National Contact Points (NCPs) in EMN Member and Observer Countries have produced similar reports. The national contributions have been prepared on the basis of a common EMN template with study specifications to ensure, to the extent possible, comparability between the Member States. **Please see:** emn.nl/actueel/hoe-pakken-de-eu-eu-lidstaten-en-andere-europese-landen-mensenhandel-internationaal-aan for the full Inform.*

1. BACKGROUND AND RATIONALE FOR THE STUDY

As shown in the reports on the progress made in the fight against trafficking in human beings published by the European Commission,¹ every year, over 7 000 victims of trafficking in human beings are registered in the European Union (EU). On average, 45% of the victims are non-EU citizens.² However, the latest data show that over 10.000 victims of trafficking were identified in the EU in 2022 and that 63% of them were third-country nationals.³ This change in trends show even more the importance of the international dimension of trafficking in human beings.

In several EU Member States, most victims are third-country nationals, and victims and traffickers are often of the same nationality. Some third-country national victims of trafficking are smuggled to the EU for the purpose of being trafficked by organised crime groups or networks which operate across borders. The debts incurred to finance their travel to the EU make them particularly vulnerable. Others are trafficked along their journey towards the EU. Some victims reach the EU via regular migration pathways, sometimes pursuing apparently legitimate job offers, and then fall into the hands of traffickers once in the EU. This shows the link between trafficking in human beings and both legal and irregular migration. In addition to the registered victims, many more remain undetected. This affects especially third-country nationals, as they face additional barriers to identification.⁴

The **EU Strategy on combatting trafficking in human beings 2021-2025**⁵ highlights the need for a comprehensive response to tackle the trafficking phenomenon that combines legal, policy and operational initiatives. Its four main pillars concern: 1) prevention; 2) protection, assistance, and support to victims; 3) the law enforcement response (investigation, prosecution and conviction of traffickers); and 4) the international dimension of trafficking in human beings, which is the focus of this study. This last pillar highlights the importance of applying the first three priorities of the Strategy – breaking the criminal business model of traffickers, reducing demand, and protecting and empowering victims – to EU policies and measures addressing the international dimension of this crime.

¹ European Commission, [Report on the progress made in the fight against trafficking in human beings-fourth report](#), 2019-2020.

² Statistics and trends in trafficking in human beings in EU in 2019-2020.

³ European Commission, Newly released data show an increase of trafficking in human beings, [Newly released data show an increase of trafficking in human beings - European Commission \(europa.eu\)](#), last accessed on 13 June 2024.

⁴ European Commission, [Report on the progress made in the fight against trafficking in human beings-fourth report](#), 2019-2020.

⁵ EU Strategy on combatting trafficking in human beings 2021-2025, COM(2021) 171 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52021DC0171>.

Under this study, the **international dimension of trafficking in human beings** refers to EMN Member and Observer Countries' efforts to address trafficking in human beings of third-country nationals towards their countries:

- a) in third countries of origin and transit of victims (and potential victims);
- b) in their countries, where these efforts have an international component e.g. imply involvement/cooperation with international partners, cross-border activities, target specific third-country nationalities/victims from certain regions.⁶

In 2023, the Office of the EU Anti-trafficking Coordinator⁷ conducted two (non-publicly available) data collection exercises on: projects funded by the EU, in cooperation with other DG HOME Units, DG INTPA and DG NEAR; projects funded or managed by EU Member States through a consultation with the EU Network of National Rapporteurs and Equivalent Mechanisms. Data on trafficking in the EU is also available through i.e. Progress Reports,⁸ Eurostat data, information provided by Europol, and outcomes of EMPACT operational actions. There is also some available data on human trafficking at global level from international reports (e.g. UNODC Global Reports,⁹ GRETA Reports).¹⁰

However, the wide number of stakeholders involved in anti-trafficking actions – even within each country – makes it difficult to delineate a comprehensive overview of all EU and national efforts to address the international dimension of trafficking in human beings. This study therefore aims to fill this gap by gathering information from different national stakeholders (e.g. ministries of migration, foreign affairs, interior, where relevant security etc.) on policies and measures adopted to address the international dimension of trafficking in human beings and existing cooperation with third countries and international organisations on this issue. It also aims to identify challenges and good practices and provide an overview of the main results achieved in this context.

2. STUDY AIMS AND OBJECTIVES

The primary objective of the study is to map and analyse policies and measures adopted by EMN Member and Observer Countries that contribute to addressing the international dimension of trafficking in human beings, focusing on the main priorities

⁶ These types of efforts may include (but not exhaustive) e.g. policies specifically targeting third-country nationals; awareness raising campaigns developed in cooperation with third countries or targeting specific third-country nationalities, diplomatic missions etc.; initiatives involving the diaspora to combat trafficking in human beings; the establishment of trans-national referral mechanisms; support for the voluntary return of third-country national victims; joint investigations/actions with third countries; secondment of law enforcement authorities from third countries.

⁷ EU Anti-Trafficking Coordinator, https://home-affairs.ec.europa.eu/policies/internal-security/organised-crime-and-human-trafficking/together-against-trafficking-human-beings/eu-anti-trafficking-coordinator_en#:~:text=Diane%20Schmitt%20took%20up%20the,of%20migration%2C%20security%20and%20justice, last accessed on 11 January 2024.

⁸ European Commission, Together Against Trafficking in Human Beings – Publications, https://home-affairs.ec.europa.eu/policies/internal-security/organised-crime-and-human-trafficking/together-against-trafficking-human-beings/publications_en, last accessed on 2 May 2024.

⁹ UNODC Global Report on Trafficking in Persons, https://www.unodc.org/documents/data-and-analysis/glotip/2022/GLOTIP_2022_web.pdf, last accessed on 2 May 2024.

¹⁰ Group of Experts on Action against Trafficking in Human Beings, [GRETA - Action against Trafficking in Human Beings \(coe.int\)](https://www.gretra.europa.eu/), last accessed on 2 May 2024.

identified by the EU Strategy on Combatting Trafficking in Human Beings 2021-2025 (see above). More specifically, the study's main objectives are:

- To map EU and national policies and measures addressing the international dimension of trafficking in human beings (through prevention; prosecution and combating criminal business model; protection; and cooperation with international partners);
- To provide examples of good practices and identify challenges in addressing the international dimension of trafficking in human beings;
- To provide an overview of the main outcomes achieved in addressing the international dimension of trafficking in human beings; and
- To identify needs in current national responses to address the international dimension of trafficking in human beings and potential ways to address those needs as identified by EMN Member and Observer Countries.

3. SCOPE OF THE STUDY

The study covers **policies and measures** as well as **cooperation with international partners** aiming to address the international dimension of trafficking in human beings. For the purpose of this study, policies and measures are defined as follows:

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

Laws and legislative initiatives (including e.g. on residence permits granted to third-country national victims of trafficking) fall outside the scope of this study.

The **reporting period** for this study covers policies and measures that were **adopted or ongoing between 2021-2023**. In 2022, the EMN published a Study on 'Third-country national victims of trafficking in human beings: detection, identification and protection' that covered the period 2015-2020. To avoid duplication, when it comes to cooperation with third countries and international organisations as well as policies and measures specifically addressing the detection, identification and protection of third-country national victims, only updates when compared to the 2022 Study should be reported.

The geographical scope of the study covers:

- 1) EMN Member and Observer Countries: for what concerns policies and measures with an international component addressing trafficking in human beings of third-country nationals towards EMN Member and Observer Countries; and
- 2) Third countries of origin and transit of victims (and potential victims): for policies and measures implemented in those countries to address trafficking in human beings towards EMN Member and Observer Countries.

The study will also include an EU section reporting on projects and initiatives funded by the EU. This information will be provided by the European Commission and complemented with information received from EMN Member and Observer Countries that refers to EU-funded initiatives.

4. DEFINITIONS

The following key terms are used in the common template. The definitions are taken from the EMN Asylum and Migration Glossary,¹¹ unless specified otherwise in footnotes.

Detection of a victim of trafficking in human beings	The process of identifying a possible situation of trafficking in human beings.
Fundamental rights	Universal legal guarantees without which individuals and groups cannot secure their fundamental freedoms and human dignity and which apply equally to every human being regardless of nationality, place of residence, sex, national or ethnic origin, colour, religion, language, or any other status as per the legal system of a country without any conditions.
Human rights	Agreed international standards that recognise and protect the dignity and integrity of every individual, without any distinction.
Identification of a victim of trafficking in human beings	The process of confirming and characterising a situation of trafficking in human beings for further implementation of support.
Identified victim of trafficking in human beings	A person who has been formally identified as a victim of trafficking in human beings according to the relevant formal authority in Member States.
International dimension of trafficking in human beings¹²	Under this study, the international dimension of trafficking in human beings refers to EMN Member and Observer Countries' efforts to address trafficking in human beings of third-country nationals towards their countries: a) in third countries of origin and transit of victims (and potential victims); b) in their countries, where these efforts have an international component e.g. imply involvement/cooperation with international partners, cross-border activities, target specific third-country nationalities/victims from certain regions.
Irregular migrant	In the global context, a person who, owing to irregular entry, breach of a condition of entry or the expiry of their legal basis for entering and residing, lacks legal status in a transit or host country.

¹¹ EMN Asylum and Migration Glossary, https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary_en, last accessed on 2 May 2024.

¹² Definition prepared for the purpose of this EMN study based on the approach taken by the EU Strategy on Combatting Trafficking in Human Beings 2021-2025 when covering the international dimension of trafficking in human beings.

Irregular migration	Movement of persons to a new place of residence or transit that takes place outside the regulatory norms of the sending, transit and receiving countries.
National referral/cooperation mechanisms	Mechanism aimed at identifying, protecting and assisting victims of trafficking in human beings, through referral, and involving relevant public authorities and civil society. ¹³
Organised crime	Large-scale and complex illicit activities carried out by an organised criminal group.
Organised criminal group	A structured group of three or more persons, existing for a period of time and acting cooperatively with the aim of committing one or more serious crimes or offences.
Palermo Protocol	A United Nations (UN) protocol to prevent, suppress and punish trafficking in human beings, especially women and children, supplementing the UN Convention against Transnational Organized Crime and its Protocols.
Potential victim of trafficking in human beings	A person vulnerable to trafficking in human beings. ¹⁴
Presumed victim of trafficking in human beings	A person who has met the criteria of EU regulations and international Conventions but has not been formally identified by the relevant authorities (e.g. police) as a trafficking victim or has declined to be formally or legally identified as victim of trafficking.
Protection of (presumed/identified) victims of trafficking in human beings	The action of national authorities aimed at protecting the fundamental rights of (presumed) victims of trafficking in human beings. ¹⁵
Reintegration	Re-inclusion or re-incorporation of a person into a group or a process, e.g. of a migrant into the society of their country of return.
Registered victim of trafficking in human beings	A person who is either an identified or a presumed victim of human trafficking and has been registered by authorities and/or other agencies and organisations. ¹⁶
Smuggling of migrants	The procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the irregular entry of a person into a (UN) Member State of which the person is not a national or a permanent resident.
Trafficking in human beings	The recruitment, transportation, transfer, harbouring or reception of persons, including the exchange or transfer of control over those persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. ¹⁷

¹³ Article 11(4) of the Anti-trafficking Directive lays down an obligation on Member States to take the necessary measures to establish appropriate mechanisms aimed at the early identification of, assistance to and support for victims, in cooperation with relevant support organisations.

¹⁴ Definition inspired by IOM, <https://publications.iom.int/books/migrants-and-their-vulnerability-human-trafficking-modern-slavery-and-forced-labour>, .

¹⁵ Definition inspired by the Anti-trafficking Directive, Article 11. A person shall be provided with assistance and support as soon as the competent authorities have a reasonable-grounds indication for believing that the person might have been subjected to trafficking in human beings.

¹⁶ Definition inspired by the European Commission, Data collection on trafficking in human beings in the EU, 2020, https://ec.europa.eu/anti-trafficking/sites/default/files/study_on_data_collection_on_trafficking_in_human_beings_in_the_eu.pdf, last accessed on 8 May 2021.

¹⁷ Definition established by the Anti-trafficking Directive, Article 2 par.1.

Voluntary Return	The assisted or independent return to the country of origin, transit or third country, based on the free will of the returnee.
Vulnerable person	Minors, unaccompanied minors, disabled people, elderly people, pregnant women, single parents with minor children, victims of trafficking in human beings, persons with serious illnesses, persons with mental disorders and persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, such as victims of female genital mutilation.

5. METHODOLOGICAL CONSIDERATIONS

- National reports will be primarily based on secondary sources. These may be supplemented with expert interviews where relevant.
- The European Commission will gather information related to EMPACT and other EU-led initiatives directly from its Services or EU Agencies. However, where appropriate and possible, EMN Member and Observer Countries are invited to provide additional information to complement that gathered by the European Commission, especially when their countries play a leading role in the initiatives, either through funding, coordination, the implementation of activities or other.
- The European Commission will also provide information on already mapped EU-funded national initiatives to each individual country (see also section 6 on sources). However, where needed, countries are requested to provide additional and complementary information to that already gathered by the European Commission.
- EMN Member and Observer Countries are invited to provide information on operational actions or other law enforcement matters only to the extent possible. Since the study will be public, no sensitive information will be reported, and due consideration will be given to data protection and confidentiality requirements. Only information that can be published shall be reported.
- The identification of 'good practices' should be made by an expert working in the field or based on studies or evaluations. Good practices are effective, sufficient, sustainable and/or transferable measures that reliably lead to a desired result.

6. NATIONAL CONTRIBUTION OF THE NETHERLANDS

Disclaimer: The following information has been provided primarily for the purpose of contributing to this EMN study. The EMN NCP has provided information that is, to the best of its knowledge, up-to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of the EMN NCPs' Country.

6.1. TOP-LINE FACTSHEET

This research provides a comprehensive overview of the Netherlands' efforts to address the international dimension of trafficking in human beings (THB) during the period 2021-2023. Below are the key findings from the study, which focus on the country's policies, cooperation with third countries, and challenges faced in combating the trafficking in human beings.

I. Introduction and mapping of policies

The Netherlands plays a role in various international projects to address the trafficking in human beings in countries of origin and transit. The European Multidisciplinary Platform Against Criminal Threats (EMPACT), is a key initiative for addressing the international dimension of trafficking in human beings. EMPACT is aimed at fostering cooperation with third countries to disrupt trafficking routes and strengthen law enforcement efforts. The Netherlands contributes to several EMPACT projects, including leading joint operations on labour exploitation and financial investigations, as well as organizing law enforcement hackathons. Additionally, through the COMPASS program, the Netherlands works in countries such as Nigeria and Niger to promote legal frameworks, policy dialogue, and operational collaboration on anti-trafficking measures. On a national level the National Action Plan (NAP) 'Together against human trafficking' aligns these international efforts with national strategies, reinforcing a comprehensive approach to tackling the trafficking in human beings.

II. Prevention and Reducing Demand

Preventive actions in the Netherlands include awareness-raising campaigns and educational programs both domestically and in third countries. The Netherlands has identified several good practices in its policies aimed at preventing trafficking towards EMN Member and Observer Countries. The COMPASS program stands out as a strategic partnership between the Netherlands and the International Organization for Migration (IOM). It consolidates various migration projects into a unified structure, promoting migrant protection and raising awareness on trafficking risks in high-mobility communities. On a national level, there are no specific good practices identified in reducing demand for trafficking among third-country nationals.

III. Law Enforcement and Judicial Response

International cooperation has been identified as a key strength in the Dutch efforts to combat trafficking in human beings, with several good practices emerging. The Dutch

police and Public Prosecution Service (OM) actively collaborate with Europol and third-country law enforcement agencies through EMPACT, which has proven to be an effective platform for conducting joint operations, sharing intelligence, and disrupting trafficking networks. Additionally, the Public Prosecution Service regularly participates in roundtable discussions with third countries, focusing on areas such as data sharing, the role of technology in facilitating trafficking, and the use of innovative investigative tools. However, challenges persist, particularly around the lack of standardized data-sharing protocols and differing legal frameworks between countries. The application of data protection regulations, particularly the General Data Protection Regulation (GDPR), complicates the process further, as privacy laws must be carefully navigated.

IV. Identification and Protection of Victims

The Netherlands has identified challenges in linking victim protection to cooperation in criminal investigations, as many third-country national victims do not receive protection unless they participate in investigations. This results in some victims being unable to access services if their cases are not investigated further. Another challenge that was identified concerned the implementation of the PROTECT II project. Implementation initially turned out to be difficult due to different decision-making processes in other countries. Initiatives like the International Human Trafficking Meeting however, were identified as a good practice because it fostered collaboration between NGOs and government professionals, enabling the sharing of best practices to enhance victim support.

V. Cooperation with Third Countries and International Organizations

The strengthening of cooperation between the Netherlands and third countries of origin and transit, particularly through projects in West Africa, has been identified as a good practice. This collaboration focuses on joint actions and improved coordination to combat human trafficking. Similarly, the Dutch cooperation with IOM and UNODC has also been recognized as a good practice, particularly in the areas of capacity-building and regional coordination. Additionally, the Netherlands' efforts to promote sanctions against human traffickers in key countries such as Libya, through platforms like the UN Security Council and the EU, further demonstrate the Dutch governments' commitment to tackling the international dimension of the trafficking in human beings through multilateral partnerships

VI. Needs and Future Measures

Dutch stakeholders have identified a need for better coordination at the EU level, especially regarding the use of innovative investigative tools such as data scraping and web-crawling. Currently, there is limited alignment between EU Member States on how to apply these tools while complying with data protection laws. The Dutch stakeholders advocate for clearer guidance and more streamlined cooperation across the EU to improve the collective response to human trafficking. Future measures should focus on closing these technical gaps and thereby enhancing international collaboration in the fight against trafficking.

6.2. RESEARCH QUESTIONS AND ANSWERS FROM THE NETHERLANDS

SECTION 1: INTRODUCTION AND MAPPING OF POLICIES AND MEASURES

1. Which are your country's thematic priorities when addressing the international dimension¹⁸ of trafficking in human beings? (e.g. prevention, demand reduction, awareness raising; victim identification, referral, protection, support, assistance and reintegration; disrupting trafficking routes towards the EU, tackling the criminal business model of traffickers etc.).

The Netherlands has multiple thematic priorities when addressing the international dimension of trafficking in human beings, which are the following:

- Countering trafficking in human beings on migration routes;
- Sharing information and knowledge in the field of trafficking in human beings (bilaterally and multilaterally);
- Exploring options to improve operational international cooperation against trafficking in human beings;
- Protecting victims and providing support and shelter to victims internationally;
- Preventing victims and improving the detection and prosecution of perpetrators in third countries; and
- Strengthening the capacities of third countries of origin (such as improving legal frameworks).¹⁹

Also on a national level and more general level, the Netherlands has thematic priorities which are outlined in the National Action Plan 'Together Against Human Trafficking' (*versterkt Actieplan programma Samen tegen mensenhandel*). This programme encompasses a wide range of policies, projects and initiatives that complement and reinforce one another along six lines of action. It should be noted however, that the lines of action are not specifically focussed on the international dimension, but the international dimension can be part of it.²⁰ These six lines of action are; (1) creating awareness, (2) increasing willingness to report, (3) invest and work towards better identification of victimhood and protection of victims, (4) improve (supra-regional and regional) cooperation, (5) improving information sharing and data processing, and (6) empower minor victims.

¹⁸ Under this study, the international dimension of trafficking in human beings refers to EMN Member and Observer Countries' efforts to address trafficking in human beings of third-country nationals towards their countries: a) in third countries of origin and transit of victims (and potential victims); b) in their countries, where these efforts have an international component e.g. imply involvement/cooperation with international partners, cross-border activities, target specific third-country nationalities/victims from certain regions.

¹⁹ Government of the Netherlands, 'Action Plan Programme Together Against Human Trafficking' (*Actieplan Programma Samen Tegen Mensenhandel*), (2024).

²⁰ Government of the Netherlands, 'Fight against human trafficking', <https://www.government.nl/topics/human-trafficking/news/2018/11/14/fight-against-human-trafficking>, last accessed on 2 August 2024.

2. Does your country target any specific third countries, geographic regions or third-country nationalities when addressing the international dimension of trafficking in human beings?

☒ Yes

☐ No

If yes, please list the main third countries/regions and third-country nationalities targeted.

Yes, the Netherlands targets specific third countries and geographic regions within their programmes²¹ that address the international dimension of trafficking in human beings. Listed below are the focus areas per programme;

- Project 'COMPASS': Afghanistan, Algeria, Chad, Egypt, Ethiopia, Iraq, Lebanon, Libya, Mali, Morocco, Niger, Nigeria, Sudan, Tunisia²²
- Project 'PROMIS': Mali, Niger, Senegal, Gambia, Ivory Coast, Burkina Faso, Chad, Nigeria, Mauritania²³
- Project 'Strengthening Niger–Nigeria Cooperation on Countering Trafficking in Human Beings': Niger, Nigeria²⁴
- Project 'Nigerian Immigration Service – Training Strategy Implementation – Phase II': Nigeria²⁵
- Project 'Combating Money Laundering from TIP and SOM': Egypt, Morocco, Algeria²⁶
- Project 'Trusted Sources': Nigeria
- Project 'PROTECT II': Algeria, Egypt, Tunisia, Morocco, Ethiopia²⁷
- EMPACT (European Multidisciplinary Platform on Criminal Threats): regional focus differs per project.(see for some examples, but not an extensive list, Q7b).
- Project 'STEAP': Nigeria²⁸
- Project 'UNODC North Africa': Algeria, Egypt, Tunisia, Libya, Morocco²⁹

²¹ List according to the table provided by the European Commission

²² International Organisation for Migration (IOM), <https://iom-nederland.nl/nieuws/compass-sets-course-for-future-of-safe-migration-at-second-global-meeting>, last accessed on 2 August 2024.

²³ UNODC, <https://www.unodc.org/westandcentralafrica/en/promis.html> , last accessed on 2 August 2024.

²⁴ International Centre for Migration Policy Development, <https://aidstream.org/who-is-using/XM-OCHA-585/43995>, last accessed on 2 August 2024.

²⁵ International Organisation for Migration (IOM), <https://nigeria.iom.int/news/technical-working-group-meeting-develop-action-plan-training-strategy-implementation-programme-phase-2-tsi-2>, last accessed on 2 August 2024.

²⁶ UNODC, https://www.unodc.org/documents/evaluation/Briefs/2023/Final_Evaluation_Brief_XAMW33.pdf, last accessed on 2 August 2024.

²⁷ International Organisation for Migration (IOM), <https://egypt.iom.int/news/iom-egypt-secures-phase-ii-regional-programme-protection-vulnerable-and-stranded-migrants>, last accessed on 2 August 2024.

²⁸ Government of the Netherlands, <https://www.nlontwikkelingshulp.nl/#/activities/XM-DAC-7-PPR-4000006972?tab=summary>, last accessed on 10 October 2024.

²⁹ Government of the Netherlands, <https://www.nlontwikkelingshulp.nl/#/activities/XM-DAC-7-PPR-4000006713?tab=summary>, last accessed on 10 October 2024.

3. Does your country have any specific policies³⁰ aimed at:

- a) Addressing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims (and potential victims)?

☒ Yes

☐ No

If yes, please provide the main details of the policies (e.g. name of the policy, institution that adopted it, date of adoption, drivers, objectives, priorities, target groups)

Yes. The Netherlands has various programmes with policies aimed at addressing trafficking in human beings in third countries of origin and transit. As explained in more detail in Q 2,5 and 7, several projects and policies are aimed at addressing the trafficking of human beings in third countries of origin and transit. Below we have highlighted three programmes:

- The Niger-Nigeria Cooperation on Countering Trafficking in Human Beings is an example of a policy aimed at addressing trafficking in human beings in third countries of origin and transit. One of the measures is establishing a collaboration framework for combatting Trafficking in Persons (TIP) in Niger and Nigeria. This will involve establishing a Joint Technical Working Group to facilitate information sharing and coordinate joint actions in combatting Trafficking in Persons.³¹
- The COMPASS program has generated knowledge and formulated recommendations to tackle shared priorities concerning the protection of people on the move and migrant's rights. The countries where COMPASS is active are Afghanistan, Algeria, Chad, Egypt, Ethiopia, Iraq, Lebanon, Libya, Mali, Morocco, Niger, Nigeria, Sudan, and Tunisia. In these countries COMPASS promotes policy dialogue, synergies, coordination, information sharing, and collaboration among state and non-state actors on migrant protection in line with international standards.³²
- The PROMIS program is a joint initiative between the United Nations Office on Drugs and Crime (UNODC) and the Office of the United Nations High Commissioner for Human Rights (OHCHR) with financial support of the Kingdom of the Netherlands and the Republic of Italy. Its goal is to enhance cooperation on national, regional and international levels to address trafficking in persons and migrant smuggling in a sustainable manner and the program is active in the countries of Cote d'Ivoire, The Gambia, Mali, Niger, Senegal, Burkina Faso, Chad, Nigeria, Mauritania. The regional cooperation takes place with West Africa, Spain, Italy and Greece.³³

³⁰ 'Policies' refer to targeted strategies and action plans specifically addressing the international dimension of trafficking in human beings, as well as broader policy instruments that have an explicit anti-trafficking strand (e.g. one or more objectives of the policy refer to the international dimension of trafficking in human beings). Policies with indirect impacts on anti-trafficking efforts are outside the scope of this study.

³¹ International Centre for Migration Policy Development, <https://aidstream.org/who-is-using/XM-OCHA-585/43995>, last accessed on 2 August 2024.

³² International Organisation for Migration (IOM), 'Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027)'. <https://www.iom.int/sites/g/files/tmzbd1486/files/documents/2024-06/compass-phase-ii-programme-brief.pdf>

³³ UNODC, <https://www.unodc.org/westandcentralafrica/en/promis.html>, last accessed on 2 August 2024.

b) Addressing trafficking in human beings of third-country nationals in your country?

☒ Yes

☐ No

If yes, please provide the main details of the policies (e.g. name of the policy, institution that adopted it, date of adoption, drivers, objectives, priorities, target groups)

Although the Netherlands does not have programmes aimed specifically at third-country nationals, it does address the international aspects in more general policy measures. Most of these measures with an international aspect are within the broader National Action plan (NAP) 'Together against Human Trafficking' (*versterkt actieplan Samen Tegen mensenhandel*) and not specifically aimed at victims from third countries, but all victims. The first iteration of this programme was adopted in 2018, in June 2024 the latest follow up version was published.

Within this programme a wide variety of authorities and organisations that all participate in combatting trafficking in human beings and the detection, identification and protection of (presumed) victims of the trafficking in human beings, work together. Following the introduction of the programme in 2018 updates have taken place, with the last update being published in June 2024.³⁴ Although most of the policies within the national Action Plan do not specifically address the international dimension, many of the actions that are mentioned in the Action Plan will also be reflected in the international approach adopted by the Netherlands. In the context of the Action Plan, it will always be taken into account how the national and international efforts can be linked more closely (see Q1 for details about the six lines of action within the programme).³⁵

4. In your country, are there any interconnections³⁶ between national policies addressing the international dimension of trafficking in human beings and other policy areas (e.g. border management, asylum, migrant smuggling and irregular migration, fundamental rights, gender equality, organised crime, etc.)?

☒ Yes

☐ No

If yes, please describe how national anti-trafficking policies with an international component interconnect with other policy areas, and whether anti-trafficking components are mainstreamed in other policy areas (e.g. border management, asylum, migrant smuggling and irregular migration, fundamental rights, gender equality, organised crime, etc)

Yes, there are interconnections with other policy areas in the Netherlands, however these interconnections are not specifically limited to the international dimension nor

³⁴ Government of the Netherlands, 'Action Plan Programme Together Against Human Trafficking' (*Actieplan Programma Samen Tegen Mensenhandel*), (2024).

³⁵ Government of the Netherlands, 'Action Plan Programme Together Against Human Trafficking' (*Actieplan Programma Samen Tegen Mensenhandel*), (2024).

³⁶ Interconnections shall be understood as any cross-referencing in different policy areas e.g. border management or smuggling of migrants, for example where those include a work strand on trafficking in human beings or specific anti-trafficking objectives or indicators.

third-country national victims. The interconnectedness with other areas is what makes the approach to anti-trafficking policymaking complex, as described in the national action plan Together against Human Trafficking.³⁷ Therefore, the plan puts emphasis on cooperation between different parties and describes it as crucial in addressing trafficking in human beings. In the action plan, the broader context in which the action plan operates, is outlined, and the interconnectedness with other policy areas (mainly related to crime, (sexual) violence and fundamental rights) are described. Policies and developments related to addressing trafficking in human beings that are implemented by other ministries/departments are the following:

- Easily accessible assistance in case of violence in dependency relationships
- The multiyear agenda care and security houses (2021-2024), with an aim to help (vulnerable) residents and contribute to a positive social effect by reducing (serious) nuisance and/or crime
- National action programme to tackle sexually transgressive behaviour and sexual violence
- Implementation of recommendations of the Migrant Worker Protection Task Force (Roemer Committee)
- Agenda Criminal Justice Chain LVB-proof (2022-2024), with an aim to reduce and/or prevent recidivism and victimization among people with mild intellectual disabilities (LVB) and to reduce and/or prevent the inflow of these people into the (juvenile) criminal justice chain
- Addressing Gender-Based Violence³⁸

5. Has your country funded or implemented any measures³⁹ aimed at addressing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims (and potential victims)?

These types of measures may include (non-exhaustive) e.g. training and capacity building actions targeting law enforcement and judicial authorities in third countries; provision of technical assistance; awareness raising campaigns in third countries; support for the reintegration of third-country national victims; initiatives aiming to avoid re-victimisation; joint investigations/actions in third countries; secondment of law enforcement and judicial authorities to third countries; projects aiming to reduce push factors and root causes of trafficking in human beings; initiatives aiming at exchanging good practices in combating trafficking in human beings.

☒ Yes

☐ No

³⁷ Government of the Netherlands, 'Bestrijden van mensenhandel', <https://www.rijksoverheid.nl/onderwerpen/mensenhandel-mensensmokkel/bestrijden-mensenhandel>

³⁸ Government of the Netherlands, 'Action Plan Programme Together Against Human Trafficking' (Actieplan Programma Samen Tegen Mensenhandel), (2023).

³⁹ 'Measures' refer to initiatives, projects, programmes and operational actions funded or implemented by EMN Member and Observer Countries in their territories or in third countries of origin and transit of third-country national victims that specifically address the international dimension of trafficking in human beings i.e. have a clear international component. The concept of measures also covers broader initiatives (e.g. on border management, asylum, migrant smuggling and irregular migration, fundamental rights, gender equality, organised crime and its online dimension) that have an explicit anti-trafficking strand (e.g. one or more objectives of the programme or a series of indicators refer to the international dimension of trafficking). Measures with indirect impacts on anti-trafficking efforts are outside the scope of this study.

If yes, please provide the main details of the measures using the table below. Add as many tables as measures to report.

<p>Name of the measure: COMPASS</p> <p>Third country/ies of implementation: Afghanistan, Algeria, Chad, Egypt, Ethiopia, Iraq, Lebanon, Libya, Mali, Morocco, Niger, Nigeria, Sudan, Tunisia</p> <p>Implementation period: 01/01/2021 – 31/12/2023, renewed (2024-2027)⁴⁰</p> <p>Total funding and source(s) of funding: 55.150.000</p> <p>Implementing partners: IOM</p> <p>Beneficiaries: Individual migrants and their families, community members and organizations, local/national governments</p> <p>Objective(s): Contribute to protection and assistance of people on the move and decreased irregular migration</p> <p>Main activities: Case management, data collection, research, capacity building, awareness raising, policy and legislative review, regional and international coordination and cooperation</p> <p>State of implementation: Ongoing (the new phase started in 2024)⁴¹</p> <p>Thematic area (please select all that apply):</p> <p><input type="checkbox"/> Prevention, awareness raising and reduction of the demand that fosters trafficking in human beings</p> <p><input type="checkbox"/> Law enforcement and judicial cooperation to break the criminal model of traffickers</p> <p>x Identifying, protecting, assisting, supporting and empowering victims</p> <p>Comments: <i>please add any additional information you would like to report on this measure</i></p>

<p>Name of the measure: PROMIS</p> <p>Third country/ies of implementation: Phase 3: Mali, Niger, Senegal, Gambia, Ivory Coast, Burkina Faso, Chad and Nigeria. Phase 4: Mauritania.</p> <p>Implementation period: Phase 3: 15/11/2020 – 14/11/2024. Phase 4: 01-07-2023 – 30-06-2025</p> <p>Total funding and source(s) of funding: Phase 3: USD 12,4 mln, Phase 4: USD 1,19 mln.</p> <p>Implementing partners: UNODC, OHCHR</p> <p>Beneficiaries: National authorities, national human rights institutions, civil society organization, legal aid institutions, regional coordination</p> <p>Objective(s): Reduce the number of migrants who are victims of human rights violations and bring to justice the actors who effectively take advantage of their situation</p>

⁴⁰ International Organisation for Migration (IOM), <https://www.iom.int/sites/g/files/tmzbdl486/files/documents/2024-06/compass-phase-ii-programme-brief.pdf>, last accessed on 2 August 2024.

⁴¹ International Organisation for Migration (IOM), <https://www.iom.int/sites/g/files/tmzbdl486/files/documents/2024-06/compass-phase-ii-programme-brief.pdf>, last accessed on 2 August 2024.

Name of the measure: PROMIS

Main activities: - Enhancing legal frameworks and increasing capacity to enable efficient detection, investigation and prosecution – Increasing the use of regional and international cooperation mechanisms and exchange of operational information enable efficient detection, investigation and prosecution – Enhancing legal frameworks and increasing protection capacities enable efficient protection and promotion of human rights – Enhancing capacities to apply a gender-sensitive approach to migration in the West-African region

State of implementation: ongoing

Thematic area (please select all that apply):

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

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

☐ Identifying, protecting, assisting, supporting and empowering victims

Comments: *please add any additional information you would like to report on this measure*

Name of the measure: Strengthening Niger-Nigeria Cooperation on Countering Trafficking in Human Beings

Third country/ies of implementation: Niger, Nigeria

Implementation period: 01/01/2021 – 31/03/2023

Total funding and source(s) of funding: 1,5 mln

Implementing partners: ICMPD

Beneficiaries: NAPTIP and ANLTP

Objective(s): Aims to strengthen the coordination of anti-trafficking response, and to establish a multiagency framework for cooperation in combatting Trafficking in Persons (TiP) in both countries

Main activities: - Establish a coordination mechanism to strengthen the fight against TiP through the establishment of a joint technical working group – Tailored joint capacity building programmers for key migration holders

State of implementation: ongoing

Thematic area (please select all that apply):

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

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

☒ **Identifying, protecting, assisting, supporting and empowering victims**

Comments: *please add any additional information you would like to report on this measure*

Name of the measure: Training Strategy Implementation – Phase II (Nigerian Immigration Service)

Third country/ies of implementation: Nigeria

Implementation period: 01/12/2020 – 30/11/2023

Total funding and source(s) of funding: 2,2 mln

Implementing partners: IOM, Nigerian Immigration Service (NIS)

Beneficiaries: NIS and NAPTIP officers

Objective(s): Contribute to the Nigeria Immigration Service (NIS) better fulfilling its immigration and border management mandate in cooperation with relevant government agencies through its strategic training programme

Main activities: -availability of the updated NIS training curriculum and NIS Training Focal Points trained on the new curriculum -expansion of the NIS training programme through establishing additional NIS Personnel Training Resource Centers and new Training Focal Points appointed and trained -enhanced joint training efforts with NAPTIP towards inter-agency cooperation for concrete operational outcomes - provision of personal protective equipment (PPE), sanitization and hygiene materials for trainees and trainers

State of implementation: ongoing

Thematic area (please select all that apply):

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

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

☐ Identifying, protecting, assisting, supporting and empowering victims

Comments: *please add any additional information you would like to report on this measure*

Name of the measure: Combating Money Laundering from TiP and SOM

Third country/ies of implementation: Egypt, Morocco, Algeria

Implementation period: 01/01/2019 – 30/09/2022

Total funding and source(s) of funding: 2 mln

Implementing partners: UNODC

Beneficiaries: Law enforcement officers, prosecutors and judges

Objective(s): Increased detection and reporting of suspicious transactions in order to disrupt financial flows resulting from TiP/SOM crimes in Egypt, Sudan and Morocco

Main activities: - Capacity building of relevant authorities to detect, analyze and track money laundering cases, in particular those associated with TiP/SOM – Improve national, regional and international cooperation

State of implementation: Implementation ended

Thematic area (please select all that apply):

<p>Name of the measure: Combating Money Laundering from TiP and SOM</p> <p><input type="checkbox"/> Prevention, awareness raising and reduction of the demand that fosters trafficking in human beings</p> <p>x Law enforcement and judicial cooperation to break the criminal model of traffickers</p> <p><input type="checkbox"/> Identifying, protecting, assisting, supporting and empowering victims</p> <p>Comments: <i>please add any additional information you would like to report on this measure</i></p>

<p>Name of the measure: Trusted Sources</p> <p>Third country/ies of implementation: Nigeria</p> <p>Implementation period: 01/10/2019 – 30/06/2022</p> <p>Total funding and source(s) of funding: 2,7 mln</p> <p>Implementing partners: IOM</p> <p>Beneficiaries: Returnees, community members, government and non-government actors</p> <p>Objective(s): Contribute to improving access to trusted information sources and promoting informed decision-making, through enhanced institutional capacities and community-based actions</p> <p>Main activities: - Community-based interventions (peer education, community dialogue, art-based competitions) – Capacity building trainings</p> <p>State of implementation: implementation ended</p> <p>Thematic area (please select all that apply):</p> <p>x Prevention, awareness raising and reduction of the demand that fosters trafficking in human beings</p> <p><input type="checkbox"/> Law enforcement and judicial cooperation to break the criminal model of traffickers</p> <p><input type="checkbox"/> Identifying, protecting, assisting, supporting and empowering victims</p> <p>Comments: <i>please add any additional information you would like to report on this measure</i></p>
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<p>Name of the measure: PROTECT II</p> <p>Third country/ies of implementation: Algeria, Egypt, Tunisia</p> <p>Implementation period: 16/09/2019 – 15/12/2021</p> <p>Total funding and source(s) of funding: 9,3 mln</p> <p>Implementing partners: IOM</p> <p>Beneficiaries: Vulnerable and stranded migrants incl. victims of trafficking, national partners</p> <p>Objective(s): Strengthens mechanisms for protection and assistance to vulnerable, stranded and transiting migrants across North Africa</p>

Name of the measure: PROTECT II

Main activities: - Protection and direct assistance for vulnerable and stranded migrants, incl. assisted Voluntary Return and Reintegration (AVRR) programming

State of implementation: implementation ended

Thematic area (please select all that apply):

- ☐ Prevention, awareness raising and reduction of the demand that fosters trafficking in human beings
- ☐ Law enforcement and judicial cooperation to break the criminal model of traffickers

x Identifying, protecting, assisting, supporting and empowering victims

Comments: *please add any additional information you would like to report on this measure*

Name of the measure: School anti-Trafficking Education and Advocacy Project Nigeria (STEAP)

Third country/ies of implementation: Nigeria

Implementation period: 01-12-2023 – 30-11-2027

Total funding and source(s) of funding: EUR 5,5 mln.

Implementing partners: ICMPD

Beneficiaries: Government of Nigeria and victims of trafficking

Objective(s): Countering the trafficking in human beings

Main activities: The School anti-trafficking Education and Advocacy Project (STEAP) seeks to support the Government of Nigeria, specifically Edo, Delta, Ogun, Enugu and Benue States in the fight against human trafficking through increased awareness within the school community. The project will further ensure the reintegration of returned trafficking in persons (TiP) victims of school-age, into the school system, while providing specialized psychosocial support to victims below 16 years of age. Older victims will be referred to NAPTIP or other TiP organizations for specialized care.

State of implementation: Ongoing

Thematic area (please select all that apply):

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

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

x Identifying, protecting, assisting, supporting and empowering victims

Comments: *please add any additional information you would like to report on this measure*

Name of the measure: Strengthening capacities in North Africa to protect migrants by addressing smuggling of migrants and trafficking in persons

Third country/ies of implementation: Morocco, Algeria, Libya, Tunisia, Egypt

Name of the measure: Strengthening capacities in North Africa to protect migrants by addressing smuggling of migrants and trafficking in persons

Implementation period: 01-08-2023 – 31-07-2026

Total funding and source(s) of funding: USD 6,67 mln.

Implementing partners: UNODC

Beneficiaries: National authorities, national human rights institutions, civil society organization, legal aid institutions, regional coordination

Objective(s): Reduce the number of migrants who are victims of human rights violations and bring to justice the actors who effectively take advantage of their situation

Main activities: The overall goal of the project to strengthen the capacities of Algeria, Egypt, Libya, Tunisia and Morocco to develop a human right-based response to the smuggling of migrants and trafficking of persons in the context of irregular migration. To accomplish this, the strategic approach of UNODC will be to develop and provide human rights-based and gender sensitive, sustainable, evidence-based training and capacity-building to transform criminal justice systems and the approaches to crime prevention and the protection of victims of the crimes and to align legislative and operational environments with international human rights standards.

State of implementation: ongoing

Thematic area (please select all that apply):

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

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

☐ Identifying, protecting, assisting, supporting and empowering victims

Comments: *please add any additional information you would like to report on this measure*

6. Has your country funded or implemented any specific measures (with an international component) aimed at addressing trafficking in human beings of third-country nationals towards EMN Member and Observer Countries in your country?⁴²

These types of measures may include e.g. awareness raising campaigns developed in cooperation with third countries; targeting specific third country nationalities, diplomatic missions etc.; initiatives involving the diaspora to combat trafficking in human beings; the establishment of trans-national referral mechanisms; support for the voluntary return of third-country national victims; joint investigations/actions with third countries; secondment of law enforcement authorities from third countries.

☐ Yes

⁴² If your country has already provided information in the context of the EMN Study 'Third-country national victims of trafficking in human beings: detection, identification and protection' published in March 2022, please only report only on any developments after 2021.

☐ No

If yes, please provide the main details of the measures using the table below. Add as many tables as measures to report.

Name of the policy or measure National Actionplan 'Together against Human Trafficking'
<p>Third country/ies of nationality targeted (if the measure does not target specific nationalities but third-country nationals in general, please specify): The programme is aimed at combatting the trafficking of human being within the Netherlands in general and therefore not specifically targeted at certain nationalities. However there are some measures within the programme that do address the international dimension in some capacity.</p> <p>Implementation period: from 2023 until 2027 (this action plan is the second national action plan, the first was introduced in 2018).</p> <p>Total funding and source(s) of funding: 2 mln each year</p> <p>Implementing partners: the government officials of the ministry of Justice and Security, the ministry of Health, Welfare and Sport, the ministry of Social Affairs and Employment and the ministry of Foreign Affairs are politically responsible for the implementation.</p> <p>Other organisations involved in the implementation are; the Association of the Netherlands Municipalities (<i>Vereniging van Nederlandse Gemeenten</i>, VNG), the police, the Regional Information and Expertise Centra (Regionale Informatie- en Expertise Centra, RIEC's), Youthcare Netherlands and National Knowledge centre (<i>Jeugdzorg Nederland en Landelijk Kenniscentrum</i>, LVB), ngo's, schools, CoMensha, Meta Story, the judiciary power, victim advocacy, child trafficking and human trafficking centre (<i>Centrum kinderhandel en mensenhandel</i>, CKM), Fairwork, Immigration and Naturalisation Service (<i>Immigratie en Naturalisatiedienst</i>, IND), the Red Cross, Safe Home (Veilig Thuis), care coordinators, umbrella organisations for care and shelter, chain directors, Valente, municipalities, the Salvation Army (<i>Leger des Heils</i>), Platform HOPE, credible messengers, Fairwork, Centre for Crime Prevention and Safety (<i>Centrum voor Criminaliteitspreventie en veiligheid</i>, CCV), care and safety centres, Netherlands Labour Authority (<i>Nederlandse Arbeidsinspectie</i>, NLA), Royal Netherlands Marechaussee (<i>Koninklijke Marechaussee</i>, KMar), the Public Prosecution Service (<i>openbaar ministerie</i>, OM) and the Centre of Expertise on Human Trafficking and Migrant Smuggling (<i>Expertisecentrum Mensenhandel en Mensensmokkel</i>, EMM)</p> <p>Beneficiaries: victims of the trafficking in human beings</p> <p>Objective(s): To lower the number of victims of trafficking in human beings in the Netherlands overall.</p> <p>Main activities:</p> <ol style="list-style-type: none"> 1. exploration and preparation: this phase runs from 2023 to 2024. This phase considers what is needed to realize the actions below, who should be involved and how. The recommendations must be realizable within the available time and taking into account the available capacity. 2. decision-making: in the first quarter of 2025, decisions will be made on the issues detected and described during the exploration and preparation phase. 3. implementation: during this phase, which runs from 2025 to 2027, the actions proposed and approved will be rolled out and implemented. During this phase, possible changes and additions to the formulated recommendations based on

Name of the policy or measure National Actionplan 'Together against Human Trafficking'

advancing understanding should be taken into account. Unforeseen circumstances may also affect the implementation and deployment of the actions.

State of implementation: ongoing

Thematic area (please select all that apply):

x Prevention and reduction of the demand that fosters trafficking in human beings

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

x Identifying, protecting, assisting, supporting and empowering victims

Comments: *It should be noted that in the Netherlands there are currently no specific programmes aimed at third country national victims, but only some policies within the broader framework that address the international dimension.*

7. Has your country engaged in:

a) Structured (bilateral and/or multi-lateral) cooperation with third countries of origin and transit for preventing trafficking in human beings towards the EU; breaking the criminal model of traffickers; and/or protecting, assisting, supporting, and empowering third-country national victims of trafficking?

This may include for example protocols and memoranda of understanding; bilateral/multi-lateral agreements; establishment of anti-trafficking cooperation structures; establishment of mechanism for data exchange; initiatives taken in multilateral fora.

x Yes

☐ No

If yes, please describe.

The Netherlands contributes to the programmes that are described in the answer to question 1, 2 and 5. These programmes support countries of origin and transit in, among other things, developing a legal framework to counter the trafficking in human beings and the detection and prosecution of perpetrators. Through awareness-raising campaigns in countries of origin and transit, the Netherlands tries to inform potential migrants on the risks of becoming victims of trafficking in human beings along the migration routes. More specifically, the Netherlands supports programmes aimed at improving the capacity of specifically key African countries of origin and transit to detect, prosecute and convict criminal networks involved in trafficking and smuggling of human beings. Moreover, the Netherlands promotes cross-border judicial cooperation and information exchange, both in the region and – as far as possible – between Africa and the EU.⁴³ (see Q3a). In addition, in a declaration of intent of

⁴³ European Commission, https://home-affairs.ec.europa.eu/policies/internal-security/organised-crime-and-human-trafficking/together-against-trafficking-human-beings/eu-countries/netherlands_en#cross-border-cooperation-to-address-trafficking-in-human-beings, last accessed on 2 August 2024.

bilateral cooperation on migration between Egypt and the Netherlands (signed on 26 September 2021), paragraph 4 concerns “combatting migrant smuggling and the trafficking in human beings and enhancing border management”. It is described that “the Netherlands and Egypt are committed to work together to address illegal migration, migration smuggling and the trafficking of human beings. The Netherlands is committed to supporting Egypt’s efforts in combating trafficking in human beings by enhancing prosecution capabilities, devising and advertising protection schemes available for victims of trafficking, and strengthening prevention measures”.⁴⁴

b) Structured cooperation with international organisations for preventing trafficking in human beings of third-country nationals towards the EU; breaking the criminal model of traffickers; and/or protecting, assisting, supporting, and empowering third-country national victims of trafficking?

This may include for example protocols and memoranda of understanding; bilateral/multi-lateral agreements; establishment of anti-trafficking cooperation structures; initiatives taken in multilateral for a.

x Yes

☐ No

If yes, please describe.

First of all, the Netherlands cooperates within international organisations on the topic of the prevention of trafficking in human beings, namely: IOM, UNODC, ICMPD, OSCE and OHCHR. Secondly, the Netherlands also actively participates in various international bodies where trafficking in human beings is on the agenda, such as the EU network of national rapporteurs (NREMs) and the Group of Experts on Action against Trafficking in Human Beings (GRETA). Furthermore, cooperation also takes place within the EU at the operational level to deal with perpetrators and prevent victims. This takes place within the European Multidisciplinary Platform Against Crime Threats – Trafficking in human beings (EMPACT-THB). The Netherlands has been a driving force of EMPACT-THB since 2019.⁴⁵

The Dutch role and actions within EMPACT-THB projects:

Besides being the driver the Netherlands is a very active contributor to EMPACT THB. The Netherlands has also been Action Leader for several Operational Actions in EMPACT THB. The Netherlands Labour Authority leads annual actions and joint operation days (JADs) on labour exploitation.

The Netherlands has been leading the Operational Action on Chinese THB and established strategic cooperation with the People’s Republic of China and the cooperation is now entering a more step by step operational phase of cooperation.

⁴⁴ Declaration of Intent of bilateral cooperation on migration between Egypt and The Netherlands, 26 September 2021. <https://www.eerstekamer.nl/overig/20240625/intentieverklaring/document>

⁴⁵ Government of the Netherlands, ‘Action Plan Programme Together Against Human Trafficking’ (Actieplan Programma Samen Tegen Mensenhandel), (2024).

The Netherlands is also the Action Leader on Financial Investigations and Asset Recovery and organises an annual conference where experts from law enforcement, private partners and academia gather to exchange knowledge and best practices.

And as Action co-leader the Netherlands also initiated and leads the European law enforcement hackathons to tackle the online dimension of the trafficking in human beings. During the hackathons there is a continuous focus on Ukrainian victims considering the ongoing war.

Under the Netherlands Drivership a once a year conference has been organised for all the EMPACT THB participating countries and where challenges and best practices are shared. Through interactive workshops different relevant topics are addressed followed with recommendations that are shared among the participants and included in the Operational Actions where relevant.

The participants of EMPACT THB include 41 countries and almost all contribute to the operational process. The EU Agencies Europol, Eurojust, Frontex, CEPOL, ELA are active and important participants and support EMPACT THB, also other agencies and organisations like Interpol, EL PACCTO, ION, OSCE, NAPTIP are active participants and partners.⁴⁶

SECTION 2: POLICIES AND MEASURES RELATED TO PREVENTING AND REDUCING THE DEMAND THAT FOSTERS TRAFFICKING IN HUMAN BEINGS

8. Has your country identified any challenges in relation to policies and measures aimed at:

- a) Preventing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims (and potential victims) (e.g. challenges in identifying/targeting victims/potential victims for awareness raising campaigns; challenges posed by existing social and cultural norms; challenges posed by restrictions derived from the Covid-19 pandemic, etc.)?**

☐ Yes

☒ No

If yes, please describe such challenges.

At this moment, no specific challenges in relation to policies and measures aimed at preventing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims (and potential victims) can be reported.

- b) Preventing and reducing the demand for trafficking in human beings of third-country nationals within your country (e.g. challenges in ensuring training for authorities or first line responders; challenges in identifying/targeting consumers/potential consumers of services derived from different**

⁴⁶ Information provided by Public Prosecution Service (*Openbaar Ministerie*) on 2 September 2024.
Page 25 of 39

forms of trafficking for awareness raising campaigns; challenges posed by restrictions derived from Covid-19 pandemic, etc.)?

☐ Yes

☒ No

If yes, please describe such challenges

At this moment, no challenges preventing and reducing the demand for trafficking in human beings of specifically third-country nationals can be reported.

The National Action Plan (NAP)⁴⁷ reports the following general challenges:

- A lack of awareness of trafficking in human beings. Many professionals can be confronted with trafficking in human beings in daily work, though it might not be their main task at hand to signal it.
- A limited willingness to report or limited knowledge how to report trafficking in human beings. More clarity for victims, citizens and professionals about where to report signals is necessary.
- Momentarily, determination of (juridical) victimhood can only take place as part of a criminal investigation. This might lead to underreporting and insufficient protection of victims.
- A low sense of security of victims, which can have a negative effect on their willingness to report or cooperate in criminal investigation.
- Insufficient cooperation on a local, regional, national and international level, as well as public-private and interdisciplinary. This includes insufficient information sharing between the multiple involved organisations and domains. There is a field of tension between information sharing in the benefit of the victim and privacy legislation.

Another general challenge is the limited availability of support for victims of trafficking (so no incentive to come forward) and the risk of non-recognition of victimhood.⁴⁸

9. Has your country identified any good practices in relation to policies and measures aimed at:

a) Preventing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims (and potential victims) (e.g. awareness raising activities; educational programs; survivor inclusion, etc.)?

☒ Yes

☐ No

If yes, please describe up to three policies or measures that have been identified as a good practice in your country and explain why these are considered good practices.

The Netherlands identified the following good practices in relation to policies and measures aimed at preventing trafficking in human beings towards EMN Member and

⁴⁷ Government of the Netherlands, 'Action Plan Programme Together Against Human Trafficking' (*Actieplan Programma Samen Tegen Mensenhandel*), (2024).

⁴⁸ Information provided by National Coordination Centre against Human Trafficking (Comensha) on 3 September 2024.

Observer Countries in third countries of origin and transit of victims (and potential victims):

- The Cooperation on Migration and Partnerships to Achieve Sustainable Solutions (COMPASS) (see also Q3a, and 5) can be considered a good practice. This programme is a strategic cooperation between the International Organisation for Migration (IOM) and the Ministry of Foreign Affairs of the Netherlands. COMPASS aims to tackle the following common goals:
 - Defragmentation; until recently, the Dutch MFA financed separate migration cooperation projects with IOM in various countries. This fragmented approach has now been fully consolidated into a single structure, COMPASS.
 - Increased flexibility; through an annual review of needs and priorities, COMPASS aims to be flexible and adaptable, striving to become more responsive, inclusive, and aligned with the diverse global, regional, and national development agendas and strategies.
 - Better quality of interventions.
 - A more strategic cooperation; COMPASS represents a tripartite partnership between IOM, the Netherlands, and partner countries, guiding safe migration and addressing common migration challenges with a commitment to leaving no one behind.

Considering the presented Three-Year Progress Markers, in the leaflet "Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027)"⁴⁹ this strategic alliance can be considered a good practice. In Q10 the results from COMPASS presented in the leaflet are further elaborated upon.

b) Preventing and reducing the demand for trafficking in human beings of third-country nationals within your country (e.g. awareness raising activities and demand reduction initiatives in foreign languages or aimed at specific nationalities or regions; information campaigns involving/targeting the diaspora; cultural mediators, etc.)?

☒ Yes

☐ No

If yes, please describe up to three policies or measures that have been identified as a good practice in your country and explain why these are considered good practices.

At this moment, no good practices in relation to policies and measures aimed at preventing and reducing the demand for trafficking in human beings of specifically third-country nationals within the Netherlands can be reported.

10. Please describe the main outcomes/outputs resulting from the implementation of policies and measures aimed at preventing, raising awareness and reducing the demand of trafficking in human beings of third-country nationals

⁴⁹ International Organisation for Migration (IOM), 'Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027)', <https://www.iom.int/sites/g/files/tmzbd1486/files/documents/2024-06/compass-phase-ii-programme-brief.pdf>

(e.g. number of people reached by trainings/awareness raising campaigns, greater understanding of risks associated with trafficking in human trafficking among potential victims; higher level of awareness on key issues related to trafficking in human beings; drop in the number of victims from a certain third-country nationality/region, etc.).

Please report on both main outcomes of policies and measures implemented in third countries of origin and transit and within your own country.

The main outcomes/outputs resulting from the implementation of policies and measures aimed at preventing, raising awareness and reducing the demand of trafficking in human beings of third-country nationals:

Within third countries of origin and transit:

- Training/awareness raising campaigns: As already mentioned in Q9a, the Three-Year Progress Markers of the COMPASS programme in the leaflet "Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027) highlighted that 3,807 officials and stakeholders were trained in migration management, with a focus on preventing trafficking in persons and smuggling of migrants, aligning with international standards.⁵⁰ On top of that the leaflet pointed out that 572,060 young people in communities with high mobility were engaged on the promotion of safe migration and local opportunities, alongside 3 million members of their support networks. There were also 740,000 visitors on Yenna, WAKA Well, and the Global Data Hub of Human Trafficking.⁵¹
- The police also has a number of significant international cooperation efforts, including Escape Van in Hungary.⁵²

Within the Netherlands:

At this moment, no main outcomes of policies and measures within the Netherlands, specifically targeted at third-country nationals can be reported.

SECTION 3: POLICIES AND MEASURES RELATED TO LAW ENFORCEMENT AND JUDICIAL RESPONSE WITH A VIEW TO BREAKING THE CRIMINAL MODEL OF TRAFFICKERS

11. Has your country identified any challenges in relation to policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings towards EMN Member and Observer Countries:

- a) in third countries of origin and transit of victims (e.g. lack of awareness of existing cooperation and referral structures; challenges related to available data/exchange of data; administrative challenges; poor coordination/communication among relevant actors; different nature/mandate of actors**

⁵⁰ International Organisation for Migration (IOM), 'Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027)', <https://www.iom.int/sites/g/files/tmzbdl486/files/documents/2024-06/compass-phase-ii-programme-brief.pdf>

⁵¹ International Organisation for Migration (IOM), 'Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027)', <https://www.iom.int/sites/g/files/tmzbdl486/files/documents/2024-06/compass-phase-ii-programme-brief.pdf>

⁵² Information provided by Public Prosecution Service (*Openbaar Ministerie*) on 30 August 2024.

involved; different definitions; challenges posed by restrictions derived from Covid-19 pandemic, etc.)?

☒ Yes

☐ No

If yes, please describe such challenges.

The Netherlands identified the following challenges in relation to policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings in third countries of origin and transit:

- Differing legal frameworks, law enforcement practices, and definitions pose a challenge when coordinating police interventions when combating the trafficking in human beings. Each country has its own set of laws, procedures, and definitions, which can create obstacles in cross-border collaboration and information sharing. Jurisdictional limitations, varying definitions of trafficking offenses, and inconsistent legal standards complicate joint operations and hinder the seamless pursuit of traffickers across borders. These disparities can lead to gaps in enforcement, delays in action, and ultimately a less effective international response to trafficking in human beings.⁵³
- Another challenge concerns the data sharing between governments when combating the trafficking in human beings. These might occur due to concerns over privacy, data protection laws (specifically the GDPR), and the lack of standardized protocols. Different countries and organisations might have varying regulations on data privacy and security, making it challenging to share sensitive information without breaching legal obligations.⁵⁴ On top of that, different countries may not be gathering the data that is specifically needed and it may not always be clear how data has been gathered or how trustworthy the gathered data is. This makes it difficult to use in international law enforcement cooperation.⁵⁵
- With the use of innovative investigative methods, such as hackathons and crawling/scraping, comes the issue of data protection. There is significant uncertainty regarding the legal boundaries and compliance with existing data protection laws when applying these techniques. This lack of clarity hinders their effective use, as law enforcement agencies are unsure how to proceed without risking breaches of privacy regulations. What's missing is clear guidance at the EU level (see also Q20) to ensure that these innovative tools can be applied effectively internationally while staying within the framework of data protection laws.⁵⁶

b) within your country (e.g. challenges related to available data/exchange of data; administrative challenges; poor coordination/communication among relevant actors; different nature/mandate of actors involved; different definitions; challenges posed by restrictions derived from Covid-19 pandemic, etc.)?

⁵³ Ministry of Justice and Security, 'Samen tegen mensenhandel. Een bloemlezing van citaten over trends, problemen en ambities van de aanpak van mensenhandel', March 2023.

⁵⁴ Ministry of Justice and Security, 'Samen tegen mensenhandel. Een bloemlezing van citaten over trends, problemen en ambities van de aanpak van mensenhandel', March 2023.

⁵⁵ Information provided by Public Prosecution Service (*Openbaar Ministerie*) on 2 September 2024.

⁵⁶ Information provided by Public Prosecution Service (*Openbaar Ministerie*) on 30 August 2024.

☐ Yes

☒ No

If yes, please describe such challenges.

At this moment, no challenges in relation to policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings within the Netherlands concerning third country nationals were reported.

The National Action Plan (NAP)⁵⁷ reports the following general challenge pertaining to all victims of this crime:

- Identification of victimhood: Determining victimization presents challenges to the practice, particularly where criminal exploitation is concerned. Victims of this form of trafficking - in which they have been forced to commit crimes - often come into the picture not as such, but rather as suspects of the crime committed. Sometimes these suspects are precisely not seen by the human trafficking units within investigative organizations, making the identification of victimhood alongside perpetration difficult.⁵⁸

12. Has your country identified any good practices in relation to policies and measures aimed at enhancing the law enforcement and judicial response to address trafficking in human beings towards EMN Member and Observer Countries:

a) in third countries of origin and transit of victims (and potential victims) (e.g. capacity building and training of law enforcement and judicial authorities of third countries; cooperation through EU Agencies; early cooperation and coordination, etc.)?

☒ Yes

☐ No

If yes, please describe up to three policies or measures that have been identified as good practices in your country and explain why these are considered good practices.

The Netherlands identified the following good practices in relation to policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings in third countries of origin and transit of victims:

- Increased cooperation with international partners: In addressing the international dimension of the trafficking of human beings, the Dutch national police are working to improve cooperation with countries of origin and transit. The so-called "upstream disruption". This includes cooperation within EMPACT (see Q2, Q6, and Q12b) and EUROPOL and contributing to Joint Investigation Teams.⁵⁹

⁵⁷ Government of the Netherlands, 'Action Plan Programme Together Against Human Trafficking' (*Actieplan Programma Samen Tegen Mensenhandel*), (2024).

⁵⁸ Government of the Netherlands, 'Action Plan Programme Together Against Human Trafficking' (*Actieplan Programma Samen Tegen Mensenhandel*), (2023). 14.

⁵⁹ Ministry of Justice and Security, 'Veiligheidsagenda 2023-2026', <https://open.overheid.nl/documenten/ronl-fefff06abdd2c99d8ad9be531c68a1df6deae72d/pdf>.

- The Dutch Public Prosecution Service (*Openbaar Ministerie*) highlighted that they have actively participated in various roundtables, including those involving third countries, to address key topics related to the trafficking in human beings. Discussions have covered areas such as technology facilitating trafficking, data sharing, and the innovation of investigative tools. The Netherlands has provided significant input during these sessions, contributing to productive and meaningful exchanges. This collaboration helps enhance international cooperation and supports efforts to improve the tools and strategies used to combat human trafficking on a global scale.⁶⁰
- International police cooperation: The Dutch police have established contacts, known as liaisons, in certain countries to improve international cooperation, particularly with third countries. An example is the collaboration with Nigeria, where the focus is on providing support through knowledge transfer and training. This aims to enhance the operational capabilities of local law enforcement, which is also beneficial for the Netherlands. The strategy is shifting from reactive operations abroad to a preventive approach, enabling local authorities to identify and stop the trafficking in human beings before it reaches Europe. This preventive focus on transit countries, through training and technology, helps reduce exploitation at an early stage.⁶¹

b) within your country (e.g. through law enforcement and judicial cooperation with third countries; secondment of law enforcement authorities from third countries; cooperation with EU Agencies; use of cultural mediators in procedures involving third country national victims; early cooperation and coordination; specialised trafficking entities/units; specialised prosecutors, etc.)?

☒ Yes

☐ No

If yes, please describe up to three policies or measures that have been identified as good practices in your country and explain why these are considered good practices.

The Netherlands identified the following good practices in relation to policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings within the Netherlands:

- The Dutch involvement in the EMPACT project can be seen as a good practice. EMPACT promotes international cooperation, including with third countries, aiming to develop a policy framework that supports the operational handling of criminal cases. This initiative is part of broader efforts like specialized trafficking units, the use of cultural mediators for victims from third countries, and international collaboration.⁶² Events such as the 2022, 2023 and 2024 hackathon to improve identification methods for the trafficking in human beings illustrate this. In this event Dutch authorities joined forces with global partners to tackle the issue. The hackathon included EU countries as well as non-EU

⁶⁰ Information provided by Public Prosecution Service (*Openbaar Ministerie*) on 2 September 2024.

⁶¹ Information provided by the Dutch National Police on 2 September 2024.

⁶² Information provided by Public Prosecution Service (*Openbaar Ministerie*) on 30 August 2024

countries.⁶³ (see for further details on the actions and role of the Dutch government in EMPACT Q7b)

- Cultural mediation: Fairwork, an NGO sponsored by the Dutch government, makes use of cultural mediators to help support international victims. This can be seen as a good practice.⁶⁴
- Using an international strategy to prioritize interventions: There is currently an international strategy and a program with an overview of all current international police activities on combating the trafficking of human beings, but in order to prioritize the most effective interventions, an international complete picture is necessary, which the national police creates. Based in part on this picture, the police arrive at an international program with targeted interventions. To this end, the police work closely with international partners and with the liaison officers (see Q12a).⁶⁵

13. Please describe the main outcomes/outputs resulting from the implementation of policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings of third-country nationals

(e.g. an increase in the number of arrests/prosecuted cases/convictions, number of joint investigations/actions and results of those actions; enhanced capacities among law enforcement authorities to fight trafficking in human beings; improvement in the exchange of information among law enforcement and judicial authorities from countries of origin/transit and destination, etc.)

Please report on both main outcomes of policies and measures implemented in third countries of origin and transit and within your own country.

Within third countries of origin and transit

The Netherlands' has no main outcomes/outputs to report resulting from the implementation of policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings in third-countries.

Within the Netherlands

The Netherlands' has no main outcomes/outputs to report resulting from the implementation of policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings of third-country nationals.

In general however recent years have seen the following outcomes regarding policies aimed at enhancing the law enforcement and judicial response to trafficking in human beings overall;

⁶³ Nationale Politie, 'Tweede Hackathon Mensenhandel internationale krachtenbundeling', <https://www.politie.nl/nieuws/2023/oktober/12/11-tweede-hackathon-mensenhandel-internationale-krachtenbundeling.html>, last accessed on 2 October 2024.

⁶⁴ Information provided by National Coordination Centre against Human Trafficking (Comensha) on 3 September 2024.

⁶⁵ Ministry of Justice and Security, 'Veiligheidsagenda 2023-2026', <https://open.overheid.nl/documenten/ronl-fefff06abdd2c99d8ad9be531c68a1df6deae72d/pdf>.

- The number of people registered with the Public Prosecutor's Office (OM) on the suspicion of the trafficking in human beings has increased in recent years.⁶⁶
- From 2020 onwards, around €10 million became available for police to recruit additional personal to help combat the trafficking in human beings. These additional financial means have indeed led to the certification of more investigators combating the trafficking of human beings.⁶⁷

SECTION 4: POLICIES AND MEASURES RELATED TO THE IDENTIFICATION, PROTECTION, SUPPORT AND EMPOWERMENT OF VICTIMS OF TRAFFICKING

15. Has your country identified any challenges in relation to the implementation of specific policies and measures aimed at enhancing the identification, protection, support and empowerment of:

a) victims trafficked towards EMN Member and Observer Countries in third countries of origin and transit (e.g. lack of training/specialised knowledge to identify victims; insufficient resources; administrative challenges; challenges with implementation of trans-national referral mechanisms; challenges to identify specific types of victims; challenges posed by restrictions derived from Covid-19 pandemic; challenges posed by the use of new technologies, etc.)?

☒ Yes

☐ No

If yes, please describe such challenges.

The Netherlands identified the following challenge in relation to the implementation of specific policies and measures aimed at enhancing the identification, protection, support and empowerment victims trafficked towards EMN Member and Observer Countries in third countries of origin and transit:

- Different decision-making processes; a challenge that was encountered in the implementation of the PROTECT II project was that implementation might be difficult due to different decision-making processes in other countries. A key lesson learned from the experience of the project was to carefully assess the feasibility of implementing a project in each of the participating countries, and make sure that administrative and management arrangements are suitable for implementation. This lesson relates to the project's experience in working with Algeria which carried a host of challenges that included a difficulty in arranging for activities due to the centralized decision-making approach followed in Algeria.⁶⁸

⁶⁶ Ministry of Justice and Security, 'Veiligheidsagenda 2023-2026', <https://open.overheid.nl/documenten/ronl-fefff06abdd2c99d8ad9be531c68a1df6deae72d/pdf>.

⁶⁷ Ministry of Justice and Security, 'Veiligheidsagenda 2023-2026', <https://open.overheid.nl/documenten/ronl-fefff06abdd2c99d8ad9be531c68a1df6deae72d/pdf>.

⁶⁸ UNODC, https://www.unodc.org/documents/evaluation/Briefs/2023/Final_Evaluation_Brief_XAMW33.pdf, last accessed on 2 August 2024.

b) third-country national victims of trafficking identified within your country (e.g. lack of training/specialised knowledge to identify victims; insufficient resources; administrative challenges; challenges with implementation of trans-national referral mechanisms; challenges to identify specific types of victims; challenges posed by restrictions derived from Covid-19 pandemic; challenges posed by the use of new technologies, etc.)?

☒ Yes

☐ No

If yes, please describe such challenges.

The Netherlands identified the following challenge in relation to the implementation of specific policies and measures aimed at enhancing the identification, protection, support and empowerment of specifically third-country-national victims of trafficking identified within the Netherlands:

- Support, protection and shelter of foreign victims of the trafficking in human beings in the Netherlands is tied to official identification by the police and the cooperation of the victim in the investigation and prosecution. This means that in cases that are not further investigated by the police, victims cannot get access to support, protection and shelter. As a part of the Action Plan, the Dutch government will explore options to cut the link between access to shelter, protection and support and criminal proceedings.⁶⁹

General challenges in relation to the implementation of specific policies and measures aimed at enhancing the identification, protection, support and empowerment of victims of trafficking identified within the Netherlands are:

- Fieldlab-team Lovitura identifies several challenges in their effort to tackle Romanian criminal partnerships sexually exploiting Romanian and Moldavian women in The Netherlands.
- Fieldlab-team Tulpafslag signals several challenges when it comes to moderation and age verification processes at Adult Sex Websites, and also impossibilities to enforce when this falls short.
- Permanent monitoring of perpetrators and victims of trafficking in human beings is necessary. The use of technology for this purpose is indispensable.
- A regional hub to combat trafficking in human beings is necessary, in which all the municipalities of the region need to participate.
- A uniform work and registration procedure is necessary, to secure an unambiguous registration of signals of trafficking in human beings.⁷⁰

14. Has your country identified any good practices in relation to the implementation of specific policies and measures aimed at enhancing identification, protection, support, and empowerment of:

a) victims trafficked towards EMN Member and Observer Countries in third countries of origin and transit? (e.g. cooperation with non-governmental organisations in third countries; support to

⁶⁹ Information provided by the National Rapporteur on Trafficking in Human Being on 21 August 2024.

⁷⁰ Letter from the Minister for Migration of 8 December 2023, 49 22333, <https://open.overheid.nl/documenten/dpc-df25c79783051b44794ca9716851acaaa840bd6a/pdf>

reintegration of victims of trafficking; including with the aim of avoiding revictimization, etc.).

☒ Yes

☐ No

If yes, please describe up to three policies or measures that have been identified as good practices in your country and explain why these are considered good practices.

The Netherlands identified the following good practices in relation to the implementation of specific policies and measures aimed at enhancing identification, protection, support and empowerment of victims trafficked towards EMN Member and Observer Countries in third countries of origin and transit:

- The Dutch government, Ministry of Justice, facilitates and hosts the International Human Trafficking Meeting (Internationaal Mensenhandel Overleg, IMO), where NGOs and government professionals on human trafficking meet every quarter to share information and best practices.⁷¹

b) third-country national victims of trafficking identified within your country? (e.g. trans-national referrals; cooperation with the diaspora; voluntary return of victims of trafficking, etc.).

☐ Yes

☒ No

If yes, please describe up to three policies or measures that have been identified as good practices in your country and explain why these are considered good practices.

At this moment, no good practices in relation to the implementation of specific policies and measures aimed at enhancing identification, protection, support, and empowerment of preventing and reducing the demand for trafficking in human beings of specifically third-country nationals can be reported.

General good practices in relation to the implementation of specific policies and measures aimed at enhancing identification, protection, support, and empowerment of preventing and reducing the demand for trafficking in human beings are:

- The Royal Netherlands Marechaussee intensified their human trafficking course to enhance awareness of and knowledge about different forms of human trafficking.
- The introduction of a scoring model (DIGW) for trafficking in human beings, with which all (possible) signals of trafficking in human beings are weighed. This model is used for administrative monitoring. The possibility to expand the use of this model to municipalities is currently being explored. This should lead to a domain transcendent identifying of trafficking in human beings, more knowledge and expertise on this theme and improvement of the sharing of information.⁷²
- The use of webcrawling technique by the Dutch police to (pro-actively) identify victims of trafficking (or minors) on Adult Sex Websites and social media platforms.⁷³

⁷¹ Information provided by the National Rapporteur on Trafficking in Human Being on 21 August 2024.

⁷² Letter from the Minister for Migration of 8 December 2023, 49 22333, <https://open.overheid.nl/documenten/dpc-df25c79783051b44794ca9716851acaaa840bd6a/pdf>

⁷³ Information provided by Public Prosecution Service (Openbaar Ministerie) on 30 August 2024.

16. Please describe your country's main outcomes/outputs resulting from the implementation of policies and measures aimed at improving the identification, protection, support and empowerment of third-country national victims of trafficking

(e.g. enhanced capacity of relevant actors to identify victims of trafficking in human beings; number of victims who received cross-border comprehensive short-term and long-term assistance; enhanced opportunities for reintegration of victims, etc.)

Please report on both main outcomes of policies and measures implemented in third countries of origin and transit and within your own country.

Within third countries of origin and transit

- Receiving Assistance: The Three-Year Progress Markers of the COMPASS programme in the leaflet "Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027) (also mentioned in Q9a and 10), highlighted that 122,279 migrants and returnees (46% Women; 51% Men; 3% unknown, some but not all were victims of trafficking) received protection assistance in the form of humanitarian, comprehensive, return and reintegration assistance. Out of those 71,804 individuals were provided with humanitarian assistance.⁷⁴

Within the Netherlands:

At this moment, no main outcomes/outputs resulting from the implementation of policies and measures aimed at improving the identification, protection, support and empowerment of specifically third-country national victims of trafficking can be reported.

SECTION 5: COOPERATION WITH THIRD COUNTRIES AND WITH INTERNATIONAL ORGANISATIONS

17. Has your country identified any good practices in the cooperation with third countries of origin and transit of victims to: prevent the trafficking of third-country nationals towards the EU; break the criminal model of traffickers; and/or protect, assist, support, and empower third-country national victims of trafficking?

☒ Yes

☐ No

If yes, please describe up to three examples of good practices in cooperation with third countries and explain why these are considered good practices.

Yes, the Netherlands has identified good practices in the cooperation with third countries of origin and transit of victims to prevent the trafficking of third-country nationals towards the EU. With the Action Plan, the Dutch government is working to strengthen international engagement, both in cooperation with countries of origin and transit, and through multilateral organisations. The motion Kuik/Voordewind introduced in the Dutch House of Representatives in 2019⁷⁵ identified ways to

⁷⁴ International Organisation for Migration (IOM), 'Guiding Safe Migration: A New Phase for the COMPASS Programme (2024 – 2027)'.

⁷⁵ Parliamentary Papers II, 2019–2020, 35 300 XVII, nr. 34.

strengthen the recognition, identification and prevention of the trafficking in human beings. Based on these results, the approach to the prevention of the trafficking in human beings has been intensified and the following good practices can be identified:

- A project-based intensification, especially in West Africa and the Sahel
- Improved cooperation with the governments of transit countries and countries of origin.⁷⁶
- Contributing to the Better Migration Management Programme can also be seen as a good practice.⁷⁷

18. Has your country identified any good practices in the cooperation with international organisations to prevent the trafficking of third-country nationals towards the EU; break the criminal model of traffickers; and/or protect, assist, support, and empower third-country national victims of trafficking?

☒ Yes

☐ No

If yes, please describe up to three examples of good practices in cooperation with third countries and explain why these are considered good practices.

With the National Action Plan, the Dutch government is working to strengthen international engagement, both in cooperation with countries of origin and transit, and through multilateral organisations. The following good practices can be identified regarding the cooperation with international organisations:

- Sanctions against human traffickers in Libya
Commitment to establish sanctions in UN and EU context against leaders of trafficking and smuggling networks in key countries of origin and transit, similar to previous successful NL initiative in UNSCR context for sanctions against traffickers in Libya.⁷⁸
- Promoting regional cooperation between different countries of origin and transit
International cooperation, both between countries of origin, transit and arrival countries, is necessary to get full visibility and roll up human trafficking networks. Through UNOCD, regional trainings are provided so that investigating officers are in contact with each other, contact between West Africa and European countries is facilitated, and a conference on information exchange has been organised.⁷⁹

⁷⁶ Government of the Netherlands, 'Voortgangsbrieff programma Samen tegen mensenhandel', <https://www.rijksoverheid.nl/documenten/kamerstukken/2020/11/18/tk-voortgangsbrieff-programma-samen-tegen-mensenhandel><https://www.rijksoverheid.nl/documenten/kamerstukken/2020/11/18/tk-voortgangsbrieff-programma-samen-tegen-mensenhandel>

⁷⁷ EU, 'Better Migration Management Programme', https://trust-fund-for-africa.europa.eu/our-programmes/better-migration-management-programme_en, last accessed on 2 October.

⁷⁸ Government of the Netherlands, 'Programmaresultaten Samen tegen mensenhandel', <https://www.rijksoverheid.nl/documenten/rapporten/2020/11/18/tk-bijlage-1-tabel-bij-voortgangsbrieff-samen-tegen-mensenhandel><https://www.rijksoverheid.nl/documenten/rapporten/2020/11/18/tk-bijlage-1-tabel-bij-voortgangsbrieff-samen-tegen-mensenhandel>

⁷⁹ Government of the Netherlands, 'Programmaresultaten Samen tegen mensenhandel', <https://www.rijksoverheid.nl/documenten/rapporten/2020/11/18/tk-bijlage-1-tabel-bij-voortgangsbrieff-samen-tegen-mensenhandel><https://www.rijksoverheid.nl/documenten/rapporten/2020/11/18/tk-bijlage-1-tabel-bij-voortgangsbrieff-samen-tegen-mensenhandel>

19. Has your country identified any challenges in relation to the cooperation described in questions 17 and 18?

No concrete challenges in relation to the cooperation described in questions 17 and 18 can be reported.

SECTION 6: NEEDS AND FUTURE NATIONAL MEASURES AND POLICIES

20. Has your country identified any particular needs in addressing the international dimension of trafficking in human beings? (e.g. any thematic areas not sufficiently covered; any nationalities that were not sufficiently targeted; needs in cooperation with some third countries/regions, etc.)

☒ Yes

☐ No

If yes, please describe these needs and provide the source of the needs assessment (e.g. expert opinions, existing reports, evaluations, studies etc.)

The Dutch Public Prosecutors Service (OM) and the National Police identified that it might be beneficial to have more cooperation and international alignment on new and innovative investigation tools. Right now, it appears that each Member State (and third country) is individually trying to figure out how to make use of innovative investigative tools (data scraping, crawling, big data etc.), but there is a lack of coordination. Greater alignment at the EU level might be beneficial, providing clearer direction for all stakeholders involved. This need for coordination also applies to overall management. Better alignment would help Member States understand what to expect and how to collaborate more effectively together. While many countries face similar challenges regarding third-country nationals, each has its own network of contacts. Coordinating these efforts would streamline cooperation and enhance our collective response to the international dimension of the trafficking in human beings.⁸⁰

21. [Optional] Are there any ongoing discussions at national level on how future national and EU actions/policies could address identified needs and build on existing good practices?

☐ Yes

☒ No

If yes, please describe and specify whether any follow-up actions were taken (e.g., changes in policies/measures; proposal for new policies/measures; negotiations of new cooperation agreements with third countries, etc.).

NO

22. Is your country planning to develop any new policies or measures that address the international dimension of trafficking in human beings?

☒ Yes

☐ No

⁸⁰ Information provided by Public Prosecution Service (*Openbaar Ministerie*) on 2 September 2024.;
Information provided by the Dutch National Police on 2 September 2024.

If yes, please describe and explain the reasons / drivers (needs or challenges identified) and the new development.

Yes, In general, there are continuous plans and developments intended to address the international dimension of trafficking in human beings, for example within the National Action Plan 'Together Against Human Trafficking' (see Q3b). Within this Action Plan, stakeholders are structurally working together to improve identified challenges and implement new policies. Currently, the Action plan of the programme has the implementation of various policies outlined till 2027.⁸¹

⁸¹ Government of the Netherlands, 'Action Plan Programme Together Against Human Trafficking' (*Actieplan Programma Samen Tegen Mensenhandel*), (2024).