14th GENERAL REPORT

GRETA

Group of Experts on Action against Trafficking in Human Beings

covering the period from

1 January to 31 December 2024

COUNCIL OF EUROPE

CONSEIL DE L'EUROPE

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French edition:

14e rapport général
GRETA – Groupe d'experts sur la lutte
contre la traite des êtres humains

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COUNCIL OF EUROPE CONVENTION
ON ACTION AGAINST TRAFFICKING IN HUMAN BEINGS

Helga Gayer, President of GRETA until 31 December 2024

Introduction by the President of GRETA

It is my pleasure and privilege to introduce the 14th General Report on the activities of the Group of Experts on Action against Trafficking in Human Beings (GRETA), covering the period from 1 January to 31 December 2024.

The report highlights the work carried out by our group during the year, including country evaluation visits to 13 State Parties, the publication of reports concerning another 12 Parties, and the organisation of round-table meetings in yet another 10 Parties as a follow-up to previous GRETA reports. This intense activity demonstrates GRETA's resolve to maintain an ongoing dialogue with State Parties, which is a crucial element of the monitoring of the Convention.

I am particularly satisfied that GRETA managed to carry out the third evaluation visit to Ukraine, which had been postponed since 2022 due to Russia's full-scale invasion. This was not a GRETA visit like any other. Despite the limitations imposed by security concerns and the complicated travel arrangements, GRETA travelled to Ukraine in order to collect information on the ground and document the efforts that the authorities and civil society are making to continue combating human trafficking despite the immense challenges created by the war. GRETA is grateful to the Ukrainian authorities for enabling the organisation of the visit in the context of an ongoing war. We hope that GRETA's report will provide impetus for the Council of Europe to further support Ukraine in increasing its capacity to prevent and combat human trafficking and related violations of human rights.

This year's general report includes a chapter which summarises the results of 15 years of monitoring of the implementation of the Convention by GRETA, outlines the progress made, and pinpoints remaining challenges. A number of key milestones have been reached over the years. The number of States Parties to the Council of Europe Anti-Trafficking Convention grew from 18 at the time of the first Committee of the Parties' meeting when the first GRETA members were elected, to 48 at present. GRETA has carried out three rounds of evaluation of the Convention and published some 140 country evaluation reports which trace the evolution of national efforts to combat human trafficking. The monitoring work undertaken by GRETA has triggered many positive changes, which result in greater protection of the rights of victims of human trafficking, ultimately preventing violations of the European Convention of Human Rights. The publication "Practical Impact of GRETA's Work in Improving the Implementation of the Convention on Action against Trafficking in Human Beings", launched on the occasion of GRETA's 15th anniversary, is an illustration of the results which systematic, rigorous and independent international monitoring can produce.

These impressive figures and results are the outcome of great collective efforts. I would like to give credit to all the people behind this endeavour – the former and current GRETA members, with their wide-ranging expertise, and the hard-working Secretariat that keeps the monitoring mechanism running. We are also very grateful for the support that we have received from successive Secretary Generals and Deputy Secretary Generals of the Organisation, the Committee of Ministers, the Committee of the Parties to the Convention, as well as the Parliamentary Assembly.

Consistency of approach and coherent standards are profoundly important, which is why GRETA has strived to develop standards for implementing the Convention's provisions through the interpretation of their substantive content and providing examples of good practice to be followed. An important highlight of 2024 was the adoption of a new Guidance Note, on the recovery and reflection period, provided for in Article 13 of the Convention. GRETA trusts that by clarifying the obligation to grant a recovery and reflection period to victims of trafficking, the Guidance Note will strengthen its implementation of this key provision of the Convention, which is an essential step in protecting and assisting victims of trafficking.

In 2024, GRETA made good progress on the fourth evaluation round of the Convention, which was launched in June 2023. It finalised the evaluations of three Parties under this round (Austria, Cyprus and the Slovak Republic), carried out visits to 10 other Parties, and sent the questionnaire for the fourth round to six more Parties. The thematic focus of this new round of evaluation of the Convention is on vulnerabilities to trafficking in human beings and measures taken by States Parties to prevent and detect them, and to punish the perpetrators. The relevance of this focus has been recently highlighted by the judgment of the European Court of Human Rights in the case of *B.B. v. Slovakia* (application No. 48587/21), which showed how intersecting factors such as gender, belonging to a minority group and socio-economic status, interact and increase vulnerability to human trafficking.

In its monitoring work, GRETA relies on a variety of information sources, not only from public officials, but also from civil society and independent national human rights bodies. GRETA is grateful for the contributions made by NGOs to its monitoring

work and is committed to continuing the existing co-operation with civil society. GRETA is concerned by attempts to exclude civil society from anti-trafficking efforts in some States, and will continue monitoring how governments work with NGOs on combating human trafficking and whether their voices – as well as the voices of people with lived experiences - are taken into account. GRETA is convinced that only through co-operation and strategic partnerships with civil society, as provided for in Article 35 of the Convention, can the purposes of the Convention be achieved.

After 15 years of monitoring, GRETA observes that some recommendations that it has made repeatedly to States Parties have not been implemented or have been only partially implemented. This may be due to different factors, including lack of resources, prioritisation or political will. In this respect, it is important that the Committee of the Parties, as the political pillar of the monitoring mechanism of the Convention, encourages the implementation of GRETA's conclusions.

The appointment of independent national rapporteurs on trafficking in human beings and/or the involvement of national human rights institutions is also essential for strengthening the implementation of the Convention. Further, local and regional authorities have a key role to play in the fight against trafficking in human beings.

The fight against human trafficking cuts across many of the areas of work of the Council of Europe and is a truly transversal issue. With a view to strengthening the impact of its work, GRETA has continued to build synergies with other Council of Europe bodies, including the Parliamentary Assembly, the Congress of Local and Regional Authorities, the Lanzarote Committee and the Consultation Group on the Children of Ukraine.

As a result of the elections of GRETA members held by the Committee of the Parties on 29 November 2024, four GRETA members were re-elected for a second term of office and four new members were elected. I was amongst the four GRETA members whose mandates expired at the end of 2024. I would like to wish the new panel of experts perseverance and success in continuing the important mission entrusted to GRETA by the Convention.

GRETA's independent voice has helped change laws and lives – but human trafficking is far from defeated. As traffickers adapt, so must we. In the face of growing and evolving threats, we need stronger political commitment and concrete action more than ever.

Helga Gayer
President of GRETA until the end of 2024

2024 SNAPSHOT

15 INDEPENDENT EXPERTS

GRETA is the only independent panel of experts monitoring the implementation of binding international legal provisions on combating trafficking in human beings.

13 EVALUATION VISITS

Albania, Bulgaria, Croatia, Denmark, Georgia, Liechtenstein, Malta, the Republic of Moldova, Montenegro, Romania, the Slovak Republic, Ukraine and the United Kingdom.

12 FINAL REPORTS

adopted and published by GRETA

Andorra, Aruba/Kingdom of the Netherlands, Czech Republic, Finland, Germany, Hungary, Italy, Lithuania, Monaco, San Marino, Switzerland and Türkiye.

IMPACT

GRETA's monitoring contributes to changes in legislation, policy and practice.

10 ROUND TABLES

on the follow-up to GRETA's evaluation reports

Armenia, Belgium, Bosnia and Herzegovina, France, Ireland, Latvia, Luxembourg, Norway, Portugal and Slovenia.

COOPERATION ACTIVITIES

Bosnia and Herzegovina, Malta, North Macedonia, Serbia.

RECOVERY AND REFLECTION PERIOD

New GRETA Guidance Note on the recovery and reflection period (Article 13 of the Convention on Action against Trafficking in Human Beings).

ECHR CASE-LAW

T.V. v. Spain (judgment delivered on 10 October 2024)

B.B. v. Slovakia (judgment delivered on 24 October 2024).

EXCHANGES

Congress of Local and Regional Authorities, Parliamentary Assembly, Consultation Group on the Children of Ukraine, Lanzarote Committee.

STRENGTHENED PARTNERSHIPS

United Nations bodies, ICAT, OSCE, EU, Council of Baltic Sea States.

NETWORKS

National anti-trafficking co-ordinators, specialised lawyers and specialised NGOs.

MEDIA OUTREACH

Press releases, interviews, press articles, broadcasts, and social media.

52nd GRETA meeting, Strasbourg, France, 18-22 November 2024

Activities during the period from 1 January to 31 December 2024

Introduction

1. GRETA is set up pursuant to Article 36 of the Council of Europe Convention on Action against Trafficking in Human Beings ("the Convention") to monitor the implementation of the Convention by the Parties. GRETA is composed of 15 members, who sit in their individual capacity and are independent and impartial in the exercise of their functions. GRETA started functioning in February 2009, following the entry into force of the Convention on 1 February 2008, and is currently the only independent panel of experts monitoring the implementation of binding international legal provisions on combating trafficking in human beings.

2. This report is drawn pursuant to Rule 26 of GRETA's Internal rules of procedure, according to which GRETA shall submit to the Committee of the Parties and the Committee of Ministers an annual report on its activities, containing, inter alia, information on the organisation and internal workings of GRETA and on its activities proper.

GRETA meetings

3. In the course of 2024, GRETA held three five-day plenary meetings in Strasbourg. During these meetings, GRETA considered 12 draft country evaluation reports and adopted 12 final country reports: one under the combined first/second evaluation round of the Convention (concerning Aruba/Kingdom of the Netherlands), two as part of the second evaluation round (concerning the Czech Republic and Türkiye), six as part of the third evaluation round (concerning Germany, Finland, Liechtenstein, Monaco, San Marino and Switzerland), and three as part of the fourth evaluation round (concerning Austria, Cyprus and the Slovak Republic).

4. Further, at its plenary meetings, GRETA considered reports submitted by the authorities of Armenia, Belarus, Bosnia and Herzegovina, Estonia, France, Greece, Latvia, Malta, Norway, Portugal and the United Kingdom on measures taken to comply with Committee of the Parties' recommendations and agreed on issues which should be followed up in the context of the on-going dialogue with the authorities.

5. Moreover, at its 51st meeting (1-5 July 2024), GRETA adopted a new Guidance Note on the recovery and reflection period,[1] which is provided for under Article 13 of the Convention. It highlights the purposes and principles of the recovery and reflection period, the legal basis and procedures for granting it, and its relationship with other provisions of the Convention. The purpose of the Guidance Note is to strengthen the implementation of the obligation to grant a recovery and reflection period to victims of trafficking and provide concrete and practical guidance for relevant authorities, agencies and civil society organisations.

51st GRETA meeting, Strasbourg, France, 1-5 July 2024

1. https://rm.coe.int/guidance-note-on-recovery-and-reflection-period-group-of-experts-on-ac/1680b1a3ca

6. Further, at its 52nd meeting (18-22 November 2024), GRETA discussed the study "The Financial Approach to the Fight against Trafficking in Human Beings"[2] including a review of the implementation of Article 23(3) of the Convention, prepared by Ms Nathalie Le Rousseau-Martin, legal consultant and former GRETA member.

7. GRETA's plenary meetings were also an occasion to hold exchanges with representatives of other Council of Europe bodies and external organisations on issues of relevance to GRETA's mandate. Thus, at its 51st meeting, GRETA had an exchange of views with Ms Evgenia Giakoumopoulou, Head of the Sexual Orientation, Gender Identity and Expression, and Sex Characteristics (SOGIESC) Unit of the Council of Europe, and Ms Gabriella Calleja of the same Unit (see paragraph 91). At its 52nd meeting, GRETA had an exchange with Ms Agnes von Maravić, Executive Secretary of the Lanzarote Committee, and Ms Ekaterina Malareva, Legal Advisor in the Secretariat of the Lanzarote Committee (see paragraph 90). At the same meeting, GRETA held a discussion on the new EU Pact on Migration and Asylum and its implications for the area of combating human trafficking, including an online presentation by Ms Catherine Woollard, Secretary General of the European Council on Refugees and Exiles (ECRE).

8. During the reporting period, GRETA received a number of communications from civil society organisations concerning issues covered by the Convention, which were discussed at GRETA's plenary meetings. The Convention does not provide for an individual complaints procedure, but according to the Rules of procedure for evaluating implementation of the Convention (Rule 10), the Executive Secretary brings to the attention of GRETA any relevant communication addressed to it. In some cases, GRETA decided to send letters to the relevant authorities, inquiring about legislative, institutional or policy developments.

9. Following the receipt of reports from Greek civil society organisations expressing concerns over the lack of identification of victims of trafficking amongst persons placed in the Closed Controlled Access Centre (CCAS) for asylum seekers on the island of Samos, GRETA decided to make an urgent request for information to the Greek authorities pursuant to Rule 7 of its Rules of Procedure. On the basis of the response of the Greek authorities, which provided an overview of the procedure for the identification and referral of victims of trafficking in human beings in the asylum procedure, GRETA decided to request further information and to continue following closely the situation in CCAS.

2. https://rm.coe.int/the-financial-approach-to-combating-trafficking-in-human-beings-review/1680b492a4

GRETA event on the occasion of its 50th plenary meeting and 15 years of monitoring of the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings – Strasbourg, France, 22 March 2024

Event on the occasion of GRETA's 50th meeting

10. On the occasion of its 50th plenary meeting (18 to 22 March 2024), GRETA organised an anniversary event on 22 March 2024 in Strasbourg, which provided an opportunity to reflect on the 15 years of GRETA's work, its achievements and future priorities. The event was organised under Liechtenstein's Presidency of the Council of Europe Committee of Ministers.

11. The event was opened by the Deputy Secretary General of the Council of Europe, Mr Bjørn Berge, who noted that GRETA's success as a monitoring body was due to a large extent to the rigour of its monitoring work, having conducted three evaluation rounds and produced over 130 country reports which help paint a clear picture of the trends, practices and challenges that affect States Parties to the Convention. Ms Helen Lorez-Schweig, Deputy Permanent Representative of Liechtenstein to the Council of Europe, indicated GRETA's important part in ensuring that the Convention is fully implemented even at times of crisis, which is particularly relevant in the context of Russia's war of aggression against Ukraine. Further, she recalled that Liechtenstein had supported the development of the "Commentary on the Council of Europe Convention on Action against Trafficking in Human Beings" by the Ludwig Boltzmann Institute of Human Rights, [3] which was also presented at the event. The Chair of the Committee of the Parties to the Convention, Ambassador Maria Spassova, Permanent Representative of Bulgaria to the Council of Europe, stressed that States Parties must continue to treat GRETA's reports with utmost seriousness and undertake the follow-up action requested by GRETA and the Committee of the Parties.

12. The anniversary event brought together current and former GRETA members, including the former Presidents of GRETA - Ms Hanne Sophie Greve, Mr Nicolas Le Coz, Ms Siobhan Mullally and Mr Davor Derenčinović. It included a panel discussion on the impact of GRETA's work and its significance for other organisations. There was also

3. https://www.elgaronline.com/edcollbook-oa/edcoll/9781788111553/9781788111553.xml

a discussion about the future of the monitoring of the Convention, which involved GRETA members, Committee of the Parties members and civil society representatives. In addition, the event took stock of the third evaluation round of the Convention, with a thematic focus of victims' access to justice and effective remedies.

13. To mark the 15 years of its monitoring work, GRETA launched the publication "Practical Impact of GRETA's Work in Improving the Implementation of the Convention on Action against Trafficking in Human Beings"[4] which provides a selection of examples of situations where States Parties to the Convention have taken measures to improve their legislation, policy and practice in the light of GRETA's reports and recommendations. Examples include changes to the criminalisation of human trafficking, the adoption of provisions on the recovery and reflection period and residence permits for victims of trafficking, and the introduction of a specific provision on the non-punishment of victims of trafficking. The monitoring work of GRETA has triggered changes to the procedures for identifying victims of trafficking, the setting up of specialised shelters for victims and increased funding for victim assistance. Other examples concern the adoption of national anti-trafficking strategies or action plans and the setting up of co-ordination structures and independent national rapporteurs. Further, the specific focus on trafficking for the purpose of labour exploitation during the second evaluation round of the Convention has resulted in more awareness about this growing threat, enhanced training and improved protection of victims.

GRETA fourth evaluation visit to Bulgaria, 30 September – 4 October 2024

Country visits and evaluations

14. In the course of 2024, GRETA carried out a total of 13 country evaluation visits. Two visits were carried out as part of the third evaluation round of the Convention (to Liechtenstein and Ukraine) and 11 as part of the fourth round of evaluation (to Albania, Bulgaria, Croatia, Denmark, Georgia, Malta, the Republic of Moldova, Montenegro, Romania, the Slovak Republic and the United Kingdom).

4. https://rm.coe.int/booklet-practical-impact-of-greta-s-monitoring-work-in-improving-the-i/1680aef8ef

GRETA third evaluation visit to Ukraine: meeting with Ombudsman's Office Representatives, 21-23 May 2024

15. In May 2024, it was finally possible for GRETA to carry out the third evaluation visit to Ukraine, originally planned to take place in 2022 and postponed due to Russia's full-scale invasion. The visit enabled GRETA to collect information on the ground and document the efforts that Ukraine is making to continue combating human trafficking despite the immense challenges created by the war.

16. The first evaluation visit to Israel, which was initially planned to take place in December 2023 and was postponed to 2024, could not be carried out due to the continuing Israel-Hamas war.

17. After the delay caused by the COVID-19 pandemic in 2020-2021, GRETA is now back on track with its country evaluation schedule, due to the increased number of evaluations carried out in the last three years. As a result, at each plenary session, GRETA has discussed eight to nine country evaluation reports (draft and final). Sustaining this intensive volume of evaluations depends on the availability of adequate human resources in the Secretariat.

18. As in previous years, GRETA's country visits were an occasion to hold meetings with relevant professionals, clarify and supplement the responses provided to its questionnaire, and assess the practical implementation of adopted measures. Thus, meetings were held with national anti-trafficking co-ordinators, officials from relevant ministries and governmental agencies, law enforcement officers, prosecutors, judges, labour inspectors, social workers, child protection officials, local authorities' representatives and other relevant professionals. Separate meetings were held with representatives of Ombudsman institutions and/or other independent human rights institutions, which in some countries fulfil the role of national rapporteurs on human trafficking. Further, in most countries visited, GRETA met Members of Parliament. Civil society organisations, persons with lived experience of human trafficking, trade unions, lawyers, employers' associations and academic researchers were also consulted during the visits. Moreover, GRETA met representatives of international organisations working on issues related to its mandate.

IN 2024, GRETA'S COUNTRY VISITS WERE AN OCCASION TO MEET RELEVANT ACTORS

National anti-trafficking co-ordinators, officials from relevant ministries and governmental agencies

Representatives of Ombudsman institutions and other independent human rights institutions, national rapporteurs

Law enforcement officers, prosecutors, judges, lawyers

Labour inspectors, trade unions and employers' associations

Local authorities' representatives, including child protection officials, social workers and other relevant professionals

Members of Parliament

Persons with lived experiences, civil society organisations, researchers and investigative journalists

AND TO VISIT

Facilities where assistance is provided to victims of trafficking

- Specialised shelters and safe houses for victims of trafficking in Albania, Bulgaria, Croatia, Denmark, Malta, Moldova, Montenegro, Romania, Ukraine and the United Kingdom
- Shelters for victims of domestic violence which can accommodate female victims of human trafficking in Malta and Moldova

With a particular attention to child victims of trafficking and unaccompanied children

- Shelter for child victims of trafficking in Elbasan and a children institution in Tirana (Albania)
- Crisis centres for child victims of violence and human trafficking in Sofia and Varna, and the Child and Youth Advocacy Centre "Zona ZaKrila" in Sofia (Bulgaria)
- Centre for minors in Sandholm (Denmark)
- Shelter for children in street situation and Centre for Psychological and Social Services for Children Victims of Violence (Georgia).
- Accommodation centre for children in difficulty in Cahul (Moldova)
- Shelter for child victims of trafficking (Montenegro)
- Shelters for children in need of protection in Brașov and Bacău (Romania)
- Centres for children and families in Malacky and Pezinok (Slovak Republic)

Centres for asylum seekers

- Asylum Reception Centre in Sandholm (Denmark)
- Reception centres for asylum seekers (Croatia, Liechtenstein and Montenegro)
- Temporary accommodation centre for refugees (Moldova)
- Edmond Nicolau accommodation centre for Ukrainian refugees in Bucharest (Romania)
- Assistance Centre for Ukrainian refugees in Bratislava (Slovak Republic)

Detention facilities for irregular migrants

- Detention centre for foreigners in Karreç (Albania)
- Immigration Detention Centre in Ellebaek (Denmark)
- Safi Barracks Detention Centre for immigrants (Malta)
- Police Detention Centre for Foreigners in Medveďov (Slovak Republic)
- Immigration detention centre and a women's prison (United Kingdom)

GRETA fourth evaluation visit to Romania, 7-11 October 2024

19. The country visits were an opportunity for GRETA to visit facilities where protection and assistance are provided to victims of trafficking, to exchange views with their staff and to speak to any victims willing to meet GRETA on a confidential basis. Specialised shelters and safe houses for victims of trafficking were visited in Albania, Bulgaria, Croatia, Denmark, Malta, Republic of Moldova, Montenegro, Romania, Ukraine and the United Kingdom. In Georgia, GRETA visited an NGO-run shelter for victims of domestic violence and victims of trafficking and in Malta, the emergency shelter for victims of domestic violence, run by the agency Appoġġ, which can also accommodate victims of human trafficking.

20. GRETA has continued to pay particular attention to the situation of child victims of trafficking and unaccompanied or separated children, who are vulnerable to trafficking. By way of example, in Montenegro, GRETA visited a shelter for child victims of trafficking, and in the Slovak Republic, two centres for children and families which can accommodate victims of trafficking. In Bulgaria, visits were paid to crisis centres for child victims of violence and human trafficking in Sofia and Varna, as well the Child and Youth Advocacy Centre "Zona ZaKrila" in Sofia. In Georgia, GRETA's delegation visited a shelter for children in street situations and a centre providing psychosocial services for child victims of violence. In the Republic of Moldova, GRETA visited an accommodation centre for children in difficulty in Cahul.

21. GRETA also visited centres for asylum seekers and detention facilities for irregular migrants, where victims of trafficking may be placed. For example, in Denmark, GRETA visited the asylum reception centre and centre for minors in Sandholm, and the immigration detention centre in Ellebaek. GRETA also visited reception centres for asylum seekers in Croatia and Montenegro and a temporary accommodation centre for refugees in the Republic of Moldova. In Albania, GRETA visited the immigration detention centre in Karreç and in Malta, the Safi Barracks immigration detention centre. In the Slovak Republic, GRETA visited the police detention centre for foreigners in Medveďov and a centre which provides assistance to Ukrainian refugees in Bratislava. In the United Kingdom, GRETA visited an immigration detention centre and a women's prison.

GRETA's Bureau members: from left to right, Antoaneta Vassileva, First Vice-President, Helga Gayer, President, and Sergey Ghazinyan, Second Vice-President

GRETA membership and Bureau

22. The composition of GRETA and its Bureau during the reporting period is set out in Appendix 3.

23. The terms of office of eight of the 15 members of GRETA expired on 31 December 2024. Elections to fill the vacant seats were held at the 35th meeting of the Committee of the Parties, on 29 November 2024. As a result of these elections, four GRETA members were re-elected for a second term of office, and four new members were elected. The mandates of these eight members will run from 1 January 2025 until 31 December 2028.

24. GRETA warmly thanks its outgoing President, Ms Helga Gayer, its Second Vice-President, Mr Sergey Ghazinyan, as well as the two other outgoing members, Mr Aurelijus Gutauskas and Ms Dorothea Winker, for their commitment, professionalism and contribution to monitoring of the implementation of the Convention and promoting the Convention's standards.

25. Pending the election of a new Bureau at the 53rd GRETA meeting (24-28 March 2025), GRETA decided that its work would be directed by a Bureau *ad interim* composed of Ms Antoaneta Vassileva (President), Ms Ia Dadunashvili (Frist Vice-President) and Ms Svala Ísfeld Ólafsdóttir (Second Vice-President).[5]

5. The composition of the Bureau *ad interim* follows Rule 7 of the Internal rules of procedure of GRETA.

48 State Parties to the Convention

- 46 Council of Europe member States
- Non-member States: Belarus and Israël

Signatures and ratifications of the Convention

26. No new ratifications of the Convention took place during the reporting period. The total number of Parties to the Convention remains at 48 (see Appendix 1).

27. All Council of Europe member States have ratified the Convention. GRETA recalls that the Convention is open to non-member States and hopes that more states which are not members of the Council of Europe will express interest in, and accede to, the Convention.

28. Through their participation in various events, GRETA members and Secretariat have continued promoting the Convention's standards (see Appendix 9). In 2023, presentations on the Convention were made to representatives of Kyrgyzstan, Morocco and Tajikistan. The Convention also serves as the basis for co-operation projects in Morocco and Tunisia.[6]

6. South Programme (coe.int)

Visibility and impact of the monitoring process

Publicity of GRETA's reports

29. In accordance with Article 38, paragraph 6, of the Convention, the final reports and conclusions of GRETA are made public, together with any final comments by the Party concerned. In 2024, 12 GRETA country evaluation reports were made public, of which nine under the third evaluation round of the Convention (concerning Andorra, Finland, Germany, Hungary, Italy, Lithuania, Monaco, San Marino and Switzerland), two under the second evaluation round (concerning the Czech Republic and Türkiye) and one under the combined first/second evaluation round concerning Aruba (Kingdom of the Netherlands).

30. A press release is issued whenever a GRETA report is published. In addition, interviews are given by GRETA members and the Secretariat to journalists, serving as a basis for press articles and broadcasts. According to the sample processed by the Council of Europe Media Monitoring and Analysis Unit, the reports issued by GRETA generated substantial media coverage throughout the year.

31. Following the publication of GRETA's report on **Andorra** on 31 January 2024, 13 articles were published in the Andorran media, highlighting the risks of labour exploitation in the domestic work, seasonal work, construction and agricultural sectors. The articles relayed GRETA's concerns about restrictive labour and immigration legislation that could encourage labour exploitation or human trafficking and

its call for immigrant workers to be made aware of the risks associated with human trafficking. Several media also mentioned the progress made by Andorra in further developing the legal, institutional and political framework for combating human trafficking.

32. GRETA's report on **Finland**, published on 10 June 2024, was relayed by YLE, a Finnish broadcasting company. The articles mentioned the significant increase in identified victims, nearly half of whom were trafficked for the purpose of labour exploitation, and highlighted GRETA's call to improve the assistance and compensation provided to victims. Further, they referred to GRETA's concerns about the low number of prosecutions and convictions, as well as the excessive length of criminal proceedings, and the recommendations to allocate more human and financial resources to the police and prosecution services.

33. GRETA's report on **Germany**, published on 7 June 2024, was covered by the DPA news agency and the UPDAY media. The articles highlighted the main findings of GRETA's report, including the sectors most affected by human trafficking and the difficulties in identifying victims. Media reporting on the GRETA report called for a more vigorous response and concrete measures to improve the situation in Germany, in line with GRETA's recommendations.

34. GRETA's report on **Hungary**, published on 26 February 2024, was covered by the news agency MTI, the newspapers The Budapest Times and Daily News Hungary, and the online media Hirado.hu. These media mentioned the progress made, particularly with the adoption of a new national anti-trafficking strategy and the Prosecutor's Office guidelines to facilitate detection and prosecution. The media also highlighted the efforts still to be made, particularly in the area of victim assistance.

35. GRETA's report on **Italy**, published on 23 February 2024, was covered by the ANSA and Europa Today news agencies, the newspaper La Stampa, and the SIR and Avvenire di Calabria media. The ANSA dispatch underlined GRETA's call to step up efforts to improve the criminal justice response to trafficking for the purpose of labour exploitation. Most of the media highlighted GRETA's recommendations to provide sufficient resources for labour inspectorates, to be particularly vigilant in certain high-risk sectors (agriculture, textiles, construction) and to guarantee the living conditions of migrant workers in order to prevent abuses.

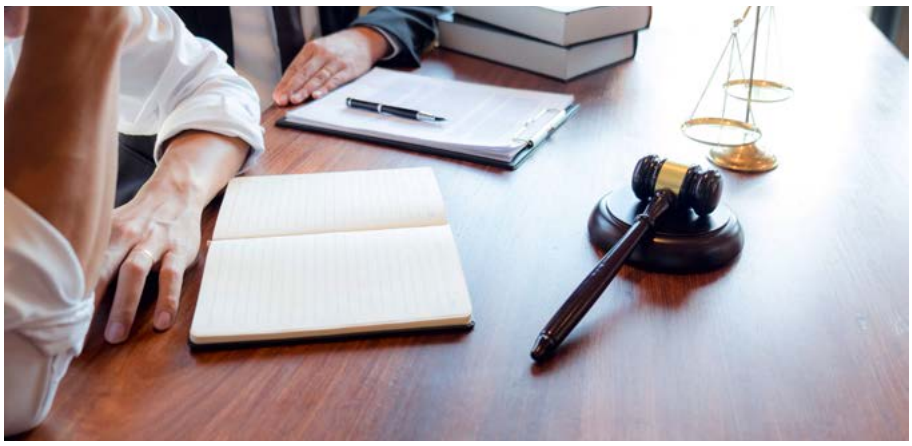
36. Two media outlets – **San Marino** RTV and San Marino Fixing – reported on the release of GRETA's third report on San Marino on 23 October 2024. San Marino RTV emphasized the need for a national action plan, focusing on prevention, victim identification, awareness and professional training. It noted that while no human trafficking victims were identified in the country, GRETA's report raised concerns over labour exploitation risks due to the high demand for foreign workers. Media also highlighted legal gaps, such as the absence of a provision to ensure the non-punishment of trafficking victims for unlawful acts they were forced to commit. Both articles underscored GRETA's call for stronger protection against labour exploitation and enhanced institutional co-ordination to address potential trafficking risks in San Marino.

37. GRETA's report on **Switzerland**, published on 20 June 2024, was covered by several media, including the SDA/ATS press agency, Swissinfo and Blick. These media referred to statistics on identified victims of trafficking in Switzerland and to GRETA's recommendations to put in place adequate procedures for the identification of victims, to provide safe accommodation and to grant residence permits in accordance with the Convention.

38. The report on the **Czech Republic**, published on 11 October 2024, was released by Radio Prague International. It underlined several recommendations made by GRETA, including that the Czech authorities should strengthen their efforts to prevent and combat trafficking in human beings, in particular as regards labour exploitation, improve the identification of victims, and take further action to prevent child trafficking.

39. The publication of the GRETA report on **Türkiye**, on 22 October 2024, was widely covered by Turkish and international media (Türkiye Today, Aktif Haber, Diken, BirGün Gazetesi, Euronews T24, Gerçek Haberci, KanalB). *Türkiye Today* focused on the increase in victims of trafficking, citing GRETA's data that 1,466 victims were identified from 2019 to 2023, nearly doubling the previous figure. *Aktif Haber* stressed Turkey's growing role as a source country of trafficking victims, alongside its position as a destination and transit country. *Diken* highlighted institutional improvements, such as the creation of anti-trafficking commissions in all 81 provinces and the appointment of a National Anti-Trafficking Rapporteur. The article noted, however, that there had been no significant legal reforms since 2019. *BirGün* emphasized progress on victim care, including improved conditions in shelters for victims of trafficking in Ankara and Kırıkkale. However, it pointed to ongoing challenges at the border, especially regarding pushback practices against migrants, particularly along the Turkey-Iran border.

40. **GRETA's social media accounts** on X (ex-Twitter - @CoE_Trafficking) and LinkedIn (Action against Trafficking in Human Beings) have proved to be useful methods for exchange, highlighting not only GRETA's and the Council of Europe anti-trafficking activities in general, but also for bringing partners' activities to the attention of social media followers. Both platforms attracted a growing number of followers, reactions and shares. In 2024, 69 posts were published on X, which includes almost 2,500 followers. Posts relating to GRETA reports have, in particular, generated an increase in the engagement rate of followers/visitors and in the number of impressions (number of times users have seen a post), which totalled 54,007. The posts relating to the country reports published by GRETA generated a large number of views (13,826), followed by those published on the occasion of GRETA's 15th anniversary (13,733). On LinkedIn, the number of followers increased from 1,424 in 2023 to 2,172 in 2024, the total number of impressions for the year 2024 was 92,000 and the total number of reactions, comments and reposts was 3,264.



Practical impact of GRETA's monitoring work

41. Based on GRETA's reports published in the course of 2024, the following section provides examples of measures taken by State Parties to improve their legislation, policy and practice in the light of GRETA's previous recommendations.

ANDORRA

- Acting upon a recommendation made in GRETA's second report, in March 2021 the Andorran authorities adopted the first national action plan against human trafficking, entitled "Strategic Policy on Combating Trafficking in Human Beings 2021-2023". This comprehensive policy document takes into account many of GRETA's previous recommendations by GRETA and represents a significant step forward for Andorra's effective implementation of the Convention.
- As recommended in GRETA's second report, specific provisions on the non-punishment of victims of trafficking for their involvement in unlawful activities, to the extent that they have been compelled to do so, were added to the Criminal Code in 2022.
- In its second report, GRETA considered that the Andorran authorities should increase their efforts to proactively identify victims of trafficking and provide indicators for the identification of victims to all professionals who may come into contact with possible victims. Subsequently, the authorities developed a detailed list of indicators for the identification of victims of different forms of trafficking, including among domestic workers and children, and introduced training for professionals likely to intervene in cases of trafficking in human beings.

CZECH REPUBLIC

- In its first report, GRETA considered that the Czech authorities should strengthen action to prevent and combat trafficking for the purpose of labour exploitation. In the framework of the National Strategy for Combating Trafficking in Human Beings 2020-2023, legislative amendments were adopted with a view to reducing the risks of exploitation and trafficking in the employment sphere, including amendments to the Labour Code and the Employment Act. A new procedure was set up allowing temporary foreign workers to change employers, and a new administrative offence for using "disguised employment intermediation services" was introduced.

- With a view to improving the identification of victims of trafficking in human beings, as recommended in GRETA's first report, in the framework of the National Strategy for 2020-2023, a list of indicators of trafficking in human beings was adopted by the Interdepartmental Co-ordination Group.
- In its first report, GRETA urged the Czech authorities not to link the assistance provided to victims of trafficking to the carrying out of criminal investigations into trafficking. The 2010 Methodological Guidelines of the Minister of the Interior governing the functioning of the Programme for Support and Protection of Victims of Trafficking in Human Beings were updated on 21 December 2022. The changes allow victims of trafficking to remain in the Programme after the end of the criminal proceedings against their traffickers when civil proceedings have been initiated.

FINLAND

- The Finnish legislative framework relevant to combating human trafficking has undergone a number of developments since GRETA's second evaluation, reflecting some of the recommendations made by GRETA. A law enacted on 15 November 2021 incorporated trafficking in human beings and aggravated trafficking into the list of offences for which the Occupational Safety and Health Authority has an obligation to notify the police. Additionally, a law effective from 1 October 2023 extended the possibility of video recording victim and witness testimonies for future use, reducing the need for repeated hearings.
- In its second report, GRETA urged the Finnish authorities to adopt as a matter of priority a national action plan and/or strategy addressing all forms of human trafficking. On 15 July 2021, Finland published its National Action Plan against Trafficking in Human Beings (2021-2023), which was developed by a multi-agency working group and incorporated recommendations from GRETA's first two reports.
- With a view to ensuring that human trafficking offences are proactively investigated and prosecuted promptly, as recommended by GRETA ins its second report, the National Police Board established a national human trafficking investigation team in February 2021, comprising 28 trained officers. A national human trafficking network was also created in 2020, involving three officers from each of Finland's 11 police departments, along with representatives from the Border Guard and the Police University College. Moreover, in 2021, the National Prosecution Authority set up a network of prosecutors specialising in human trafficking to facilitate knowledge sharing.

GERMANY

- With a view to strengthening action against trafficking for the purpose of labour exploitation, as recommended by GRETA in its second report, amendments were made to the legislation related to combating unlawful employment, and the mandate of the Unit for Financial Control of Undeclared Work was expanded to cover human trafficking. Further, the Act on Corporate Due Diligence in Supply

Chains, adopted in 2021, introduced mandatory human rights due diligence for large companies and designated the Federal Office for Economic Affairs and Export Control to supervise its implementation.

- As recommended by GRETA, in 2022 Germany designated the German Institute of Human Rights as an independent National Reporting Mechanism on trafficking in human beings.

HUNGARY

- In its second report, GRETA noted the absence of a national strategy against human trafficking since 2016 and asked the authorities to adopt a comprehensive strategy in which concrete activities and stakeholders responsible for their implementation are clearly defined and budgetary resources allocated. In February 2020, the Hungarian Government adopted the National Anti-Trafficking Strategy for 2020-2023, which reflects some of GRETA's recommendations and has a dedicated budget.
- In its second report, GRETA also recommended strengthening the monitoring of recruitment and temporary work agencies and reviewing the legislative framework for any gaps that may limit protection or preventive measures. In 2022, the Hungarian Government adopted a decree which introduced stricter rules for the licensing and operation of temporary employment agencies. The new system is expected to prevent the flow of work force into the black and grey economy and significantly reduce the risk of workers becoming victims of human trafficking.
- With a view to ensuring that human trafficking cases are investigated proactively and result in effective, proportionate and dissuasive convictions, as recommended by GRETA in its second report, three guidelines were issued by the Office of the Prosecutor General in order to facilitate the detection and prosecution of human trafficking cases, as well as a consistent application of the law in practice. Further, a network of prosecutors specialised in human trafficking was set up. As a result, the number of prosecutions and convictions for human trafficking and related offences has increased.
- In its second evaluation report, GRETA urged the Hungarian authorities to repeal the legislation pursuant to which children aged 14-18 could be fined for engaging in prostitution. The Minor Offences Act was amended in 2020 to provide that persons under the age of 18 shall not be punished for the provision of sexual services.

ITALY

- Italy adopted its second National Action Plan against trafficking and serious exploitation of human beings (2022-2025), which refers to previous GRETA recommendations. In addition, a National Plan to combat labour exploitation and illegal recruitment in agriculture was adopted in February 2020, and a National Plan for the prevention and fight against sexual abuse and exploitation of children in May 2022.

- In its second evaluation report, GRETA urged the Italian authorities to intensify their efforts to prevent and combat trafficking for the purpose of labour exploitation. Subsequently, the Italian authorities adopted several policies and measures, including guidelines on the identification, protection and assistance to victims of labour exploitation in agriculture. Efforts were also made to develop a multi-agency approach to labour inspections, with the involvement of cultural mediators and specialised NGOs.
- The funding made available by the Department of Equal Opportunities for victim assistance increased from 22.5 million euros in 2017 to approximately 27.2 million euros for the projects running from July 2022 to February 2024.

LITHUANIA

- In its second report, GRETA considered that the Lithuanian authorities should introduce an independent evaluation of national action plans as a tool for assessing the impact of the activities and for planning future policies and measures to combat trafficking. At the request of the Minister of the Interior, in 2020 the NGO Diversity Development Group evaluated the National Action Plan for combating human trafficking for 2017-2019.
- In order to step up the prevention of trafficking for the purpose of labour exploitation, as recommended by GRETA in its second report, the State labour Inspectorate and the National Association against Trafficking in Human Beings signed a co-operation agreement on the exchange of information on cases of forced labour and human trafficking. In August 2020, a pilot group consisting of two labour inspectors specialised on human trafficking was established in the territorial branch of the State Labour Inspectorate for Vilnius to investigate reports of potential cases, and in June 2022 a second pilot group of two labour inspectors was set up in Kaunas.
- In its second evaluation report, GRETA urged the Lithuanian authorities to provide adequate funding to cover all expenses incurred by specialised NGOs in the course of identifying and assisting victims of trafficking. The funding provided by the Ministry of Social Security and Labour increased from 165,000 Euro in 2018 to 300,000 Euro in 2022. In addition, NGOs working with victims of human trafficking receive funding from the municipalities, pursuant to the Law on Social Services.

MONACO

- Taking into account previous recommendations made by GRETA, Sovereign Order No. 9.966 of 30 June 2023 brought the definition of trafficking in human beings in national law into line with that of the Convention, by removing the requirement that human trafficking be transnational in nature and involve an organised criminal group as well as introducing aggravating circumstances. The law also expressly recognises the right to information for victims of trafficking and provides for regular training for professionals likely to come into contact with trafficking victims, in

particular judges, prosecutors, health-care professionals, criminal police officers and officials, child welfare professionals and social workers.

- In its first report on Monaco, GRETA considered that the Monegasque authorities should adopt measures to guarantee compensation for victims of trafficking, including compensation from the State. Subsequently, Monaco set up a state compensation scheme in case the perpetrator defaults through the adoption of Law No. 1.555 of 14 December 2023 on compensation of victims of crimes. Its Article 2 specifically lists victims of trafficking in human beings among those who may benefit from this new mechanism. Moreover, following the adoption of Law No. 1.535 of 9 December 2022 on the seizure and confiscation of instrumentalities and proceeds of crime, assets seized or confiscated from offenders may be used to compensate victims.

SAN MARINO

- Following GRETA's second report, the authorities have developed a draft National Anti-trafficking Strategy, which specifically refers to GRETA's recommendations.

SWITZERLAND

- Since the second evaluation by GRETA, three more cantons have set up round-tables for the co-ordination of anti-trafficking action, bringing together different stakeholders.
- Following GRETA's second report recommendations, the authorities have taken steps to combat human trafficking for the purpose of labour exploitation, including the organisation of training for labour inspectors and the inclusion of labour inspectors in the cantonal roundtables for anti-trafficking co-operation.
- In its second report, GRETA considered that the Swiss authorities should ensure that increased attention is paid to the proactive detection of victims of trafficking among asylum seekers and persons placed in immigration detention. Subsequently, the detection of potential victims of trafficking in the asylum procedure has increased significantly thanks to awareness-raising measures, training and close co-operation with specialised NGOs. The State Secretariat for Migration has also developed a concept for the identification of persons with special needs, which refers to victims of trafficking.

TÜRKIYE

- To strengthen anti-trafficking co-ordination, as recommended by GRETA in its first report, Türkiye established the Co-ordination Board for Combating Human Trafficking, responsible for co-ordinating anti-trafficking efforts at the national level, as well as provincial commissions on combating human trafficking in all 81 provinces.

- In its first report, GRETA recommended that the Turkish authorities consider appointing an independent entity as the National Rapporteur to monitor State anti-trafficking efforts. In response to this recommendation, on 10 December 2020, Türkiye designated the Human Rights and Equality Institution as National Rapporteur on human trafficking, which established an anti-trafficking working group and published its first evaluation report on State anti-trafficking measures in March 2023.
- In its first report, GRETA urged Turkish authorities to ensure that conditions in the shelters for victims of trafficking meet their specific needs. During the second visit to Türkiye, GRETA noted improvements in the two state-run shelters, including better material conditions for victims and their children. Additionally, on 18 September 2020, the authorities issued detailed guidelines on procedures and principles for managing shelters for trafficking victims.

Activities related to the implementation of GRETA's recommendations

Round-table meeting on the follow-up to GRETA's third evaluation report on Ireland, 19 September 2024

42. With a view to promoting better understanding of the Convention's provisions and GRETA's recommendations, stimulating dialogue between relevant stakeholders and identifying areas where the Council of Europe can support national anti-trafficking efforts, 10 **round-table meetings** were organised in the course of 2024, in chronological order in: **Portugal** (19 February), **Bosnia and Herzegovina** (27 February), **Armenia** (5 March), **France** (28 March), **Latvia** (18 April), **Norway** (7 May), **Ireland** (19 September), **Luxembourg** (27 September), **Belgium** (1 October) and **Slovenia** (10 December).

43. Further, a **conference on strengthening the role of the private sector** in combating human trafficking and labour exploitation in supply chains and a business round-table were organised jointly by the Council of Europe Anti-trafficking Division, the OSCE and the Bulgarian National Commission for Combating Trafficking in Human Beings on 28-29 May 2024 in Sofia, **Bulgaria**. These events presented policy and legal developments in human rights due diligence and facilitated the exchange of good practices and lessons learned for identifying and mitigating human trafficking and labour exploitation risks in supply chains.

5th meeting of the Network of lawyers and NGOs specialised in providing legal assistance to victims of human trafficking, Strasbourg, 17-18 October 2024

44. The fifth meeting of the **network of lawyers and NGOs specialised in providing legal assistance to victims of human trafficking** took place in Strasbourg on 17-18 October 2024. The event brought together 44 participants from 23 States Parties to the Convention. The aim of this network is to strengthen the implementation of the provisions of the Convention through the exchange of experience, legal strategies, good practices and information on relevant case-law. Two GRETA's members, Ms Tatiana Catana and Mr Luka Maderić, participated in this meeting.

45. In order to promote the implementation of the Convention and support national efforts to combat trafficking in human beings, GRETA members and Secretariat took part in a number of **events organised by States Parties** (see Appendix 9). For example, on 26 January 2024, the First Vice-President of GRETA participated in a conference on "Preventing and fighting human trafficking: good practices and sustainable solutions", organised by the Chair of the Bulgarian National Commission for Combating Trafficking, Deputy Prime Minister Maria Gabriel, in Sofia. Further, the First Vice-President spoke at a conference organised by the Austrian Task Force on Combating Trafficking on the occasion of the European Anti-Trafficking Day on 17 October 2024 in Vienna. Ms Rita Penedo spoke at the closing conference of the research project MAViet and the Europol operational project PAYDAY on combating trafficking and exploitation of Vietnamese nationals, organised by the German Federal Criminal Police Office on 12-13 September 2024 in Berlin. Further, Mr Peter Van Hauwermeiren took part in the international conference "Fighting labour exploitation – for decent work in Europe", hosted by the German Senate Department for Labour, Social Services, Gender Equality, Integration, Diversity and Anti-Discrimination, on 8 November 2024 in Berlin. The Executive Secretary of the Convention made a presentation at a training on human trafficking for Italian prosecutors and judges, organised by the School of the Judiciary of Italy on 26-27 February 2024 in Matera, as well as at an event on disrupting human trafficking, organised by the German Anti-Financial

Crime Alliance on 11 June 2024 in Frankfurt. Further, Ms Dorothea Winkler and the Executive Secretary of the Convention took part in the conference "Victims of human trafficking: criminal proceedings and the rights of victims to compensation", organised by the Swiss Federal Office of Justice and the University of Bern, on 20 September 2024 in Bern. Members of the Secretariat were also present at a conference on the launch of the third national evaluation report of Ireland' National Rapporteur on Combating Trafficking of Human Beings on 18 September in Dublin.

46. On the basis of GRETA's reports, the Council of Europe assists member States to strengthen the implementation of the Convention by organising **targeted co-operation activities**. In 2024, co-operation projects linked to GRETA's recommendations were implemented in Bosnia and Herzegovina, Malta, North Macedonia and Serbia. The aim of these projects is to support the implementation of country-specific recommendations contained in GRETA's reports, thereby strengthening national capacities to prevent and combat trafficking in human beings (see Appendix 6 for the list of relevant activities).

47. In **Bosnia and Herzegovina**, in 2024 the project supported the development of protocols for detecting and investigating cases of trafficking for the purpose of labour exploitation and child trafficking. It also supported that setting up of a network of lawyers and NGOs providing legal assistance to victims of trafficking. Fourteen capacity building sessions were conducted, training some 360 professionals.

Final conference of the joint EU – Council of Europe TSI project, 15 January 2025, Saint Julians, Malta

48. In **Malta**, the project resulted in the adoption of a National Anti-Trafficking Strategy (2024-2030) and an accompanying Action Plan. The project also developed tools that will accompany the implementation of the Strategy, including Theory of Change, Monitoring and Evaluation Framework, Communication Strategy and Action Plan, and Implementation Guidelines.

49. In **North Macedonia**, in 2024 the project supported the Ministry of Labour and Social Policy in setting up a new shelter for victims of trafficking. Capacity building on combating human trafficking was provided to 104 police officers, legal professionals, social workers and communication officers.

50. In **Serbia**, the project supported the preparation of the first report on human trafficking by the Ombudsman's institution, which has been designated as National Rapporteur on human trafficking. Over 140 professionals (including police officers, prosecutors, labour inspectors, lawyers and education professionals) followed specialised training and participated in various events related to combating human trafficking.

51. Moreover, on 2-3 October 2024, the **regional conference** "The Impact of Technology on Human Trafficking: Changing the Way We Respond" was organised as part of the projects in Bosnia and Herzegovina, North Macedonia and Serbia. GRETA's First Vice-President, Ms Antoaneta Vassileva, participated as a speaker in this event.

Annual meeting of the National Anti-trafficking Co-ordinators and Rapporteurs, 12-13 September 2024, OSCE headquarters in Vienna, Austria

Meeting of national anti-trafficking co-ordinators and rapporteurs

52. On 12-13 September 2024, the Council of Europe and the OSCE's Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings organised jointly, for the seventh consecutive year, a meeting of National Anti-Trafficking Co-ordinators and Rapporteurs. More than 170 participants from 61 countries - Council of Europe member States and OSCE participating States and Partners for Co-operation - joined the meeting in Vienna and online.

53. The meeting focused on: i) vulnerabilities to human trafficking and measures to prevent them, detect and support vulnerable victims, and punish the offenders; ii) ways to scale up the impact of the anti-trafficking actions at the national and regional/international levels, including by analysing the effectiveness and efficiency of the anti-trafficking measures implemented to date; iii) steps to secure meaningful engagement of survivors in anti-trafficking policies and practices; and iv) strengthening access to justice and effective remedies for victims of trafficking.

54. During the first session, GRETA's First Vice-President of GRETA, Ms Antoaneta Vassileva, stressed the importance of addressing both personal and situational vulnerabilities in the anti-trafficking responses. She presented the methodology followed by GRETA during the fourth evaluation round of the Convention, which contains questions related to preventing children's vulnerability to human trafficking, vulnerabilities related to the gender dimension of human trafficking and vulnerabilities of persons from disadvantaged minorities, persons with disabilities, asylum seekers and migrant workers. Panellists from four countries shared reflections on different aspects of vulnerabilities to human trafficking and national responses in this regard.

55. Further, the Second Vice-President of GRETA, Mr Sergey Ghazinyan, offered perspectives from the stocktaking of GRETA's third evaluation round, which had a thematic focus on access to justice and effective remedies for victims of trafficking. In his presentation, he focused on victims' access to legal assistance, free legal aid, compensation, the criminal justice response to human trafficking, and the application of the non-punishment provision, referring to promising practices across State Parties as well as common challenges.

56. To discuss ways to enhance national and regional anti-trafficking efforts and increase their impact, the participants were divided into three working groups which reflected on a set of questions related to achieving longer-term sustainable results in combating human trafficking. Underscoring the need to keep human trafficking high on the national agendas, the participants stressed the importance of elevating the position of a National Anti-Trafficking Co-ordinator to ensure its unifying and decision-making authority, establishing independent National Anti-Trafficking Rapporteurs with strong and specific mandates, developing National Action Plans adaptable to emerging trends, and engaging with parliaments to ensure sustainable and comprehensive anti-trafficking response by law. They further stressed that designated budgets for implementation of the anti-trafficking national action plans are paramount for achieving better outcomes and impact. Further, participants noted the importance of measuring impact of national anti-trafficking interventions, including by conducting independent evaluations. The value of developing a comprehensive anti-trafficking law was also stressed. Incorporating continuous survivor inclusion and engagement, including by establishing National Survivors of Trafficking Advisory Councils,[7] is required to ensure that national anti-trafficking response remains targeted, victim-centred and trauma-informed.

7. OSCE/ODIHR, 2024, Guidance on establishing and maintaining National Survivors of Trafficking Advisory Councils (NSTACs).

15 years of anti-trafficking monitoring work: event on the occasion of GRETA's 50th plenary meeting, 22 March 2024

Fifteen years of monitoring of the implementation of the Convention: lessons learnt and looking ahead

57. GRETA held its first meeting on 24-27 February 2009. Fifteen years later, GRETA has decided to dedicate a thematic section in this General Report to a reflection on the results of its monitoring work and what more needs to be done in the future to ensure that the Convention's provisions are effectively implemented.

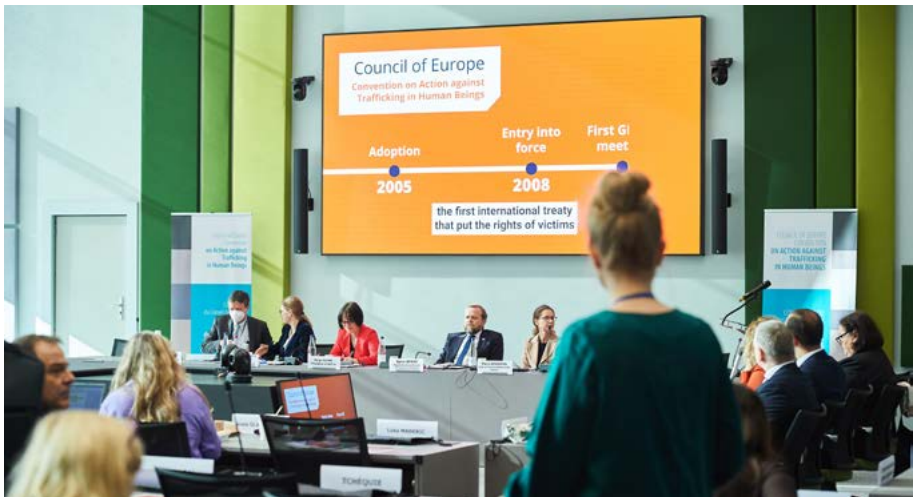
58. GRETA's mandate's stems out of the Council of Europe Convention on Action against Trafficking in Human Beings. The monitoring system foreseen by the Convention, set out in its Chapter VII, is "undoubtedly one of its main strengths".[8] The two pillars of the monitoring mechanism - GRETA, the primary monitoring body composed of independent and impartial experts, and the more political body, the Committee of the Parties - are designed to ensure, together, the effective implementation of the Convention by the Parties.

59. GRETA has adopted over the years a number of **documents which govern its monitoring activities**. In addition to its Internal Rules of Procedure, GRETA drew up specific rules to guide it in the evaluation of the implementation of the Convention by the Parties.[9] Further, GRETA has adopted Guidelines for its country visits, Guidelines for requests for information addressed to civil society, Guidelines on relations with

8. Paragraph 354 of the Explanatory report of the Convention.
9. Rules of Procedure for evaluating implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by the Parties, THB-GRETA(2014)52.

the media and the public, and Guidelines for the conduct of monitoring visits. GRETA is constantly discussing and updating its working methods, also taking into account the experiences of other monitoring bodies with which it holds periodic exchanges.

60. Pursuant to Article 36 of the Convention, the task of GRETA is to monitor the implementation of the Convention by the Parties. The evaluation procedure is divided into **rounds**, the length of which is determined by GRETA. At the beginning of each round, GRETA autonomously defines which provisions of the Convention are to be evaluated. GRETA also determines the most appropriate means to carry out the evaluation, which may involve the adoption of a questionnaire which serves as the basis of the evaluation.



61. GRETA has developed **questionnaires** for each of the four evaluation rounds that it has launched since 2010.[10] The first round provided an overview of the implementation of the provisions of the Convention by States Parties, focusing on the criminalisation of human trafficking, the adoption of a comprehensive and co-ordinated approach to action against human trafficking, and the integration of a human-rights based approach in national policies to combat this crime. The second round examined the impact of legislative, policy and practical measures on the prevention of trafficking in human beings, the protection of the rights of victims of trafficking, and the prosecution of traffickers, paying particular attention to measures taken to address the vulnerability of children to trafficking, trafficking for the purpose of labour exploitation and new trends in human trafficking. The third round focused on trafficking victims' access to justice and effective remedies. The ongoing fourth evaluation round, launched in July 2023, focuses on vulnerabilities to human trafficking and measures taken by States Parties to prevent them, detect and support vulnerable victims, and punish the offenders, including a focus on the use of information and communication technology (ICT), which brings structural changes to the way offenders operate and exacerbates existing vulnerabilities.

10. Country reports and evaluation rounds - Action against Trafficking in Human Beings

62. In addition to sending the questionnaire to each State Party, GRETA may decide to address it - or any other request for information - to NGOs, other relevant organisations and members of **civil society** which have access to reliable sources of information and are capable of carrying out the necessary verifications of this information. The Rules of Procedure for Evaluating Implementation of the Convention contain provisions concerning information from civil society. NGOs can provide information by answering some or all of the questions in the questionnaire. NGOs can also decide to provide a joint report. GRETA treats information received from civil society as confidential unless the respondent requests publication. With a view to assisting NGOs to get involved in monitoring implementation of the Convention, two international NGOs, La Strada International and Anti-Slavery International, have developed guidance for NGOs to report to GRETA.[11]

63. Pursuant to Article 38(4) of the Convention, GRETA may subsidiarily organise **country visits** in order to get more information from the Party concerned. Right from the beginning, GRETA took the view that in addition to sending a questionnaire and receiving a reply from the national authorities, it is crucial to carry out country visits to all States Parties. These visits provide an opportunity to examine the situation on the ground and also contribute to the promotion of dialogue with the Parties. GRETA's assessment is thus substantiated by tangible findings reflecting information received from a wide range of sources, including victims and survivors of human trafficking. GRETA's country visit usually last five days, except for Parties which have federal, decentralised or devolved structure, where the visits may be longer (e.g. seven days) or small countries where the number of interlocutors to be met is more limited (e.g. three days).

64. GRETA maintains an ongoing dialogue with States Parties in order to strengthen the effective implementation of the Convention. First of all, each Party designates a **national contact person** who is involved in all steps of the evaluation procedure. In the first years of its work, GRETA organised two information meetings for the contact persons appointed by States Parties to liaise with GRETA.

65. Article 38, paragraphs 5 and 6, of the Convention describe the drafting of GRETA's **reports and conclusions**. From these provisions, it is clear that GRETA has to carry out a dialogue with the Party concerned when preparing its report and conclusions. Prior to the adoption of a final report, GRETA asks each Party to the Convention to provide comments on the draft report and replies to additional requests for information. The deadline usually set by GRETA for the provision of comments is two months. GRETA complements and revises its draft reports in order to take into account the national authorities' comments. GRETA's evaluation reports are thus the product of an intensive dialogue with the national authorities, as well as the collection of information from a range of relevant sources and direct observations during country visits. The reports adopted by GRETA are made public together with eventual final comments by the authorities. Unfortunately, GRETA sometimes receives substantive comments from the authorities on the basis of the final report, rather than at the stage of the draft report, and such comments cannot be incorporated in GRETA's assessment because the final report has already been adopted by GRETA in plenary.

11. https://documentation.lastradainternational.org/lsidocs/Guidance%20for%20NGOs%20to%20report%20to%20GRETA.pdf

Progress of GRETA's monitoring of the implementation of the Convention by States Parties

2010 – 2024

2010

1st evaluation round

Launched on 1 February 2010
47 States Parties evaluated
(of which two under a combined 1st and 2nd round)

2014

2nd evaluation round

Launched on 15 May 2014
47 States Parties evaluated
(of which two under a combined 1st and 2nd round)

2018

3rd evaluation round

Launched on 20 November 2018
42 States Parties evaluated

2023

4th evaluation round

Launched on 4 July 2023
3 evaluations completed in 2024
16 evaluations underway

66. The **obligation to co-operate with GRETA** in the provision of the requested information is contained in Article 38, paragraph 2, of the Convention. GRETA sets a deadline for replying to its questionnaire (six months for the first evaluation round, five months for the second, and four months for the third and the fourth rounds). The majority of State Parties have respected the deadline set by GRETA for replying to the questionnaires. Notable exceptions include delays caused by war, or the COVID-19 pandemic. In general, the national authorities have provided GRETA with the information necessary to conduct the evaluation; however, the absence of data collection and statistics on some issues related to the evaluation have made GRETA's task difficult. All States Parties have authorised the publication of their reply to GRETA's questionnaire. Almost all evaluated countries provided comments on the draft GRETA evaluation report within the time limit set by GRETA or requested short extensions, which enabled GRETA to adopt the final country evaluation report at the meeting following the one at which the draft country evaluation report was discussed. The fact that nearly all States Parties have complied with GRETA's requests for information in a timely manner can be seen as a demonstration of their commitment to implementing the Convention. GRETA has strived to complete the evaluation of each Party within a year from organising the country evaluation visit and thanks to the co-operation received from the national authorities, this target has been met.

67. Following the amendment of GRETA's Rules of procedure for evaluating implementation of the Convention made in November 2014, a new Rule 7 was added which entitles GRETA to send to States Parties **urgent requests for information when it receives reliable information** indicating a situation where problems require immediate attention to prevent or limit the scale or number of serious violations of the Convention. Taking into account the information submitted by the Party concerned, as well as any other reliable information available to it, GRETA may designate rapporteurs to assess the specific situation and, if necessary, carry out a visit and prepare a report. So far, GRETA has rarely had recourse to the urgent procedure,[12] but its potential to act quickly should not be overlooked.

68. In its country evaluation reports, GRETA has adopted the use of three different verbs – **"urge", "consider" and "invite"** – which correspond to different levels of urgency of the recommendation for bringing the party's legislation and/or practice into compliance with the Convention. GRETA "urges" the authorities to take action when it assesses that the national legislation or policies are not in compliance with the Convention, or when it finds that despite the existence of legal provisions and other measures, the implementation of a key obligation under the Convention is lacking. In other situations, GRETA "considers" that it is necessary to make further improvements in order to fully comply with an obligation of the Convention. By "inviting" a country to pursue its efforts in a given area, GRETA acknowledges that the authorities are already on the right track and encourages them to continue existing action or to take additional measures.

69. The obligations enshrined in the Convention are the same for all States Parties and it is important to use the same benchmarks for all State Parties and to treat them on an equal footing. Pursuant to Article 38 of the Convention, when a questionnaire

12. The urgent request procedure has been applied to Italy (2016), Greece (2016 and 2024) and Hungary (2017).

is adopted by GRETA for the purposes of the evaluation, it is addressed to all Parties. All Parties were sent the same questionnaire for the first and second evaluation rounds. In the case of the third and fourth evaluation rounds, in addition to the general questionnaire sent to all Parties, each State Party received several country-specific questions related to issues which remain to be addressed from previous evaluation rounds.

70. While GRETA treats all State parties on an equal footing, it also pays attention to the specific national context during the organisation of the country visit and the preparation of the report. Many provisions of the Convention are formulated in a way which leaves a margin of interpretation, allowing GRETA to take into account the national context in each State Party. For example, Article 29 of the Convention obliges States Parties to adopt measures to have persons or entities specialised in the fight against trafficking in human beings and to a establish a co-ordination mechanism. GRETA has not urged small countries to have specialised police officers or prosecutors or to establish a national anti-trafficking co-ordinator, but has rather recommended to provide training on human trafficking to relevant professionals and to designate an entity, provided with adequate human and financial resources, which is in charge of co-ordinating anti-trafficking actions.

71. GRETA is attentive to positive developments and promising practices, which are highlighted in its reports. At the same time, its role as an independent expert body is to alert to any gaps and implementation difficulties. It is noteworthy that there are sometimes differences in the information received from the authorities and civil society. There have been situations where GRETA's independent assessment have been called into question by state officials, in particular when GRETA supports views expressed by civil society. It is important to stress that GRETA's role is not to rubberstamp the information provided by the authorities, but to analyse all aspects and draw conclusions which reflect the information received from all stakeholders.

72. With a view to clarifying the substantive content of some of the Convention's provisions, GRETA has developed **guidance** on the recovery and reflection period (Article 13 of the Convention), the entitlement of victims of trafficking, and persons

at risk of being trafficked, to international protection, and on preventing and combating trafficking for the purpose of labour exploitation. GRETA intends to continue developing further guidance on key provisions of the Convention.

73. On the basis of GRETA's reports and conclusions, the Committee of the Parties adopts recommendations addressed to each Party. GRETA is proactive in following up the implementation of these recommendations and organises **round-table meetings** to discuss any implementation difficulties and offer additional support (see paragraph 42). The reports provided by States Parties in reply to the recommendations are analysed and, if necessary, additional information is requested. **Continuous dialogue** is a therefore a crucial element of the monitoring of the Convention.

74. There are many examples of the **positive spinoff of the evaluation process**, some of which are highlighted in the document "Practical Impact of GRETA's Monitoring Work".[13] Progress has been made in the adoption of comprehensive national anti-trafficking strategies and action plans, supported by dedicated funding. Positive changes have also been made to the procedures for identifying victims of trafficking, e.g. enabling them to benefit from assistance regardless of their co-operation in the investigation and criminal proceedings. Furthermore, the number of countries which have appointed independent national rapporteurs on human trafficking has increased. In addition, the implementation of co-operation projects in a number of countries has contributed to better implementation of GRETA's recommendations.

Exhibition marking 15 years of GRETA's monitoring of the implementation of the Convention on Action against Trafficking in Human Beings

75. At the same time, **not all recommendations are implemented**, due to a range of factors, including lack of resources, prioritisation or political will. Some countries still lack national action plans for combating human trafficking, independent national anti-trafficking rapporteurs, formalised national referral mechanisms for victims of trafficking or specialised shelters where all categories of victims could receive protection and assistance. The stock-taking of the third evaluation round of the Convention

13. Practical impact of GRETA's monitoring work, 2024.

highlighted gaps in victims' access to legal assistance, legal aid and compensation, as well as the criminal justice response to trafficking.[14]

76. Despite advances in the fight against human trafficking, there are many **remaining and new challenges**. A growing number of people fleeing armed conflict and climate and humanitarian emergencies are pressed to migrate in unsafe conditions. The restrictive immigration policies pursued by a growing number of countries, insufficient channels for regular migration and family reunification, as well as lack of access to the labour market for asylum seekers, create risks of trafficking and exploitation. GRETA has observed in several countries that increased attention is being paid to combating migrant smuggling and identifying irregular migrants, which should not be to the detriment of the fight against human trafficking and the identification and protection of victims of trafficking.

77. Many European countries are experiencing a **shift in their trafficking profile**, turning from countries of origin into countries of destination. This requires changes in their legislation to ensure the protection of labour and social rights of migrant workers. Of particular relevance in this respect is the Committee of Ministers' Recommendation CM/Rec(2022)21 on preventing and combating trafficking in human beings for the purpose of labour exploitation,[15] which calls on member states to adopt national laws, policies and strategies which address trafficking for the purpose of labour exploitation.

78. Multiple and overlapping crises increase the particular **vulnerability of children to human trafficking**. With one in three identified victims of trafficking globally being a child,[16] efforts to prevent and end child trafficking are still insufficient to make a tangible difference. Unaccompanied and separated children are particularly vulnerable to being caught up in the web of traffickers. GRETA's reports pinpoint shortcomings in the identification and protection of child victims of trafficking, who are frequently treated as offenders and punished for illegal activities. GRETA has also stressed the urgent need for increasing measures to prevent online recruitment of children, including by co-operating with Internet service providers. It is crucial to ensure that the prevention of child trafficking is an integral part of child protection systems and is streamlined into humanitarian co-ordination structures and responses. The issue of addressing vulnerabilities to trafficking in human beings, including those of children, is at the focus of the ongoing fourth evaluation round of monitoring the implementation of the Convention.[17]

79. The ever-expanding **use of information communication technologies (ICT)** has created a dual-edged landscape: while ICT increases opportunities for criminals, they also provide new investigative possibilities for law enforcement. There are a number of challenges related to the interface between ICT and human trafficking. The study published by GRETA in 2022 on online and technology-facilitated trafficking in human beings highlighted challenges in the identification, investigation and

14. https://rm.coe.int/booklet-stock-taking-of-greta-s-third-evaluation-round-on-the-conventi/1680aefdbc
15. Committee of Ministers' Recommendation CM/Rec(2022)21 on preventing and combating trafficking in human beings for the purpose of labour exploitation.
16. UNODC, Global Trafficking report, 2024 at- GLOTIP2024_BOOK.pdf
17. Fourth evaluation round

prosecution of human trafficking cases due to the high volume of online activities and digital evidence, the use of encrypted communications, nicknames and aliases, the time-consuming process of acquiring evidence from private companies and/or other jurisdictions, and lack of knowledge, capacity and equipment among law enforcement.[18] At the same time, the study highlighted the importance for States Parties to enhance the capacity to turn ICT into an asset for investigations and prosecutions, improving the use of special investigation and digital forensics. In the course of the fourth evaluation round, GRETA is paying particular attention to the use of ICT to commit human trafficking offences, as well as the use of technological innovations to harness the potential of ICT to effectively combat human trafficking.

80. GRETA's working methods have earned it a reputation as an authoritative source of information, analysis and guidance for public officials, independent human rights bodies and civil society representatives. Through its evaluation reports, GRETA is committed to strengthening national efforts in combating trafficking in human beings and giving advice to the authorities on legislative and policy developments. The Council of Europe Anti-Trafficking Convention and its monitoring mechanism will thus continue contributing to global efforts to prevent and combat trafficking in human beings.

18. GRETA, Online and technology-facilitated trafficking in human beings, April 2022.

35th Meeting of the Committee of the Parties, Strasbourg, France, 29 November 2024

Relations with the Committee of the Parties

81. GRETA and the Committee of the Parties represent the two pillars of the monitoring system set up by the Convention. According to Article 38, paragraph 7, of the Convention, the Committee of the Parties may adopt, on the basis of GRETA's reports and conclusions, recommendations addressed to the Parties concerning the measures to be taken to implement GRETA's conclusions, if necessary, setting a date for submitting information on their implementation, and aiming at promoting co-operation with the Party concerned for the proper implementation of the Convention. The purpose of this provision of the Convention is to strengthen the implementation of GRETA's conclusions.

82. The Committee of the Parties has continued to hold regular exchanges with the President of GRETA. Such exchanges are an opportunity to present GRETA's ongoing work, highlight the main findings from country evaluations, and discuss new trends and challenges.

83. At its 34th meeting (21 June 2024), the Committee of the Parties considered GRETA's reports on Andorra, Finland, Germany, Hungary, Italy, Lithuania, Monaco and Switzerland under the third evaluation round of the Convention and on the basis of them adopted recommendations addressed to the national authorities. The Committee also considered the reports submitted by the authorities of Estonia (second evaluation round) and Armenia, France, Malta and Norway (third evaluation round) on measures taken to comply with the Committee's recommendations. At its 35th meeting (29 November 2024), the Committee of the Parties adopted recommendations concerning Aruba/The Netherlands, based on GRETA's combined first/second

round evaluation report, the Czech Republic and Türkiye, based on GRETA's second round evaluation reports, and San Marino, based on GRETA's third round evaluation report. The Committee also considered the reports submitted by the governments of Belgium, Bosnia and Herzegovina, Greece, Ireland, Latvia, Luxembourg, Portugal and the United Kingdom on measures taken to comply with the recommendation issued by the Committee concerning these countries.

Human Rights Building, Strasbourg, France

Co-operation with other Council of Europe bodies

European Court of Human Rights

84. GRETA's monitoring of the implementation of the Convention contributes to preventing violations of the European Convention on Human Rights (ECHR), including Article 4 which prohibits slavery, servitude and forced or compulsory labour and includes within its scope trafficking in human beings. A growing corpus of judgments of the European Court of Human Rights related to different articles of the European Convention on Human Rights refer to GRETA's reports.

85. In its judgment in the case of *T.V. v. Spain*[19] (application no. 22512/21), delivered on 10 October 2024, the European Court of Human Rights found that significant shortcomings in the Spanish authorities' investigation into a criminal complaint of human trafficking for the purpose of forced prostitution amounted to a breach of Spain's procedural obligations under Article 4 of the ECHR. The case concerned a Nigerian woman's complaint that she had been trafficked to Spain as a minor and subjected to sexual exploitation between 2003 and 2007. She managed to escape her alleged traffickers, started receiving assistance from a non-governmental organisation and brought the criminal complaint in 2011. However, the criminal case against the alleged perpetrators was eventually dismissed by the Spanish courts because the victim's allegations, in particular concerning her age at the time of being trafficked to Spain, were considered to be inconsistent. The European Court of Human Rights found that the investigation had been tainted with shortcomings and that the deci-

19. T.V. v. Spain

sion to provisionally dismiss the case had been superficial and insufficiently reasoned. GRETA submitted a third-party intervention to the Court in this case, stressing that investigations into suspected human trafficking should be proactive, making use of special investigative techniques and financial investigations to collect evidence and avoid overreliance on victims' testimony. Moreover, GRETA noted that the age assessment procedure should not be used to cast doubt on a person's claim that he or she was a victim of human trafficking. In its judgment, the Court referred to GRETA's reports on Spain, including to GRETA's conclusion that the authorities should review the age assessment procedures applied to potential victims of trafficking.

86. Further, on 24 October 2024, the Court issued a judgment in the case of *B.B. v. Slovakia*[20] (application No. 48587/21) which concerned proceedings taken in Slovakia in response to an allegation that the applicant, a Slovak woman of Roma ethnicity, had been trafficked in 2010 to the United Kingdom for the purpose of exploitation of prostitution. In the national proceedings, the man who had recruited, transported and exploited the victim in the UK was convicted of pimping and sentenced to one year's imprisonment, suspended for 16 months. The Court held that there had been a violation of the procedural obligation of Article 4 of the ECHR, finding that the criminal proceedings in Slovakia had been significantly flawed as regards the authorities' treatment of the accusations against B.B.'s alleged trafficker. In reaching its conclusion, the Court considered that the applicant's apparent consent to work as a prostitute in the UK was not decisive, as what truly mattered was her vulnerable position and the lack of any real or reasonable alternatives at the time. The Court referred to GRETA's reports in respect of Slovakia and the United Kingdom, including GRETA's recommendation to the Slovak authorities to ensure that trafficking cases lead to effective, proportionate and dissuasive sanctions and are not reclassified as other offences which carried lighter penalties.

Other Council of Europe bodies

87. On 2 July 2024, the Council of Europe **Consultation Group on the Children of Ukraine** (CGU)[21] organised a special heading on the risks of human trafficking of children of Ukraine, in collaboration with GRETA's Secretariat. Following this hearing, the report "Understanding the risks of human trafficking, including for the purpose of sexual and labour exploitation of children of Ukraine" was published in October 2024.[22] It sheds light on the key risks and potential mitigation measures discussed during the special hearing, which included presentations from Ukrainian officials and civil society representatives, as well as experts from other countries and international organisations.

88. In continuation to the exchange of views between the Current Affairs Committee of the **Congress of Local and Regional Authorities** and the President of GRETA which took place on 28 June 2023, GRETA's Secretariat prepared an analysis of GRETA's reports concerning the role of local and regional authorities in combating

20. B.B. v. Slovakia
21. Consultation Group on the Children of Ukraine
22. https://rm.coe.int/thematic-hearing-report-on-understanding-the-risks-of-trafficking-of-c/1680b2023c

trafficking, which was presented by the Executive Secretary of the Convention to the Committee on Current Affairs of the Congress of Local and Regional Authorities on 20 February 2024. Further, on 15 October, the Committee on Social Inclusion and Human Dignity held an exchange of views on a draft report on the role of cities and regions in combating trafficking for the purpose of labour exploitation.

89. GRETA has maintained contacts with the **Parliamentary Assembly of the Council of Europe (PACE)**, in particular with the Committee on Migration, Refugees and Displaced Persons and the Committee on Equality and Non-Discrimination. On 22 March 2024, GRETA submitted comments to the Committee of Ministers concerning PACE recommendation 2265(2024) on the situation of children of Ukraine. Further, on 7 March 2024, the Standing Committee of PACE adopted Resolution 2536(2024) on the precarious and irregular work situations of migrant seasonal workers and domestic migrant workers,[23] which recalls the importance of the Council of Europe Anti-Trafficking Convention and GRETA's recommendations.

90. As noted in paragraph 7, at its 52nd meeting, GRETA held an exchange of views with Ms Agnes von Maravić, Executive Secretary of the Lanzarote Committee, and Ms Ekaterina Malareva, Legal advisor in the Secretariat of the Lanzarote Committee. The discussion focused on the definition of sexual exploitation of children and the forms of sexual exploitation of children that the Lanzarote Committee encounter in its monitoring work, as well as the role of ICT in the commission of child sexual exploitation and abuse and in combating these crimes. GRETA members and the Lanzarote Committee representatives also discussed cross-cutting issues between child sexual exploitation (as addressed by the Lanzarote Convention) and child trafficking, and the main challenges in effectively tackling them.

91. Further, as noted in paragraph 7, at its 51st meeting, GRETA met the Head of the Council of Europe SOGIESC Unit, Ms Evgenia Giakoumopoulou, and Ms Gabriella Calleja of the same Unit. The discussion focused on the vulnerability of LGBTI persons to human trafficking, including the heightened risk of trafficking for the purpose of sexual exploitation for transgender persons, difficulties in victim identification and access to health and other services.

92. In 2024, GRETA and its Secretariat also maintained contacts with the **Special Representative of the Secretary General (SRSG) for Migration and Refugees**, Mr David Best, in the context of his activities. Further, the Secretariat regularly participated in the meetings of the Inter-secretariat Co-ordination Group on Migration.

23. Resolution 2536 (2024)

OSCE flags near the building of Hofburg palace, in Vienna, Austria (©Shutterstock/ Sodel Vladyslav)

Co-operation with other intergovernmental organisations

93. Co-operation, strong partnerships and co-ordinated action are the keys to the success of anti-trafficking action. GRETA has continued developing links and forging partnerships with international organisations active in the area of combating trafficking in human beings. The country evaluation visits were an opportunity to meet representatives of international organisations present in the respective countries (Council of Baltic Sea States, ICMPD, ILO, IOM, OSCE, UNHCR, UNICEF, UN Women). Further, members of GRETA and the Secretariat participated in events organised by other international organisations, at which they presented the Convention and GRETA's work (see Appendix 9).

United Nations

94. GRETA was represented at a number of events organised by UN institutions during the reporting period. The Executive Secretary of the Convention took part in the UNODC Regional Expert Group Meeting on Countering Labour Exploitation in Trafficking in Persons, including trafficking caused by migration from armed conflicts, in South Eastern Europe on 5 March 2024. Further, on 8-9 July 2024, the Executive Secretary of the Convention attended the 14th meeting of the Working Group on Trafficking in Persons, set up by the Conference of the Parties to the UN Convention against Transnational Organised Crime to advise and assist it in the implementation of the Protocol to Prevent Suppress and Punish Trafficking in Persons, Especially Women and Children ("Palermo Protocol").

95. GRETA's Secretariat has continued contributing to the efforts of the regional anti-trafficking task force set up in May 2022 to ensure that anti-trafficking efforts are part of the protection response during the war against Ukraine, which brings together UN agencies, international and non-governmental organisations.

Inter-Agency Co-ordination Group against Trafficking in Persons (ICAT)

96. The Council of Europe is a partner of the Inter-Agency Co-ordination Group against Trafficking in Persons (ICAT). GRETA's Secretariat continues to be involved in ICAT Working Group meetings and has contributed to the preparation of issue briefs, ensuring that the Convention's standards and GRETA's work are duly reflected. The Executive Secretary also participated in the 6th ICAT Principals meeting on 3 December 2024, held online, during which a joint statement to end child trafficking was made.[24]

OSCE/ODIHR

97. Action against trafficking in human beings has been one of the four priority areas of co-operation between the Council of Europe and the OSCE. Pursuant to the agreement reached at a meeting held in June 2010 in Paris, co-operation between the Council of Europe and OSCE in the field of action against trafficking in human beings focuses on (i) awareness raising and advocacy, (ii) capacity building and assistance to governmental and non-governmental actors, and (iii) conducting assessments and monitoring and providing recommendations. The OSCE has observer status with the Committee of the Parties to the Council of Europe Anti-Trafficking Convention.

98. Members of GRETA and its Secretariat regularly participate in conferences and other events organised by the OSCE. By way of example, the Executive Secretary of the Convention spoke at the launch of OSCE publication "Out of the Shadows: Addressing the Dynamics of Trafficking in Persons Belonging to Minorities, including National Minorities", on 11 September 2024, online.

99. Building on positive outcomes of the multi-year partnership, GRETA and the OSCE continued to co-organise annual meetings of National Anti-Trafficking Co-ordinators and Rapporteurs or equivalent mechanisms while rotating the hosting role (see paragraphs 52 to 56).

100. Further, on 8 May 2024, the two organisations held joint high-level meetings with the Norwegian authorities in Oslo in order to present findings from their respective reports on Norway and urge elevated political attention and action to implement urgently needed measures.

101. Another example of aligned efforts is the organisation of a joint conference and business round-table on strengthening the role of the private sector in combating human trafficking and labour exploitation in supply chains in Sofia, Bulgaria, on 28-29 May 2024 (see paragraph 43). The event brought together representatives

24. icat_principals_statement_2024.pdf

from relevant governmental bodies, agencies and specialised units dealing with combating human trafficking, as well as stakeholders from the private sector in Bulgaria, business associations, chambers of commerce, labour inspectors, procurement practitioners and trade unions.

102. On 30 July 2024, GRETA and the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings issued a joint statement on the World Day against Trafficking in Persons, urging States to effectively identify and protect trafficking victims rather than arresting or deporting them, through more proactive implementation of the non-punishment principle.

103. During country evaluation visits, GRETA delegations met representatives of local offices of the OSCE (where they have Field Operations and anti-trafficking Focal Points) and benefited from their presence on the ground to complete the collection of information necessary for monitoring the implementation of the Convention.

104. Besides a bilateral format, co-operation between GRETA and the Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings has continued in the framework of the OSCE Alliance Expert Co-ordination Team (AECT).

European Union

105. GRETA has continued to engage with the EU Anti-Trafficking Co-ordinator and members of her Office in the context of different activities.

106. The Executive Secretary of the Convention participated in a meeting with representatives of the EU Asylum Agency (EUAA) on 22 January 2024 in Strasbourg.

Council of Baltic Sea States (CBSS)

107. The Executive Secretary of the Convention spoke at the conference on child trafficking "Achieving a Dynamic and Resilient System", organised by the CBSS and the Swedish Gender Equality Agency on 10 June 2024 in Stockholm.

Co-operation with civil society

108. The Convention provides for co-operation and building strategic partnerships with civil society, which can help governments fulfil their obligations under the Convention (Article 35). In its country reports, GRETA has emphasised the need to adopt an inclusive approach and develop formal and systematic consultation between governmental and non-governmental actors involved in anti-trafficking action. Civil society, including trade unions, should be involved in the development and implementation of anti-trafficking measures and their evaluation. Further, GRETA has called for the involvement of specialised NGOs in a multi-agency effort to identify and protect victims of trafficking.

109. In the course of 2024, international and national NGOs continued to provide information to GRETA in the context of the preparation of country evaluation visits and reports. Furthermore, NGOs provided feedback to GRETA on the follow-up given to its reports. GRETA is grateful for the contributions made by NGOs to its monitoring work and is committed to continuing the existing co-operation with civil society.

110. On the margins of the 68th Session of the Commission on the Status of Women (CSW68), a virtual parallel event was organised on 15 March 2024 by La Strada International, La Strada Ukraine, the Office of the Government Commissioner for Gender Equality Policy of Ukraine and GRETA's Secretariat. It aimed to expose the exploitative practices and risks of human trafficking and related forms of labour and sexual exploitation faced by Ukrainian refugees and internally displaced persons, and to encourage international agencies, governments and other actors to continue to address their vulnerabilities.

111. Members of GRETA and the Secretariat participated in a number of events organised by civil society organisations (see Appendix 9). By way of example, Ms Dorothea Winkler spoke at the symposium "25 years of civil society combating trafficking in human beings", organised by the KOK on the occasion of its 25th anniversary on 11-12 November 2024 in Berlin. The First Vice-President of GRETA, Ms Antoaneta Vassileva, participated in a training on ICT-facilitated THB with focus on children, organised by A21 Campaign and Sliven Anti-Trafficking Commission in Sliven, Bulgaria in January 2024. The Executive Secretary of the Convention participated in the symposium "30 years of fight to make the invisible visible", organised on the occasion of the 30th anniversary of the NGO Comité contre l'escalavage moderne (CCEM) on 15 November in Paris, and the meeting of La Strada International and public event on the risks of human trafficking in the context of large sporting events on 25 June 2024 in Paris.

Appendix 1

Chart of signatures and ratifications of the Council of Europe

Convention on Action against Trafficking in Human Beings

Status as of 31/12/2024

Title	**Council of Europe Convention on Action against Trafficking in Human Beings**
Reference	CETS No.197
Opening of the treaty	Warsaw, 16/05/2005 – Treaty open for signature by the member states, the non-member states which have participated in its elaboration and by the European Union, and for accession by other non-member states
Entry into Force	01/02/2008 – 10 Ratifications, including 8 member states

	Signature	Ratification	Entry into Force	Notes	R.	D.	A.	T.	C.	O.
Albania	22/12/2005	6/2/2007	1/2/2008							
Andorra	17/11/2005	23/3/2011	1/7/2011							
Armenia	16/5/2005	14/4/2008	1/8/2008							
Austria	16/5/2005	12/10/2006	1/2/2008							
Azerbaijan	25/2/2010	23/6/2010	1/10/2010					T.		
Belgium	17/11/2005	27/4/2009	1/8/2009							
Bosnia and Herzegovina	19/1/2006	11/1/2008	1/5/2008							
Bulgaria	22/11/2006	17/4/2007	1/2/2008							
Croatia	16/5/2005	5/9/2007	1/2/2008							
Cyprus	16/5/2005	24/10/2007	1/2/2008							O.
Czech Republic	2/5/2016	29/3/2017	1/7/2017		R.					
Denmark	5/9/2006	19/9/2007	1/2/2008		R.			T.		
Estonia	3/2/2010	5/2/2015	1/6/2015		R.					
Finland	29/8/2006	30/5/2012	1/9/2012		R.					
France	22/5/2006	9/1/2008	1/5/2008		R.	D.				
Georgia	19/10/2005	14/03/2007	1/2/2008			D.				
Germany	17/11/2005	19/12/2012	1/4/2013		R.					
Greece	17/11/2005	11/4/2014	1/8/2014							
Hungary	10/10/2007	4/4/2013	1/8/2013							
Iceland	16/5/2005	23/2/2012	1/6/2012							
Ireland	13/4/2007	13/7/2010	1/11/2010							
Italy	8/6/2005	29/11/2010	1/3/2011							
Latvia	19/05/2006	6/3/2008	1/7/2008		R.					

	Signature	Ratification	Entry into Force	Notes	R.	D.	A.	T.	C.	O.
Liechtenstein	30/11/2015	27/1/2016	1/5/2016							
Lithuania	12/2/2008	26/7/2012	1/11/2012							
Luxembourg	16/5/2005	9/4/2009	1/8/2009							
Malta	16/5/2005	30/1/2008	1/5/2008		R.					
Monaco	30/11/2015	30/11/2015	1/3/2016		R.					
Montenegro	16/5/2005	30/7/2008	1/11/2008	55						
Netherlands	17/11/2005	22/4/2010	1/8/2010					T.		
North Macedonia	17/11/2005	27/05/2009	1/9/2009			D.				
Norway	16/5/2005	17/1/2008	1/5/2008							
Poland	16/5/2005	17/11/2008	1/3/2009		R.	D.				
Portugal	16/5/2005	27/2/2008	1/6/2008		R.					
Republic of Moldova	16/5/2005	19/5/2006	1/2/2008			D.				
Romania	16/5/2005	21/8/2006	1/2/2008							
San Marino	19/5/2006	29/11/2010	1/3/2011							
Serbia	16/5/2005	14/4/2009	1/8/2009	55						
Slovak Republic	19/5/2006	27/3/2007	1/2/2008							
Slovenia	3/4/2006	3/9/2009	1/1/2010		R.					
Spain	9/7/2008	2/4/2009	1/8/2009			D.				
Sweden	16/5/2005	31/5/2010	1/9/2010		R.					
Switzerland	8/9/2008	17/12/2012	1/4/2013		R.					
Türkiye	19/3/2009	2/5/2016	1/9/2016			D.				
Ukraine	17/11/2005	29/11/2010	1/3/2011			D.				
United Kingdom	23/3/2007	17/12/2008	1/4/2009		R.					
	Signature	**Ratification**	**Entry into Force**	**Notes**	**R.**	**D.**	**A.**	**T.**	**C.**	**O.**
Belarus		26/11/2013 a	1/3/2014							
Canada										
Holy See										
Israel		28/05/2021 a	01/09/2021							
Japan										
Mexico										
United States of America										
	Signature	**Ratification**	**Entry into Force**	**Notes**	**R.**	**D.**	**A.**	**T.**	**C.**	**O.**
European Union										

Total number of signatures not followed by ratifications:	**0**
Total number of ratifications/accessions:	**48**

Notes

(55) Date of signature by the state union of Serbia and Montenegro.

a: Accession – **s**: Signature without reservation as to ratification – **su**: Succession – **r**: Signature "ad referendum".
R.: Reservations – **D.**: Declarations – **A.**: Authorities – **T.**: Territorial Application – **C.**: Communication – **O.**: Objection.

Source: Treaty Office on http://conventions.coe.int

Appendix 2

GRETA's field of operations

States bound by the Convention

Albania
Andorra
Armenia
Austria
Azerbaijan
Belarus
Belgium
Bosnia and Herzegovina
Bulgaria
Croatia
Cyprus
Czech Republic
Denmark
Estonia
Finland
France
Georgia
Germany
Greece
Hungary
Iceland
Ireland
Italy
Israel
Latvia
Liechtenstein
Lithuania
Luxembourg
Malta
Republic of Moldova
Monaco
Montenegro
Netherlands
North Macedonia
Norway
Poland
Portugal
Romania
San Marino
Serbia
Slovak Republic
Slovenia
Spain
Sweden
Switzerland
Türkiye
Ukraine
United Kingdom

Appendix 3

List of GRETA members (as at 31 December 2024)

Members	Term of office
President: Ms Helga Gayer (German)	31/12/2024
First Vice-President: Ms Antoaneta Vassileva (Bulgarian)	31/12/2026
Second Vice-President: Mr Sergey Ghazinyan (Armenian)	31/12/2024
Mr Thomas Ahlstrand (Swedish)	31/12/2024
Ms Tatiana Catana (Moldovan)	31/12/2026
Ms Ia Dadunashvili (Georgian)	31/12/2026
Mr Aurelijus Gutauskas (Lithuanian)	31/12/2024
Ms Biljana Lubarovska (Macedonian)	31/12/2026
Mr Luka Maderić (Croatian)	31/12/2026
Ms Svala Isfeld Olafsdottir (Icelandic)	31/12/2026
Ms Rita Penedo (Portuguese)	31/12/2026
Ms Conny Rijken (Dutch)	31/12/2024
Mr Peter Van Hauwermeiren (Belgian)	31/12/2024
Mr Georgios Vanikiotis (Greek)	31/12/2024
Ms Dorothea Winkler (Swiss)	31/12/2024

Appendix 4

Secretariat of the Council of Europe Convention on Action against Trafficking in Human Beings (as at 31 December 2024)

Ms Petya Nestorova, Executive Secretary of the Convention

Monitoring work

Ms Teresa Armengol de la Hoz, Administrator
Mr Mesut Bedirhanoglu, Administrator
Ms Parvine Ghadami, Administrator
Mr Roemer Lemaitre, Administrator[25]
Ms Asja Žujo, Administrator
Ms Jenna Logeais, Senior Project Manager[26]
Ms Saida Theophile, Principal Administrative Assistant
Ms Jackie Renaudin-Siddall, Administrative Assistant
Ms Silvia Pedrini, Administrative Assistant[27]
Ms Ivana Noveljic, Administrative Assistant[28]

Co-operation activities

Mr Yuriy Paltsev, Administrator
Ms Stephanie Burel, Project Manager[29]
Ms Imene Khalifa, Project Manager[30]
Ms Monica Petrovici-Ronecker, Project Manager
Ms Severina Spassova, Project Manager[31]
Mr Justin Antonides, Administrative Assistant [32]
Ms Nadia Marino, Administrative Assistant[33]

25. Employed until 30 April 2024.
26. Employed as from 1 September 2024.
27. Employed until 31 October 2024.
28. Employed until 29 February 2024.
29. Employed until 29 February 2024.
30. Employed as from 1 April 2024.
31. Employed until 31 May 2024.
32. Employed as from 1 September 2024.
33. Employed until 14 February 2024.

Appendix 5

List of GRETA's activities during the period 1 January to 31 December 2024

GRETA meetings

- 50th meeting (18-22 March 2024)
- 51st meeting (1-5 July 2024)
- 52nd meeting (18-22 November 2024)

GRETA's evaluation visits (in chronological order)

► Slovak Republic (4th evaluation round)	26 February-1 March 2024
► Liechtenstein (3rd evaluation round)	5-7 March 2024
► Albania (4th evaluation round)	22-26 April 2024
► Republic of Moldova (4th evaluation round)	22-26 April 2024
► Ukraine (3rd evaluation round)	21-23 May 2024
► Croatia (4th evaluation round)	3-7 June 2024
► Georgia (4th evaluation round)	23-27 September 2024
► Bulgaria (4th evaluation round)	30 September-4 October 2024
► Denmark (4th evaluation round)	7-11 October 2024
► Romania (4th evaluation round)	7-11 October 2024
► Montenegro (4th evaluation round)	2-5 December 2024
► United Kingdom (4th evaluation round)	3-11 December 2024
► Malta (4th evaluation round)	9-12 December 2024

GRETA country evaluation reports (in order of publication)

► Andorra (3rd evaluation round)	31 January 2024
► Italy (3rd evaluation round)	23 February 2024
► Hungary (3rd evaluation round)	26 February 2024
► Lithuania (3rd evaluation round)	28 February 2024
► Germany (3rd evaluation round)	7 June 2024
► Finland (3rd evaluation round)	10 June 2024
► Monaco (3rd evaluation round)	11 June 2024
► Switzerland (3rd evaluation round)	20 June 2024
► Czech Republic (2nd evaluation round)	11 October 2024
► Türkiye (2nd evaluation round)	22 October 2024
► San Marino (3rd evaluation round)	23 October 2024
► Aruba, Netherlands (1st evaluation round)	12 November 2024

Appendix 6

List of activities organised to support the implementation of GRETA's recommendations during the period 1 January to 31 December 2024

Lisbon, 19 February 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Portugal

Sarajevo, 27 February 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Bosnia and Herzegovina

Yerevan, 5 March 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Armenia

Online, 15 March 2024
Virtual event "Preventing exploitation among displaced women from Ukraine" co-oganised by La Strada International, La Strada Ukraine, the Office of the Government Commissioner for Gender Equality Policy of Ukraine and GRETA's Secretariat

Paris, 28 March 2024
Round-table on the implementation of GRETA's 3rd report recommendations by France

Riga, 18 April 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Latvia

Oslo, 7-8 May 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Norway and high-level meetings with the Norwegian authorities

Sofia, 28-29 May 2024
Conference "Strengthening the role of the private sector in combating human trafficking and labour exploitation in supply chains" and business round-table, co-organised by the Council of Europe Anti-Trafficking Division, the OSCE and the Bulgarian National Commission for Combating Trafficking in Human Beings

Vienna, 12-13 September 2024
Annual meeting of National Anti-Trafficking Co-ordinators and Rapporteurs or equivalent mechanisms, co-organised with the OSCE

Dublin, 19 September 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Ireland

Luxembourg, 27 September 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Luxembourg

Brussels, 1 October 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Belgium

Strasbourg, 17-18 October 2024
Meeting of the Council of Europe network of specialised lawyers and NGOs providing legal assistance to victims of human trafficking

Ljubljana, 10 December 2024
Round-table on the implementation of GRETA's 3rd report recommendations by Slovenia

Activities organised under the joint EU-Council of Europe Programme Horizontal Facility III for the Western Balkans and Türkiye

North Macedonia

- Training on free legal aid and asylum for human trafficking victims for members of the Bar Association, 21 January 2024, Skopje
- Multi-disciplinary pilot training of trainers for labour inspectors, social workers and police officers on human trafficking for the purpose of labour exploitation, 19-21 February 2024, Strumica
- Multi-disciplinary training on the best interests of the child for police officers, social workers, lawyers, judges and NGO representatives, 21-22 May 2024, Veles
- Conference on child trafficking and risks in view of enhanced prevention, 27 May 2024, Skopje
- Training on gender-sensitive and victim-oriented communication and reporting of human trafficking cases for communication officers of the police and the prosecution and journalists, 29 May 2024, Veles
- Training on human trafficking victims' access to free legal aid and compensation, 10 October 2024, Skopje
- Workshop on access to free legal aid and compensation for human trafficking victims for the anti-trafficking network of lawyers and NGOs, 7 November 2024, Skopje
- Training on trauma-informed approach and interviewing of human trafficking victims for the Bar Association, 7 November 2024, Skopje

Serbia

- Workshop on ICT and THB - Presentation of the GRETA Report on Online and technology-facilitated trafficking in human beings, 20 February 2024, Belgrade
- Workshop on forensic interview techniques for staff members of the Centre for Human Trafficking Victim's Protection, 5-6 March 2024, Vrdnik
- Workshop on improving detection of child trafficking using revised indicators for the education sector, 15-17 April 2024, Vrnjacka Banja
- Study visit to Finland on monitoring and reporting mechanisms and combating labour trafficking , 21-22 May 2024, Helsinki, Finland
- Three round tables for lawyers on combating human trafficking organised by the NGO ASTRA within the framework of a grant awarded by the project, October - November 2024, Belgrade and Novi Sad
- Launch of the updated HELP course on combating trafficking in human beings for lawyers, September-November 2024, online

- Round table on providing legal support and free legal aid to trafficking victims, organised in co-operation with the Ministry of the Interior, 25 November 2024, Belgrade.

Activities organised under the project "Strengthening anti-trafficking action in Bosnia and Herzegovina"

- Round table on "Preventing and Combating trafficking in human beings for the purpose of labour exploitation", 28 February 2024, Sarajevo
- Seminar on technology-facilitated trafficking in human beings, 25 March 2024, Sarajevo
- Training of trainers on labour trafficking and protocols for co-operation and prevention, detection, and investigation of labour trafficking, on 23-24 April, 22-23 May and 19-20 June 2024, Sarajevo and Doboj
- Support for the development of the new Strategy and Action Plan for combating human trafficking of Republika Srpska – meetings of the working group on 29 April and 30-31 May 2024, Doboj
- HELP course on trafficking in human beings for the purpose of labour exploitation, 15 March – 31 May 2024, online
- Study visit of staff of the Brčko District Police to the State Investigation and Protection Agency, 22 August 2024, Sarajevo
- Workshop for prosecutors on trafficking in human beings, 2-4 September, Neum
- Regional conference "The Impact of Digital Technology on Human Trafficking: Changing the Way We Respond", 2-3 October 2024, Sarajevo
- Workshop on human trafficking, financial investigations and confiscation and use of assets of human trafficking for compensation, 30-31 October 2024, Jahorina
- Four training sessions for labour inspectors and law enforcement officers on detecting and combating human trafficking for the purpose of labour exploitation: 18 November 2024, Banja Luka; 19 November 2024, Bihać; 20 November 2024, Brčko; and 21 November 2024, Sarajevo
- Launch of the updated HELP course on trafficking in human beings, 20 September - 10 December 2024, online

Activities organised under the joint EU-Council of Europe project "Supporting Malta in the design and implementation of a new National Anti-Trafficking Strategy"

- Training of the Human Rights Initiative Unit on finalising the adoption process of the Anti-Trafficking Strategy and Action Plan, 18 April 2024
- Explainer sessions for the Human Rights Initiative Unit on the development of awareness raising tools on human trafficking indicators and victims' rights, 17 and 22 May 2024
- Training on the Theory of Change and the Monitoring and Evaluation Framework of the Anti-Trafficking Strategy, 25-26 June and 9-10 July 2024

- Joint Anti-Human Trafficking Inter-Ministerial Committee and Human Trafficking Monitoring Committee for the adoption of the Anti-trafficking Strategy and Action Plan, 8 July 2024
- Exchange with the Children Advisory Panel on trafficking against children, 10 July 2024
- Explainer session on the Implementation Guidelines of the Anti-trafficking Strategy and Action Plan, 13 November 2024
- Explainer sessions on the Communication Strategy and Action Plan, 26 November 2024
- Exchange on sustainable survivor engagement, 27 November 2024

Appendix 7

Updated timetable of GRETA's 3rd Evaluation Round

Parties	Questionnaire to be sent	Deadline for replies	Evaluation visits	Draft GRETA reports	Final GRETA reports
Austria Cyprus Slovak Republic	November 2018	March 2019	May-June 2019	36th meeting November 2019	written procedure March 2020
Albania Croatia Republic of Moldova	February 2019	June 2019	September - December 2019	37th meeting July 2020	38th meeting October 2020
Georgia Bulgaria Denmark					39th meeting November 2020
Montenegro Romania	June 2019	October 2019	January - March 2020	38th meeting October 2020	40th meeting March 2021
Malta United Kingdom	September 2019	January 2020	September – December 2020	40th meeting March 2021	41st meeting July 2021
Latvia				41st meeting July 2021	42nd meeting November 2021
France	March 2020	September 2020	January – March 2021		
Portugal	September 2019	January 2020	April – June 2021	42nd meeting November 2021	43rd meeting March 2022
Armenia	July 2019	November 2019	September – December 2021		
Bosnia and Herzegovina Norway	March 2020	September 2020			
Belgium Ireland Luxembourg	October 2020	February 2021		43rd meeting March 2022	44th meeting July 2022
North Macedonia	June 2021	October 2021	January – March 2022	44th meeting July 2022	45th meeting September 2022
Slovenia			April – June 2022	45th meeting September 2022	47th meeting March 2023
Serbia Spain				46th meeting November 2022	
Poland	October 2020	February 2021			
Azerbaijan Netherlands	September/ October 2021	January 2022	September – December 2022	47th meeting March 2023	48th meeting July 2023
Sweden	December 2021	April 2022			
Iceland	April/May 2022	September 2022			
Andorra Lithuania				48th meeting July 2023	49th meeting November 2023
Italy Hungary			January – March 2023		
Finland Germany	May/June 2022	October 2022	April – June 2023	49th meeting November 2023	50th meeting March 2024
Monaco Switzerland	November 2022	March 2023			
San Marino	June 2022	October 2022	September-December 2023	50th meeting March 2024	51st meeting July 2024
Liechtenstein	December 2022	April 2023	January – March 2024	51st meeting July 2024	52nd meeting November 2024
Ukraine	September 2021	January 2022	April – June 2024	52nd meeting November 2024	53rd meeting March 2025

Note: Belarus, the Czech Republic, Estonia, Greece, Israel, Türkiye, and other new parties to the Convention will undergo the third evaluation round approximately four years after the second evaluation, unless otherwise decided by GRETA (Rules 2 and 3 of the Evaluation Procedure).

Appendix 8

Provisional timetable of GRETA's 4th Evaluation Round

<table>
<tr><th colspan="6">Provisional timetable of GRETA's 4th evaluation round</th></tr>
<tr><th>Parties</th><th>Questionnaire to be sent</th><th>Deadline for replies</th><th>Evaluation visits</th><th>Draft GRETA report</th><th>Final GRETA report</th></tr>
<tr><td>Austria</td><td rowspan="3">July 2023</td><td rowspan="3">November 2023</td><td rowspan="2">December 2023</td><td rowspan="3">51st meeting, July 2024</td><td rowspan="3">52nd meeting, Nov 2024</td></tr>
<tr><td>Cyprus</td></tr>
<tr><td>Slovak Republic</td><td>February 2024</td></tr>
<tr><td>Albania</td><td rowspan="3">October 2023</td><td rowspan="4">February 2024</td><td rowspan="3">April-June 2024</td><td rowspan="3">52nd meeting, Nov 2024</td><td rowspan="3">53rd meeting, March 2025</td></tr>
<tr><td>Croatia</td></tr>
<tr><td>Republic of Moldova</td></tr>
<tr><td>Georgia</td><td></td><td rowspan="6">Sept-Dec 2024</td><td rowspan="5">53rd meeting, March 2025</td><td rowspan="5">54th meeting, July 2025</td></tr>
<tr><td>Bulgaria</td><td rowspan="4">March 2024</td><td rowspan="4">July 2024</td></tr>
<tr><td>Denmark</td></tr>
<tr><td>Montenegro</td></tr>
<tr><td>Romania</td></tr>
<tr><td>Malta</td><td>May 2024</td><td>September 2024</td><td rowspan="3">54th meeting, July 2025</td><td rowspan="3">55th meeting, Nov 2025</td></tr>
<tr><td>United Kingdom</td><td>June 2024</td><td>October 2024</td></tr>
<tr><td>Latvia</td><td>October 2024</td><td>February 2024</td><td rowspan="4">April-June 2025</td></tr>
<tr><td>Armenia</td><td rowspan="3">June 2024</td><td rowspan="3">October 2024</td><td rowspan="4">55th meeting, Nov 2025</td><td rowspan="4">56th meeting, March 2026</td></tr>
<tr><td>Bosnia and Herzegovina</td></tr>
<tr><td>Norway</td></tr>
<tr><td>France</td><td>October 2024</td><td>February 2024</td></tr>
<tr><td>Portugal</td><td>November 2024</td><td>March 2024</td><td>July 2024</td></tr>
<tr><td>Belgium</td><td rowspan="4">February 2025</td><td rowspan="4">June 2025</td><td rowspan="4">Sept-Dec 2025</td><td rowspan="2">56th meeting, March 2026</td><td rowspan="2">57th meeting, July 2026</td></tr>
<tr><td>Ireland</td></tr>
<tr><td>Luxembourg</td><td rowspan="3">57th meeting, July 2026</td><td rowspan="3">58th meeting, Nov 2026</td></tr>
<tr><td>North Macedonia</td></tr>
<tr><td>Slovenia</td><td rowspan="4">July 2025</td><td rowspan="4">November 2025</td><td rowspan="3">Jan-March 2026</td></tr>
<tr><td>Serbia</td></tr>
<tr><td>Spain</td></tr>
<tr><td>Poland</td></tr>
<tr><td>Azerbaijan</td><td rowspan="3">January 2026</td><td rowspan="3">May 2026</td><td rowspan="2">April-June 2026</td><td rowspan="2">58th meeting, Nov 2026</td><td rowspan="2">59th meeting, March 2027</td></tr>
<tr><td>Sweden</td></tr>
<tr><td>Netherlands</td><td rowspan="3">Sept-Dec 2026</td><td rowspan="2">59th meeting, March 2027</td><td rowspan="2">60th meeting, July 2027</td></tr>
<tr><td>Iceland</td></tr>
<tr><td>Andorra</td><td rowspan="6">June 2026</td><td rowspan="6">October 2026</td><td rowspan="3">60th meeting, July 2027</td><td rowspan="3">61st meeting, Nov 2027</td></tr>
<tr><td>Lithuania</td></tr>
<tr><td>Italy</td><td rowspan="2">Jan-March 2027</td></tr>
<tr><td>Hungary</td></tr>
<tr><td>Monaco</td><td rowspan="3">April-June 2027</td><td rowspan="3">61st meeting, Nov 2027</td><td rowspan="3">62nd meeting, March 2028</td></tr>
<tr><td>Finland</td></tr>
<tr><td>Germany</td></tr>
<tr><td>San Marino</td><td rowspan="2">January 2027</td><td rowspan="2">May 2027</td></tr>
<tr><td>Switzerland</td><td>June-Sept 2027</td></tr>
<tr><td>Liechtenstein</td><td rowspan="2">June 2027</td><td rowspan="2">October 2027</td><td rowspan="2">Oct-Dec 2027</td><td rowspan="2">62nd meeting, March 2028</td><td rowspan="2">63rd meeting, July 2028</td></tr>
<tr><td>Ukraine</td></tr>
</table>

Note: Belarus, the Czech Republic, Estonia, Greece, Israel, Türkiye, and other new parties to the Convention will undergo the fourth evaluation round approximately four years after the third evaluation, unless otherwise decided by GRETA (Rules 2 and 3 of the Evaluation Procedure).

Appendix 9

Participation of GRETA members and Secretariat in relevant events and meetings

Online, 16 January 2024
Alliance Expert Co-ordination Team (AECT) meeting, organised by the OSCE

Strasbourg, 19 January 2024
Meeting of the Council of Europe Roma/Travellers Task Force

Strasbourg, 22 January 2024
Meeting with representatives of the EU Asylum Agency (EUAA)

Strasbourg, 23 January 2024
Meeting with the Bureau of the European Network of Ombudsmen for Children (ENOC)

Sofia, 26 January 2024
National conference on "Preventing and fighting human trafficking: Good practices and sustainable solutions", organised by the Chair of the Bulgarian National Commission for Combating Trafficking, Deputy Prime Minister Maria Gabriel

Sliven, 7 February 2024
Training on ICT-facilitated THB with focus on children, organised by A21 Campaign and Sliven Anti-Trafficking Commission

Online, 12 February 2024
Online expert discussion on the preparation of a checklist to facilitate implementation of Recommendation CM/Rec(2022)21 on preventing and combating trafficking for the purpose of labour exploitation

Matera, 26-27 February 2024
Training on human trafficking for prosecutors and judges, organised by the School of the Judiciary of Italy

Strasbourg, 29 February 2023
Presentation of the revised HELP course on combating human trafficking at the seminar of HELP EU Focal and Info Points

Chisinau and online, 5 March 2024
UNODC Regional Expert Group Meeting on Countering Labour Exploitation in Trafficking in Persons, including trafficking caused by migration from armed conflicts, in South-Eastern Europe

Strasbourg, 14 March 2024
Co-ordination Group on Migration organised by the Special Representative of the Council of Europe Secretary General on Migration and Refugees

Vienna, 15-16 April 2024
OSCE 24th High-level Alliance against Trafficking in Persons Conference

Strasbourg, 24-26 April 2024

Seminar on Council of Europe Conventions for a delegation from the General Prosecutor's Office of Uzbekistan

Strasbourg, 22-23 May 2024

8th Technical Meeting of the Network of National Focal Points on Travel for Transplantation (NETTA)

Strasbourg, 3-4 June 2024

Launch of the HELP course on Combating Trafficking in Human Beings

Tanger, 7 June 2024

Seminar on Council of Europe key human rights standards, organised by the Interministerial Delegation for Human Rights (Morocco) and the Council of Europe Office in Rabat

Stockholm, 10 June 2024

Conference on child trafficking "Achieving a Dynamic and Resilient System", organised by the Council of Baltic Sea States

Frankfurt, 11 June 2024

Event on disrupting human trafficking, organised by the German Anti-Financial Crime Alliance (AFCA)

Paris, 25 June 2024

La Strada International NGO Platform and public event on the risks of human trafficking in the context of large sporting events (Paris Olympic Games)

Strasbourg, 27 June 2024

17th meeting of the Coordination Group on Migration organised by the Special Representative of the Council of Europe Secretary General on Migration and Refugees

Ragusa and online, 7 June 2024

Presentation of the report of the Observatory L'Altro Diritto on labour exploitation and victim protection in Italy

Vienna, 8-9 July 2024

14th meeting of the Working Group on Trafficking in Persons set up by the Conference of the Parties to the UN Convention against Transnational Organised Crime to advise and assist it in the implementation of the Protocol to Prevent Suppress and Punish Trafficking in Persons, Especially Women and Children ("Palermo Protocol")

Online, 11 September 2024

Launch of OSCE publication "Out of the Shadows: Addressing the Dynamics of Trafficking in Persons Belonging to Minorities, including National Minorities"

Berlin, 12-13 September 2024

Joint closing conference of the German research project MAViet and the Europol operational project PAYDAY on combating trafficking and exploitation of Vietnamese nationals "VieTEx – Vietnamese THB and exploitation", organised by the German Federal Criminal Police Office

Online, 17 September 2024

Online expert discussion on human trafficking "Exploitation in and via the 'net' - human trafficking in the digital age", organised by the Working Group against Human Trafficking of the German Bishops Conference

Dublin, 18 September 2024

Conference on the launch of the third national evaluation report of the National Rapporteur on Combating Trafficking of Human Beings in Ireland

Bern, 20 September 2024

Conference "Victims of human trafficking: criminal proceedings and the rights of victims to compensation", organised by the Federal Office of Justice and the University of Bern

Strasbourg, 10 October 2024

18th meeting of the Inter-secretariat Co-ordination Group on Migration, organised by the Special Representative of the Council of Europe Secretary General on Migration and Refugees

Berlin, 16 October 2024

Opening ceremony of the Counselling and Coordination Centre for children who are victims of human trafficking and exploitation

Berlin, 17 October 2024

Meeting of the Working Group on Trafficking organised by the German Ministry of Family (BMFSFJ)

Vienna, 17 October 2024

Conference on human trafficking and workshop "Family as a safe place? – The role of parents between protection and exploitation", organised by the Austrian Task Force on Combating Trafficking

Vienna, 25 October 2024

38th meeting of the Council of Europe/OSCE Co-ordination Group

Dusseldorf, 31 October 2024

Pro Victim Day, organised by the Ministry of Justice of North Rhine-Westphalia, in co-operation with the North Rhine-Westphalia State Prevention Council

Berlin, 8 November 2024

International conference "Fighting Labour Exploitation – For decent work in Europe", hosted by the Senate Department for Labour, Social Services, Gender Equality, Integration, Diversity and Anti-Discrimination, Germany

Berlin, 11-12 November 2024

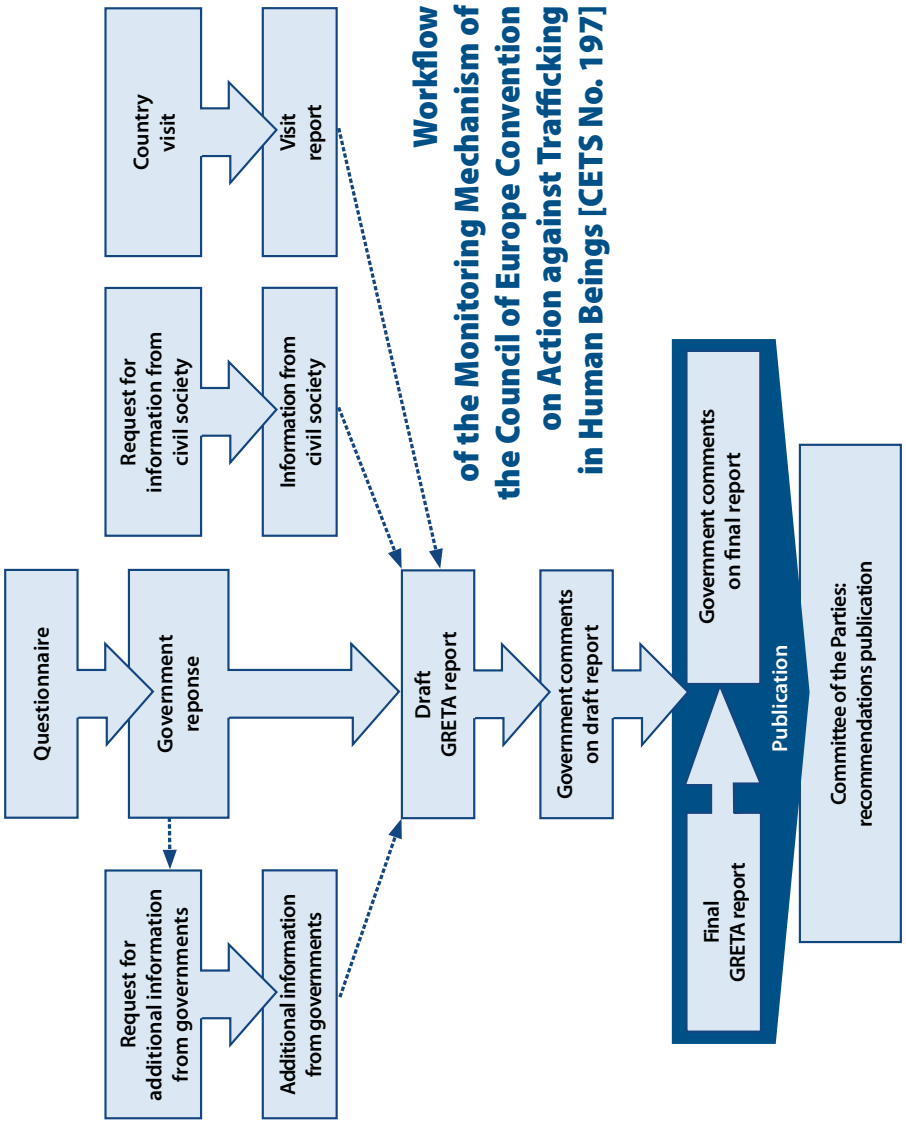
Symposium "25 years of civil society combating trafficking in human beings", organised by the KOK on the occasion of its 25th anniversary

Paris, 15 November 2024

Symposium "30 years of fight to make the invisible visible", organised on the occasion of the 30th anniversary of the NGO *Comité contre l'escalavage moderne* (CCEM)

Appendix 10

Workflow of the monitoring mechanism of the Council of Europe Anti-Trafficking Convention



The Council of Europe Convention on Action against Trafficking in Human Beings, in force since 2008, provides a comprehensive framework for combating trafficking in human beings from a human-rights based and victim-centred perspective. To date, the Convention has been ratified by all 46 member states of the Council of Europe, as well as by the non-member states Belarus and Israel.

The Group of Experts on Action against Trafficking in Human Beings (GRETA) is responsible for evaluating the implementation of the Convention by the States Parties. Its recommendations help to trigger legislative changes, raise awareness of the various forms of human trafficking and better protect the rights of trafficked persons.

GRETA's 14th General Report presents an overview of its activities from 1 January to 31 December 2024, including meetings, evaluation visits, country reports, round tables, and relations with other Council of Europe bodies, international organisations and non-governmental organisations. The report also features a thematic chapter reflecting on fifteen years of GRETA's monitoring of the Convention's implementation by States Parties. It highlights key lessons learnt, the positive impact of the evaluation process, and the persistent challenges that remain.

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The Council of Europe is the continent's leading human rights organisation. It comprises 46 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

COUNCIL OF EUROPE

CONSEIL DE L'EUROPE