

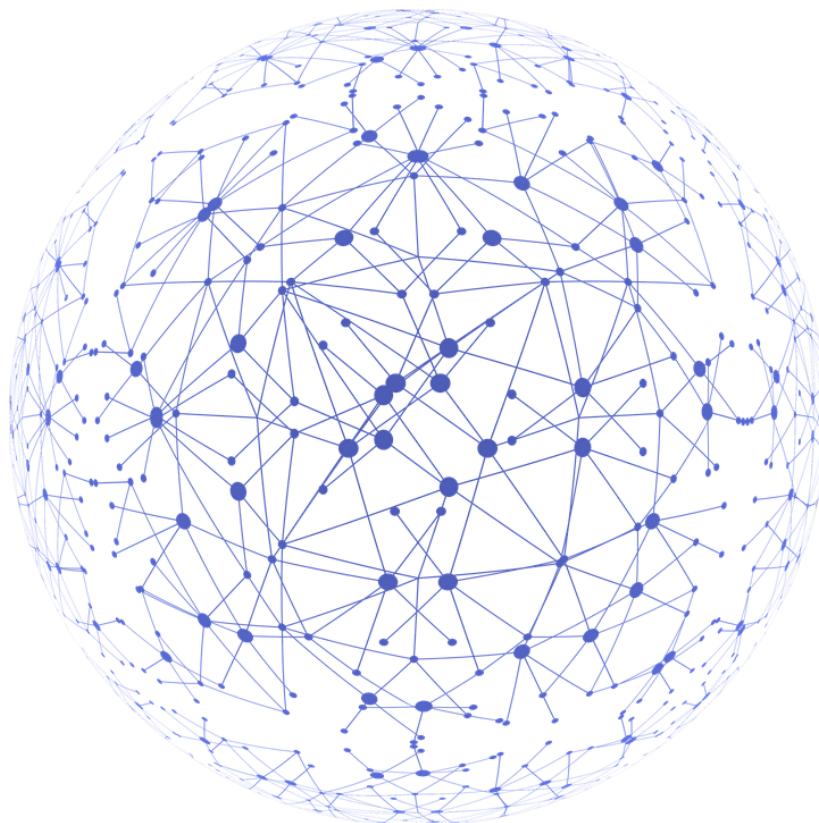


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Common template for an EMN study on the international dimension of the EU policy to prevent and combat trafficking in human beings and protect the victims of this crime

Version, June 2024



EMN Study 2024

**The international dimension of the EU policy to
prevent and combat trafficking in human beings and
protect the victims of this crime**

Estonian national report

October 2024

Disclaimer: The following responses have been provided primarily for the purpose of completing a Synthesis Report for the EMN Focussed Study on **the international dimension of the EU policy to prevent and combat trafficking in human beings and protect the victims of this crime**. The contributing EMN NCP have provided information that is, to the best of their knowledge, up to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of an EMN NCPs' Member State.

This document was produced by Eike Luik the expert of EMN EE NCP. This report was compiled based on public and available information. Furthermore, experts of this topic were consulted.

Estonian national contact point

Estonian Academy of Security Sciences

Kase 61

12012

Tallinn

emn@sisekaitse.ee

1. BACKGROUND AND RATIONALE FOR THE STUDY

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

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

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

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

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

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

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

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

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

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

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

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

2. STUDY AIMS AND OBJECTIVES

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

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

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

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

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

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

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

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

3. SCOPE OF THE STUDY

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

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

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

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

The geographical scope of the study covers:

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

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

4. EU LEGAL AND POLICY CONTEXT

Trafficking in human beings is prohibited pursuant to Article 5(3) of the EU Charter on Fundamental Rights.¹¹ The EU's competences in relation to trafficking in human beings are set out in the Treaty on the Functioning of the EU (TFEU),¹² which recognises its nature as (i) a phenomenon with links to migration (Article 79 TFEU), (ii) and as a cross-border crime (Article 83 TFEU).

Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims (Anti-trafficking Directive)¹³ addresses trafficking in human beings in a comprehensive manner. It adopts a victim-centred 'human rights approach', providing for a definition of the criminal offence of trafficking, minimum rules on penalties, as well as rules for the protection, assistance and support to victims.

In December 2022, the European Commission presented a proposal for a revision of the Anti-trafficking Directive to strengthen the rules that prevent and combat trafficking in human beings. Among other things, the proposal sought to provide stronger tools for law enforcement and judicial authorities to investigate and prosecute new forms of exploitation.¹⁴ In January 2024, the European Parliament and the Council reached a political agreement on the revised Directive which was formally adopted by the Council on 27 May 2024.¹⁵

The EU Strategy on Combatting Trafficking in Human Beings 2021-2025, adopted in April 2021 provides for a comprehensive response to combatting trafficking in human

¹¹ Charter of Fundamental Rights of the European Union, OJ C 36, p. 391, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:12012P/TXT>, last accessed on 11 January 2024.

¹² Consolidated versions of the Treaty on European Union and the Treaty on the Functioning of the European Union, OJ C, p. 1, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12016ME%2FTXT>, last accessed on 11 January 2024.

¹³ Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA, OJ L, p. 1, <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A32011L0036>, last accessed on 11 January 2024.

¹⁴ European Commission, Trafficking in human beings: Commission proposes stronger rules to fight the evolving crime, https://ec.europa.eu/commission/presscorner/detail/en/ip_22_7781, last accessed on 18 March 2024.

¹⁵ European Commission, The EU adopts stronger rules to fight trafficking in human beings, [The EU adopts stronger rules to fight trafficking in human beings - European Commission \(europa.eu\)](https://ec.europa.eu/commission/presscorner/detail/en/ip_24_10000), last accessed on 11 January 2024.

beings, from prevention through protection of victims to prosecution and conviction of traffickers. It sets out four main priority areas: 1) reducing the demand that fosters trafficking; 2) breaking the criminal model to halt victims' exploitation; 3) protecting, supporting and empowering the victims, especially women and children; 4) addressing the international dimension through cooperation with the main third countries of origin and transit, and with international organisations.

5. DEFINITIONS

The following key terms are used in the common template. The definitions are taken from the EMN Asylum and Migration Glossary,¹⁶ unless specified otherwise in footnotes.

Detection of a victim of trafficking in human beings	The process of identifying a possible situation of trafficking in human beings.
Fundamental rights	Universal legal guarantees without which individuals and groups cannot secure their fundamental freedoms and human dignity and which apply equally to every human being regardless of nationality, place of residence, sex, national or ethnic origin, colour, religion, language, or any other status as per the legal system of a country without any conditions.
Human rights	Agreed international standards that recognise and protect the dignity and integrity of every individual, without any distinction.
Identification of a victim of trafficking in human beings	The process of confirming and characterising a situation of trafficking in human beings for further implementation of support.
Identified victim of trafficking in human beings	A person who has been formally identified as a victim of trafficking in human beings according to the relevant formal authority in Member States.
International dimension of trafficking in human beings¹⁷	Under this study, the international dimension of trafficking in human beings refers to EMN Member and Observer Countries' efforts to address trafficking in human beings of third-country nationals towards their countries: a) in third countries of origin and transit of victims (and potential victims); b) in their countries, where these efforts have an international component e.g. imply involvement/cooperation with international partners, cross-border activities, target specific third-country nationalities/victims from certain regions.
Irregular migrant	In the global context, a person who, owing to irregular entry, breach of a condition of entry or the expiry of their legal basis for entering and residing, lacks legal status in a transit or host country.
Irregular migration	Movement of persons to a new place of residence or transit that takes place outside the regulatory norms of the sending, transit and receiving countries.

accessed on 12 June 2024; Text adopted by the European Parliament: [Texts adopted - Amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims - Tuesday, 23 April 2024 \(europa.eu\)](#), last accessed on 12 June 2024.

¹⁶ EMN Asylum and Migration Glossary, https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary_en, last accessed on 2 May 2024.

¹⁷ Definition prepared for the purpose of this EMN study based on the approach taken by the EU Strategy on Combatting Trafficking in Human Beings 2021-2025 when covering the international dimension of trafficking in human beings.

National referral/cooperation mechanisms	Mechanism aimed at identifying, protecting and assisting victims of trafficking in human beings, through referral, and involving relevant public authorities and civil society. ¹⁸
Organised crime	Large-scale and complex illicit activities carried out by an organised criminal group.
Organised criminal group	A structured group of three or more persons, existing for a period of time and acting cooperatively with the aim of committing one or more serious crimes or offences.
Palermo Protocol	A United Nations (UN) protocol to prevent, suppress and punish trafficking in human beings, especially women and children, supplementing the UN Convention against Transnational Organized Crime and its Protocols.
Potential victim of trafficking in human beings	A person vulnerable to trafficking in human beings. ¹⁹
Presumed victim of trafficking in human beings	A person who has met the criteria of EU regulations and international Conventions but has not been formally identified by the relevant authorities (e.g. police) as a trafficking victim or has declined to be formally or legally identified as victim of trafficking.
Protection of (presumed/identified) victims of trafficking in human beings	The action of national authorities aimed at protecting the fundamental rights of (presumed) victims of trafficking in human beings. ²⁰
Reintegration	Re-inclusion or re-incorporation of a person into a group or a process, e.g. of a migrant into the society of their country of return.
Registered victim of trafficking in human beings	A person who is either an identified or a presumed victim of human trafficking and has been registered by authorities and/or other agencies and organisations. ²¹
Smuggling of migrants	The procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the irregular entry of a person into a (UN) Member State of which the person is not a national or a permanent resident.
Trafficking in human beings	The recruitment, transportation, transfer, harbouring or reception of persons, including the exchange or transfer of control over those persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. ²²
Voluntary Return	The assisted or independent return to the country of origin, transit or third country, based on the free will of the returnee.

¹⁸ Article 11(4) of the Anti-trafficking Directive lays down an obligation on Member States to take the necessary measures to establish appropriate mechanisms aimed at the early identification of, assistance to and support for victims, in cooperation with relevant support organisations.

¹⁹ Definition inspired by IOM, <https://publications.iom.int/books/migrants-and-their-vulnerability-human-trafficking-modern-slavery-and-forced-labour>, .

²⁰ Definition inspired by the Anti-trafficking Directive, Article 11. A person shall be provided with assistance and support as soon as the competent authorities have a reasonable-grounds indication for believing that the person might have been subjected to trafficking in human beings.

²¹ Definition inspired by the European Commission, Data collection on trafficking in human beings in the EU, 2020, https://ec.europa.eu/anti-trafficking/sites/default/files/study_on_data_collection_on_trafficking_in_human_beings_in_the_eu.pdf, last accessed on 8 May 2021.

²² Definition established by the Anti-trafficking Directive, Article 2 par.1.

Vulnerable person	Minors, unaccompanied minors, disabled people, elderly people, pregnant women, single parents with minor children, victims of trafficking in human beings, persons with serious illnesses, persons with mental disorders and persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, such as victims of female genital mutilation.
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The international dimension of the EU policy to prevent and combat trafficking in human beings and protect the victims of this crime

NATIONAL CONTRIBUTION FROM EMN ESTONIA

This European Migration Network study provides an overview of the international dimensions of the EU policy to prevent and combat trafficking in human beings and protect the victims of this crime. The purpose of this study is to analyse international cooperation between the Member Countries in the work against trafficking in human beings in 2021–2023. Each EMN Member Country prepares a national contribution for the study, after which the Commission's service provider compiles an EU-level synthesis report from the information provided by all Member Countries. Estonian national contribution, compiled by the Estonian National Contact Point, provides an overview of Estonian policy on international dimension on cooperation with the countries of origin and transit of victims of trafficking in human beings as well as related international projects.

Estonia does not have many experiences on cooperation with third countries/or in third countries and international organisations on preventing and combating the trafficking in human beings and protecting the victims of this crime. In recent years, the need for cooperation has become both relevant and topical. The full-scale aggression in Ukraine has significantly changed the landscape of labour migration into Estonia. Foreign workers from Ukraine, Belarus and Russian Federation, which dominated in the past, are being replaced by a much more diverse influx from Central Asia. Before, Ukrainian citizens constituted the largest share of foreign workers in Estonia: almost half in terms of residence permits and more than 70% in terms of short-term employment. In correlation with the growing number of foreign workers arriving from Central Asia in Estonia, also the number of cases, where Central Asian citizens are exploited, grown rapidly. Investigations and proceedings involving exploited third country nationals has led Estonian authorities to recognize the need for cooperation with third countries, particularly with Uzbekistan and Moldova.

Although in Estonia, there is no specific policy on the international dimension to prevent and combat trafficking in human beings and to protect the victims, the organised crime, incl. trafficking in human beings, the only document involving elements of international component is the Violence Prevention Agreement 2021-2025, as it addresses trafficking in human beings of third-country nationals in Estonia. Additionally, Estonia is actively taking part in the Council of the Baltic Sea States (CBSS) activities and from 1 July 2024 to 30 June 2025 holds the presidency of the CBSS. The Task Force against Trafficking in Human Beings (TF-THB) will focus on co-operation with third countries, namely Central Asian and Balkan regional anti-trafficking networks for tackling crimes of trafficking where the Baltic Sea region is the destination. Particular emphasis will be on prevention, investigation and victims' assistance, especially for migrant labour, but also for persons engaged in prostitution.²³ Thus, these are currently Estonian policy priorities when addressing the international dimension of trafficking of human beings and our target countries.

²³ Ministry of Foreign Affairs homepage <https://www.vm.ee/sites/default/files/documents/2024-06/Estonian%20Presidency%202024-2025%20priorities%20-%20v1%20-%20240618.pdf>

Estonia is currently undergoing two European Commission co-funded ISF projects which have international dimension: „Prevention of serious undercover crime“, led by the Ministry of Justice and "Increasing cooperation with third countries for the prevention of crimes of human trafficking" lead by the Police and Border Guard Board.

Focus of the project „Prevention of serious undercover crime“ is on prevention of serious undercover crime, including trafficking of human beings. The project activities take place over several years and are aimed at different target groups from experts in the respective fields to the general public. The study visits (to Uzbekistan and to United States) contribute to exchanging up to date information and new knowledge between experts and creating better international cooperation. Also, media campaign activities are planned for 2024 to 2026 addressing mainly foreign workers in Estonia, helping them become informed about their labour rights and bridging the gap so they find help easily if needed.

Main focus of the project "Increasing cooperation with third countries for the prevention of crimes of human trafficking" is on expert level cooperation with Moldova (and Romania) and on later stage with Ukraine. Within the framework of the project joint meetings will be organized to raise awareness of trafficking of human beings (hereinafter THB) in both countries and exchange experiences and contacts.

Estonia has no bilateral cooperation agreements with third countries that are specifically aimed at combating human trafficking.

For Estonia, most challenging in cooperation with third countries is that there is no clear structure of authorities in third countries to whom our authorities can turn when they need to open an investigation on human trafficking. In cases where the person already returns to country of origin, it is impossible to reach him anymore to take his/her testimonies.

In Estonia there are causing challenges these third-country nationals who arrives to Estonia from distant countries and are not familiar with our legislation, authorities, local systems and have language barriers. These persons may be at a greater risk to become victims of human trafficking or other crimes or fraud. For example, newly arrived Central Asian citizens awareness of available services and assistance offered in Estonia is very low. Their language skills (Russian or English) are poor and persons fear of asking for help and assistance is very high (persons are afraid of removal). Estonian officials and specialists working in a field has to make extra efforts, while reaching these newly arrived third-country nationals as they are very vulnerable to labor or sexual exploitation.

For Estonia specialists, the best practice has been that third countries are keen to cooperate and participate in the trainings they need in the field. As a good practical example, in cooperation between Estonian and Uzbek officials a pocket guide on labour migration between Uzbekistan and Estonia were developed. Guide to safe labour migration between Uzbekistan and Estonia are available in English and in Russian languages. These guides are shared in Uzbekistan within local employment agencies, who mediate Uzbeks to Estonian labour market. Similar pocket guide will be developed in near future also to Uzbek authorities, to assist them while identifying, investigating and providing assistance to victims of human trafficking²⁴.

²⁴ Interview with the Ministry of Justice Criminal Policy Department, the National Coordinator for Trafficking in Human Beings in Estonia on 17.09.2024

Section 1: Introduction and mapping of policies and measures

1. Which are your country's thematic priorities when addressing the international dimension²⁵ of trafficking in human beings? (e.g. prevention, demand reduction, awareness raising; victim identification, referral, protection, support, assistance and reintegration; disrupting trafficking routes towards the EU, tackling the criminal business model of traffickers etc.).

There are no specifically mentioned thematic priorities when addressing the international dimension of trafficking in human beings, but main focus is on prevention, awareness raising, support, assistance provision and initiatives to strengthen police cooperation and facilitate investigations of labour exploitation cases. Previously the main focus was on cooperation to ensure the safe return and reintegration of victims of trafficking in human beings (with a particular focus on children and youth). Now the focus is more on prevention of THB, tackling crimes of trafficking and on cooperation with specific countries.

Currently Estonia holds the presidency of the Council of the Baltic Sea States (CBSS) from 1 July 2024 to 30 June 2025. In our priorities set for presidency, the Task Force against Trafficking in Human Beings (TF-THB) will focus on co-operation with third countries, namely Central Asian and Balkan regional anti-trafficking networks for tackling crimes of trafficking where the Baltic Sea region is the destination. Particular emphasis will be on prevention, investigation and victims' assistance, especially for migrant labour, but also for persons engaged in prostitution. Further opportunities will be explored to organize the training courses on the basis of the Handbook for Embassies and Diplomatic Missions on How to Assist and Protect Victims of Human Trafficking²⁶.

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

Yes

No

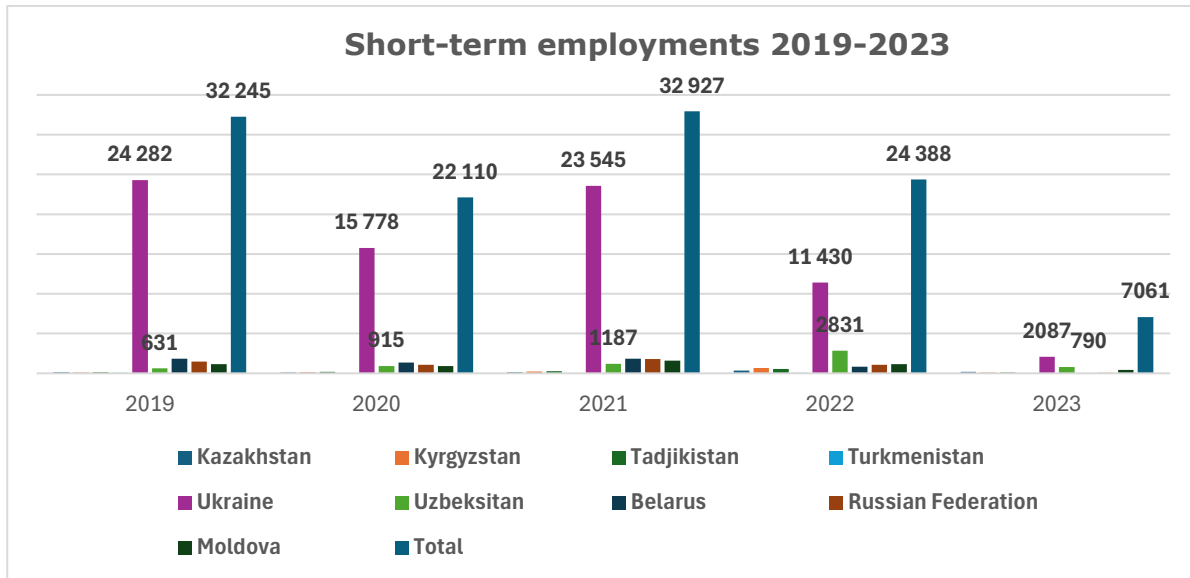
Although Estonia does not target specific third countries, the main focus is on third countries, from where foreign labour (mainly persons come for short-term employment purposes) arrives to Estonia. The full-scale aggression in Ukraine has significantly changed the landscape of labour migration into Estonia. Foreign workers from Ukraine, Belarus and Russian Federation, which dominated in the past, are being replaced by a much more diverse influx from Central Asia. Before the war, Ukrainian citizens constituted the largest share of foreign workers in Estonia: almost half in terms of residence permits and more than 70% in terms of short-term employment. In correlation with the growing number of workers from Central Asia, also the number of their labour and sexual exploitation cases has grown rapidly. Citizens of Central Asia

²⁵ Under this study, the international dimension of trafficking in human beings refers to EMN Member and Observer Countries' efforts to address trafficking in human beings of third-country nationals towards their countries: a) in third countries of origin and transit of victims (and potential victims); b) in their countries, where these efforts have an international component e.g. imply involvement/cooperation with international partners, cross-border activities, target specific third-country nationalities/victims from certain regions.

²⁶ The Council of the Baltic Sea States, Estonian Presidency available here: https://cbss.org/wp-content/uploads/2024/06/estonian-presidency-2024-2025_priorities.pdf

countries are in Estonia more vulnerable to local labour exploiters as they have language barriers (they might not speak Russian or English language), they avoid contacting authorities (they afraid of removal and an entry ban) and they might not have local communities.

Also, the Labour Inspectorate has brought out that in recent years the Estonian labour market has become an attractive destination for many foreigners. In particular, there are workers in Estonia who come from Georgia, Uzbekistan, India, Azerbaijan, Tajikistan, Moldova. This reflects also in the statistics of growing number of victims of exploitation. In 13 out of the 14 human trafficking crimes foreign workers who worked in cleaning services, massage parlours, and the construction sector were exploited²⁷.



	2019	2020	2021	2022	2023
Kazakhstan	154	108	143	341	193
Kyrgyzstan	127	130	216	659	105
Tajikistan	143	183	282	531	115
Turkmenistan	70	12	19	64	9
Ukraine	24 282	15 778	23 545	11 430	2 087
Uzbekistan	631	915	1 187	2 831	790
Belarus	1 826	1 371	1 849	839	18
Russian Federation	1 460	1 056	1 798	1 080	65
Moldova	1 145	922	1 586	1 160	411
Total number of short-term employments	32 245	22 110	32 927	24 388	7 061

Tabel 1: Registered short-term employments, citizens from Central-Asia + other top 3 countries, 2019-2023

Source: The Police and Border Guard Board

²⁷ Yearbook of the Labour Inspectorate 2023 <https://www.ti.ee/sites/default/files/documents/2024-04/TI%20aastaraamat%202024%20ENG.pdf>

In 2023, according to Social Insurance Board statistics, there were 30 (presumed) victims of sexual exploitation, who were assisted and referred to support services (among them nationals from Ukraine, Venezuela, Thai, Brazil, Columbia, Kazakhstan etc) and 55 persons of labour exploitation (among others from Ukraine, Moldova, Kazakhstan, Tajikistan, Uzbekistan, Kyrgyzstan, Vietnam etc).

For Estonia, recently arrived Ukrainians are also one of target groups. Preventing them from exploitation and falling under risk of trafficking in human beings is priority.

3. Does your country have any specific policies²⁸ aimed at:

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

Yes

No

There are no specific policies towards Estonia in third countries.

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

Yes

No

In Estonia several policy documents address trafficking in human beings of third-country nationals, although the elements of international component are included only in strategy on the Violence Prevention Agreement 2021-2025.

Estonian anti-crime priorities of the Government were set for the first time in 2005 at meeting between the Minister of the Interior and the Minister of Justice in Laulasmaa (named Laulasmaa declaration). The priorities have been changed later and the current priorities were confirmed on 14 April 2021 in order to use resources efficiently and effectively prevent and detect crime, the Minister of Justice and the Minister of the Interior set priorities and areas for promotion for the police and the prosecutor's office.

Since 2006, Estonia has a national policy and a strategic development plan for combating trafficking in human beings which is developed by the Estonian Government. The latest agreement on government level was reached in July 2021. The Violence Prevention Agreement for the years 2021-2025 devotes a special chapter for trafficking in human beings. The action plan is still under implementation.

The Violence Prevention Agreement 2021-2025 strategy covers the prevention and combating of various forms of interpersonal violence. The document sets 14 measures for violence prevention, among which prevention of trafficking in human beings is described²⁹. In this strategy, violence prevention is divided into three vells: universal prevention, the protection of victims, and dealing with the results of violence.

²⁸ 'Policies' refer to targeted strategies and action plans specifically addressing the international dimension of trafficking in human beings, as well as broader policy instruments that have an explicit anti-trafficking strand (e.g. one or more objectives of the policy refer to the international dimension of trafficking in human beings). Policies with indirect impacts on anti-trafficking efforts are outside the scope of this study.

²⁹ Ministry of Justice homepage <https://www.just.ee/en/crime-and-prevention-crime/violence-prevention-agreement>

This is a main strategy document involving international component while addressing trafficking in human beings of third-country nationals in Estonia.

The agreement sets some areas which must be improved in Estonia:

- The knowledge of employees about labour laws, especially among those coming to work in Estonia from abroad, will be increased.
- Inspections based on risk analysis will be organised and data exchange will be intensified to reduce the illegal employment of migrants in Estonia.
- In criminal proceedings, co-operation with the countries of origin of migrants will be enhanced to support investigative measures.
- As the number of cases of women pimped from other countries has increased in Estonia, attention must be paid to the demand for buying sex through information and the formation of attitudes.

The organized crime, including trafficking in human beings, is one of the priorities in the Criminal Policy Development plan 2030 adopted by the Parliament in 2020³⁰.

The Internal Security Development Plan 2020–2030, mention among other goals, prevention of human trafficking (improve investigation of such crimes and awareness raising) and combat the human trafficking at Estonian external borders³¹.

Criminal Policy guidelines until 2030 and Violence Prevention Agreement for the years 2021-2025 are coordinated by the Ministry of Justice and Internal Security Strategy 2020-2030 is coordinated by the Ministry of Interior. Criminal Policy guidelines results are presented annually in the Parliament, the overview of implementation of other strategies is presented to the Government.

In 2018 the Estonian Government approved an action plan "The Illegal Employment Prevention and Prohibiting Action Plan".³² Action plan outlines how to improve inter-agency cooperation by drawing up mutual risk analyses, directing monitoring resources, organising joint information days, tidying up websites (the Ministry of the Interior has created an information website "[Action Plan to Prevent Illegal Employment](#)") and publishing leaflets. In 2018, leaflets with information about legal options for working in Estonia were published. Leaflets in Estonian, English and Russian were distributed by PBGB at border crossing points, including the international airport. Need for action plan came from increased demand for foreign labour, combined with the increased number of illegal employment cases and raised tax evasion cases. In order to prevent illegal employment more efficiently, the state implemented an action plan.

Additionally, as Estonia holds the presidency of the Council of the Baltic Sea States (CBSS) from 1 July 2024 to 30 June 2025, the Task Force against Trafficking in Human Beings (TF-THB) the particular emphasis will be on cooperation with third countries, prevention, investigation and victims' assistance, especially for migrant labour, but also for persons engaged in prostitution. Further opportunities will be explored to organize the training courses on the basis of the Handbook for Embassies and Diplomatic Missions on How to Assist and Protect Victims of Human Trafficking³³.

³⁰ Ministry of Justice homepage <https://www.just.ee/kuritegevus-ja-selle-ennetus/kriminaalpoliitika-pohialused> Document is available only in Estonian.

³¹ Ministry of the Interior homepage: <https://www.siseministeerium.ee/stak2030> Document is available only in Estonian.

³² Action Plan for Preventing Illegal Employment, Ministry of the Interior, available here: <https://siseministeerium.ee/en/action-plan-preventing-illegal-employment>

³³ The Council of the Baltic Sea States, Estonian Presidency available here: https://cbss.org/wp-content/uploads/2024/06/estonian-presidency-2024-2025_priorities.pdf

In Estonia the National Coordination on THB is held by the Criminal Policy Department and Analysis Division of the Ministry of Justice, who is also the coordinator of the National Co-ordination Network (called THB roundtable) involving all relevant actors specialising in the prevention and combating of THB-s.

4. In your country, are there any interconnections³⁴ between national policies addressing the international dimension of trafficking in human beings and other policy areas (e.g. border management, asylum, migrant smuggling and irregular migration, fundamental rights, gender equality, organised crime, etc.)?

Yes

No

The Criminal Policy Department at the Ministry of Justice holds the post of the National Coordinator for Trafficking in Human Beings in Estonia. Estonian authorities systematically develop multi-level information exchange, the coordination and cooperation of all related stakeholders, including NGOs and victim support. Related practitioners (police, prosecutors, victim support, international organisation (IOM), NGOs, ministries etc) are being part of the common network, coordinated by the Ministry of Justice under the framework of the THB national network – THB roundtable. Information exchange, updates about ongoing work, discussions on priorities and common goals, impact assessments including legal aspects are part of the regular working flow. If there is a need, the “core grope” of roundtable will gather on ad hoc basis, for instance to decide whether to participate in some international project, to avoid duplication of projects where Estonia already participates. Also, within roundtable the contributions to the national reports, as TIP report and Greta assessment will be discussed³⁵.

Estonian practitioners are participating in THB-related international formats (UN, OSCE, EN, EC) on regular basis. We are part of THB-related EU fora and information exchange (incl., Interpol, Europol, Eurojust etc).

Estonia cooperates with various countries of origin in third-country nationals return-related matters. At the Estonian Embassies, we organise meetings with representatives of third countries, where we introduce the processes of return from Estonia and establish contacts to improve cooperation.

5. Has your country funded or implemented any measures³⁶ aimed at addressing trafficking in human beings towards EMN Member and Observer Countries in third countries of origin and transit of victims (and potential victims)?

³⁴ Interconnections shall be understood as any cross-referencing in different policy areas e.g. border management or smuggling of migrants, for example where those include a work strand on trafficking in human beings or specific anti-trafficking objectives or indicators.

³⁵ Interview with the Ministry of Justice Criminal Policy Department, the National Coordinator for Trafficking in Human Beings in Estonia on 3.10.2024

³⁶ ‘Measures’ refer to initiatives, projects, programmes and operational actions funded or implemented by EMN Member and Observer Countries in their territories or in third countries of origin and transit of third-country national victims that specifically address the international dimension of trafficking in human beings i.e. have a clear international component. The concept of measures also covers broader initiatives (e.g. on border management, asylum, migrant smuggling and irregular migration, fundamental rights, gender equality, organised crime and its online dimension) that have an explicit anti-trafficking strand (e.g. one or more objectives of the programme or a series of indicators refer to the international dimension of trafficking). Measures with indirect impacts on anti-trafficking efforts are outside the scope of this study.

Yes

No

1. Name of the measure:

MIEUX+ Mauritius III

Third country/ies of implementation:

Mauritius

Implementation period:

November 2021 – October 2023

Total funding and source(s) of funding: No information available

Implementing partners: No information available

Beneficiaries:

Law enforcement and judicial authorities of Mauritius

Objective(s):

Developing SOPs for collaboration between different counterparts, reactive and proactive investigation, robust case management and for management of shelter for adult male victims.

Main objective is to enhance law enforcement and judicial response to trafficking in human beings.

Main activities:

Drafting the SOPs and holding workshops for its implementation.

State of implementation:

Activity 1 is completed (capacity and training needs assessment), activity 2 is ongoing (drafting the SOPs). Project is closed.

Thematic area (please select all that apply):

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

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

Identifying, protecting, assisting, supporting and empowering victims

Comments:

District prosecutor from the Northern District Prosecutor's Office participated as an expert in the MIEUX+ project, to advise and train officials in Mauritius on anti-trafficking. Additionally, the district prosecutor trained Romania in Project Westeros2. Westeros2 was an EU funded Project "Further enhancing the fight against trafficking in human beings by focusing on prevention, cooperation and recovery of crime proceeds" and it aimed to facilitate and enhance the exchange of knowledge at strategic, operational and policy level among partners following the most recent trends in tackling trafficking in human beings (THB). The main objectives of the project were to improve the preparedness of the involved LEAs to investigate and trial THB cases; to improve the financial investigating capacity of LEA practitioners in the partner countries by providing them with the most recent practical and theoretical developments in the field and to decrease the demand for services offered by THB

1. Name of the measure:

MIEUX+ Mauritius III

organised crime groups by developing a theory of change in the behaviour of the public³⁷.

Additionally, the Ministry of Foreign Affairs has contributed to raise awareness or train foreign governments on trafficking. In 2022, financial contributions constituted 615 000 euros. The following international organizations were supported with the following amounts: 175 000 EUR to the UN Office of Coordination of Humanitarian Affairs to support humanitarian activities in Ukraine (Ukraine Humanitarian Fund UHF), 175 000 EUR to the UN High Commissioner for Refugees to assist/support UNHCR in Ukraine emergency, 130 000 EUR to the International Committee of the Red Cross (ICRC) to alleviate the humanitarian situation in Ukraine, 50 000 EUR to the ICRC for humanitarian response in Armenia and Azerbaijan. 50 000 EUR to the UNHCR for humanitarian response to Afghanistan, 35 000 EUR to UN Children’s Fund for humanitarian situation in Afghanistan.

In 2023, financial contributions were provided in the sum 319 000 euros. The following international organizations were supported with the following amounts: 50 000 euros to the International Committee of the Red Cross (ICRC) for humanitarian response in Armenia and Azerbaijan; 50 000 to the International Organization for Migration (IOM) to alleviate the humanitarian crisis in Syria resulting from earthquake in Syria and Turkey; 100 000 to the Office of Coordination of Humanitarian Affairs (OCHA) to alleviate the humanitarian crisis in Ethiopia, Somalia and Syria; 4000 EUR to the UN Central Emergency Response Fund to implement preventive measures in the humanitarian crisis on African Horn (Ethiopia, Kenya, Somalia); 40 000 to the UN High Commissioner for Refugees (UNHCR) to alleviate the humanitarian crisis in Sudan and surrounding region; 50 000 to the International Federation of Red Cross and Red Crescent Societies (IFRC) to alleviate the humanitarian crisis in Morocco resulting from earthquake in Morocco; 25 000 to the UN Children’s Fund (UNICEF) to alleviate the humanitarian crisis in Syria resulting from earthquake in Syria and Turkey³⁸.

6. Has your country funded or implemented any specific measures (with an international component) aimed at addressing trafficking in human beings of third-country nationals towards EMN Member and Observer Countries in your country?³⁹

Yes

No

1. Name of the measure:

“Prevention of serious undercover crime.”

Third country/ies of implementation: Republic of Uzbekistan (Tashkent); United States of America (New York City).

³⁷ 2023 Trafficking in Persons Report (TIP Report)

³⁸ 2023 Trafficking in Persons Report (TIP Report)

³⁹ If your country has already provided information in the context of the EMN Study ‘Third-country national victims of trafficking in human beings: detection, identification and protection’ published in March 2022, please only report only on any developments after 2021.

Implementation period:

01.10.2022 - 31.08.2029

Total funding and source(s) of funding:

The total budget of the project is 510 000 EUR (incl. ISF contribution 382 500 EUR), however the ISF contribution to the study visits to Uzbekistan is approximately 22 500 EUR and the USA is approximately 15 000 EUR.

Implementing partners:

Estonia

Beneficiaries:

The Ministry of Justice

Objective(s):

The overall objective of the project is to aid prevention of serious undercover crime, more specific areas of the project are organized crime, trafficking of human beings and fighting corruption.

Main activities:

The project activities take place over several years and are aimed at different target groups from experts in the respective fields to the general public. The study visits contribute to exchanging up to date information and new knowledge between experts and creating better international cooperation.

Study visit to Uzbekistan: 16.-20.10.2023;

Study visit to the USA: 13.-16.11.2023.

State of implementation:

Project is in progress.

Thematic area (please select all that apply):

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

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

X Identifying, protecting, assisting, supporting and empowering victims

Comments:

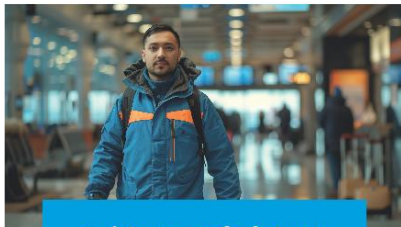
Cooperation with Republic of Uzbekistan

The objective of the visit to Uzbekistan is to strengthen cooperation between specialists in the field of trafficking of human beings and creating a guidance document to help safe labour migration in the region.

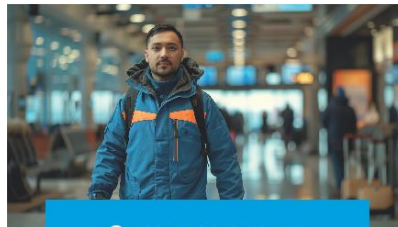
Over the last several years, the governments of Estonia and Uzbekistan have demonstrated strong commitment to suppressing trafficking in persons, adopting comprehensive strategies and, more importantly, setting decisive political course of action by improving regulatory frameworks and enhancing the capacity of law enforcement and other responsible bodies to deal with trafficking in persons cases. Given the complex nature of trafficking in persons, changing methods and means of criminal networks, and increasing labour migration from Uzbekistan to Estonia, there is a need to further develop bilateral cooperation between Estonia and Uzbekistan and coordinate the efforts against trafficking in persons.

Study visit will contribute to:

- Developing cooperation between Uzbek and Estonian national key stakeholders in combating trafficking in human beings' crimes.
- Sharing national context, procedures, and best practices in combating trafficking in persons, especially related to identification and referral of victims of these crimes.
- Discussing safe labour migration opportunities, prevention of possible trafficking in persons and forced labour situations, as well as assistance to victims of those crimes.
- Exchanging and developing national practices on combating trafficking in persons crimes at state borders.
- Developing a pocket guide on labour migration between Uzbekistan and Estonia – Guide to safe labour migration between Uzbekistan and Estonia are available in English and in Russian languages.



Guide to safe labour
migration between
Uzbekistan and Estonia



Справочник по
безопасной трудовой
миграции между
Узбекистаном и
Эстонией

Cooperation with Unites States

The objective of the study visit to the United States (US) was to learn from the US experience and enhance cooperation between experts. During the study visit to the US the Estonian delegation (prosecutors and police investigators) learnt how they fight against organized crime in US. Hopefully US is able to showcase a trial (and the preparations and backstage details thereof), the preparation of whistle-blowers and anonymous witnesses (incl. guaranteeing the security of anonymous witnesses) and their questioning in court but also dealing with large data volumes in court at the trials: how are huge data massifs presented so that they are, e.g., comprehensible to the jury, how is data prepared for trial and how is it displayed during the trial? By today, they should also be experienced in publishing digital evidence and hearing the official who prepared the evidence in court. Soon, this will be a topical subject in Estonian courts as well, which is why it would be good to learn from their experiences. One important topic to cover is also dealing with anonymous witnesses, the focus being safety – also, for example, the prosecutor's safety.

2. Name of the measure:

"Increasing cooperation with third countries for the prevention of crimes of human trafficking"

Third country/ies of implementation: Moldova, Ukraine

Implementation period:

01.01.2023 - 31.12.2027

Total funding and source(s) of funding:

200 000 Eur

Implementing partners:

Estonia

Beneficiaries:

The Police and Border Guard Board

Objective(s):

The objective of the project is to reduce and solve the problems related with human trafficking. Within the framework of this project, cooperation with third countries, primarily with the authorities of Ukraine and Moldova, will be enhanced in order to fight against organized crime, incl. human trafficking and related crimes. In order to reduce these crimes in Estonia and in third countries, it is important to introduce monitoring methods developed by the Police and Border Guard Board to partners in third countries, to create joint research groups, and train the foreign partners.

Main activities:

The first focus is on cooperation with Moldova and then with Ukraine. Within the framework of project joint meetings will be organized to raise the awareness of the countries and exchange experiences in the fight against THB related crimes. There are also plans to find overlaps or opportunities in joint investigation procedures.

State of implementation:

Project is in progress.

Thematic area (please select all that apply):

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

Law enforcement

and judicial cooperation to break the criminal model of traffickers

Identifying, protecting, assisting, supporting and empowering victims

Comments:

The broader objective of the project is, through better cooperation and training partners in third countries, to break up criminal organizations and model of traffickers who operate in the direction of Estonia.

Within the framework of the project, cooperation with third countries, primarily with the authorities of Ukraine and Moldova, will be enhanced in order to fight organized crime, including human trafficking and related crimes. In particular, problematic aspects are pimping and exploitation of illegally staying foreign labour force. In order to reduce these crimes in the direction of Estonia, it is important to introduce to relevant third countries authorities the monitoring methods developed by the Police

and Border Guard Board. The Police and Border Guard Board is interested in creating joint investigation groups and train Ukrainian, Moldovan and Romanian police officers in order to have a common information field regarding possible targets in the future and to identify possible cases of human trafficking already in the initial phases. Romanian officials were included in the project, as Moldova and Romania are historically, economically and socially) very tied countries.

3. Name of the policy or measure

Project "Enhanced Law Enforcement Cooperation and Training on Trafficking in Human Beings" (ELECT THB)

Third country/ies of nationality targeted (if the measure does not target specific nationalities but third-country nationals in general, please specify): All third countries whose nationals are trafficked in Estonia, Latvia and Finland.

Implementation period:

September 2021 – August 2023

Total funding and source(s) of funding:

European Commission Internal Security Fund – Police. Grant agreement number 101021497

Implementing partners:

Finland, Estonia, Latvia.

Beneficiaries:

HEUNI, Finland; University of Tartu, Estonia; Ministry of the Interior, Latvia.

Objective(s):

The ELECT THB project aims to improve the identification and investigation of trafficking in human beings for the purposes of sexual and labour exploitation and to strengthen cooperation between law enforcement authorities and other stakeholders to combat it.

Main activities:

- identifying best practices and lessons learned in preventing and combating trafficking in human beings;
- development of a comprehensive online investigation tool;
- development of a visualisation tool to unravel the trafficking chain;
- developing a virtual training programme based on the latest information on the modus operandi of trafficking in human beings;
- 4 national trainings;
- 2 international workshops;
- 2 study visits – one to Poland and one to Lithuania.

State of implementation:

The project is now closed.

Thematic area (please select all that apply):

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

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

X Identifying, protecting, assisting, supporting and empowering victims

Comments:

The project was developed in close cooperation with law enforcement and other authorities in Finland, Estonia and Latvia to strengthen the knowledge of and approach to human trafficking. The main objectives of the project were to identify the current situation of trafficking in human beings in Estonia, Latvia, Poland, Finland and Ukraine, identify best practices, organise training seminars and promote networking and cooperation between law enforcement authorities across borders.

Project website: https://heuni.fi/-/elect_thb⁴⁰

As the number of experts working in this field in Estonia is limited, participation in two international projects is at the moment sufficient.

7. Has your country engaged in:

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

Yes

No

If yes, please describe.

Cooperation with third countries is mainly on ad hoc and needed basis, without structured cooperation form.

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

Yes

No

If yes, please describe.

The most relevant regional cooperation for Estonia has been the Council of the Baltic Sea States Task Force against Trafficking in Human Beings (TF-THB) and cooperation in several international projects, incl. STROM, STROM II and ADSTRINGO. This has provided an opportunity to share experiences among other countries of the same region, issue guidelines which are relevant for all countries in the region.⁴¹

In addition, Estonia takes part in other thematic networks, incl. the EU Network of National Rapporteurs or Equivalent Mechanisms on Trafficking in Human Beings, the

⁴⁰ ELECT THB Heuni project homepage: [ELECT THB. Enhanced Law Enforcement Cooperation and Training on Trafficking in Human Beings | Heuni](https://heuni.fi/-/elect_thb)

⁴¹ Council of Baltic Sea States (2020) Human Trafficking – Baltic Sea Region Round-Up, available at: www.cbss.org/16611-2

network Council of Europe Convention on Action against Trafficking in Human Beings, and in THB-related international formats (UN, OSCE, EN, EC) on regular basis. We are part of THB-related EU fora and information exchange (incl., Interpol, Europol, Eurojust etc).

Section 2: Policies and measures related to preventing and reducing the demand that fosters trafficking in human beings

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

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

Yes

No

If yes, please describe such challenges.

b) Preventing and reducing the demand for trafficking in human beings of third-country nationals within your country (e.g. challenges in ensuring training for authorities or first line responders; challenges in identifying/targeting consumers/potential consumers of services derived from different forms of trafficking for awareness raising campaigns; challenges posed by restrictions derived from Covid-19 pandemic, etc.)?

Yes

No

If yes, please describe such challenges

According to the information provided by an expert from the Police and Border Guard Board⁴² (hereinafter the PBGB), there are some obstacles and challenges in related to cooperation with third countries. For instance, challenges regarding structured systems – third countries haven't structured system with whom the PBGB may contact in case they need to start pre-trial investigations or find a possible victim (who has already returned from Estonia to his country of origin). In cases where the person already returns to his country, it is impossible to reach him anymore to take his/her testimonies. The PBGB has proposed for e.g Uzbekistan colleagues, that it could simplify the investigations, if the victim could turn to local police department, where the person will be identified, and then Estonian police could start their procedures via video conversation. Establishing such procedure and practice is in progress.

Estonian authorities have also identified that sharing and sending sensitive information to third countries is challenging as it is not a safe option.

Expulsion of citizens with dual citizenship (third country/EU citizen) is also a challenge.

⁴² Interview with Police and Border Guard Board expert on 10.09.2024

For the Police and Border Guard Board challenges arise from those third- country nationals who arrives to Estonia from distant countries and are not familiar with our Estonian legislation, authorities, local systems and have language barriers. These persons may be at a greater risk to of becoming victims of human trafficking or other crimes or fraud.

According to Labour Inspectorate information, citizens of Central Asia countries are in Estonia more vulnerable to local labour exploiters as they have language barriers (they might not speak Russian or English language), they are afraid to contact authorities (they afraid of removal and an entry ban) and they might not have local communities. This reflects also in the statistics of growing number of victims of exploitation. In 13 out of the 14 human trafficking crimes foreign workers who worked in cleaning services, massage parlours, and the construction sector were exploited⁴³. Most foreigners are not familiar with Estonian legislation, and employers can take advantage of this situation. For example, employers may force employees to accept inhumane and dangerous working conditions that may harm their health or even endanger their lives.

To the Labour Inspectorate the main challenges regarding human trafficking are:

- A) Vulnerability of foreign labor - employers take advantage of the vulnerability of foreign labor. Employees from abroad are not familiar with the language or the legislation in force. When inviting foreigners to work in Estonia, the legal requirements are met on paper, but the reality is the opposite.
- B) The victims do not want to admit the problem. A large part of possible cases of human trafficking do not make it to the proceedings, because the employees who have become victims may not themselves feel that they are victims of exploitation. When dealing with the case, the victim may keep the facts quiet due to manipulation, and the restriction of freedom cannot be proven in criminal proceedings.

Labour exploitation and human trafficking are not easy to detect because the victims are generally afraid of the authorities and the perpetrators manipulate the victims to hide information. Here, the Labour Inspectorate closely co-operates with the Police and Border Guard Board when investigating cases of human trafficking, and if necessary, information is also forwarded to the Tax and Customs Board. Tip-offs sent by labour inspectors and labour dispute committees are checked by the police with extreme seriousness – they talk to possible victims of exploitation and, if necessary, go check the information on the spot. In addition, joint inspections take place every year. According to the Labor Inspectorate statistics 148 different employers were involved in labour disputes concerning foreign workers in 2022. By 2023, the number was already 285. Of the applications received by the labour dispute committee, 21%, or 484, were related to foreign labour. In 2022, there were 7% fewer applications from foreigners.

The Social Insurance Board (SIB)⁴⁴ has identified in their practice, that in recent years there are wave of newly arrived third-country nationals from Uzbekistan, Tajikistan, Kyrgyzstan and Kazakhstan, and their awareness of available services and assistance offered in Estonia is at the same level as it was in 2014, when the labor migration from Ukraine started to arrive to Estonia. This means that the Russian language skills are even poorer than previously, and persons fear of asking for help and assistance is very

⁴³ Yearbook of the Labour Inspectorate 2023 <https://www.ti.ee/sites/default/files/documents/2024-04/TI%20aastaraamat%202024%20ENG.pdf>

⁴⁴ The central contact point for services for victims of trafficking in human beings is the Victim Support Department of the Social Insurance Board

high. The Social Insurance Board has to make extra efforts, while reaching these newly arrived third-country nationals as they are very vulnerable to labor or sexual exploitation⁴⁵.

According to the information provided by the expert from the PBGB⁴⁶, there is a lack of regional structural cooperation between closest MS. Previously, the project HEUNI (project partners were Finland, Estonia and Latvia) covered the regional need for cooperation. As practitioners in the field were sharing their practice and difficulties on tackling the THB, the HEUNI project worked also as an early alert while identifying local trends. As the project ended in mid-2023, there are strong need for such regular cooperation. It is very important to Estonian practitioners that Finland, Poland and Baltic states are all in the same information field.

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

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

Yes

No

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

Within project "Prevention of serious undercover crime" led by the Ministry of Justice, Estonia developed a pocket guide on labour migration in Estonia – "Guide to safe labour migration between Uzbekistan and Estonia", which is available in English and in Russian language (described in detail under Q 6). These pocket guides are shared in Uzbekistan within local employment agencies, who mediate Uzbeks to Estonian labour market. Similar pocket guide will be developed in near future also to Uzbek authorities, to assist them while identifying, investigating and providing assistance to victims of human trafficking⁴⁷.

Moldova is a new partner-country for Estonian PBGB and establishing the cooperation is in progress. At the moment, Estonian authorities are assessing, which are Moldovan-side needs for trainings in the field of THB and which are Estonian-side possibilities to provide it. Within project with Moldova the Estonian PBGB is planning to organise a training on interrogation tactics, how to interrogate victim of human trafficking and children. In Moldova's project the Estonian Police involved also Rumanian partners as trainers. As majority of Moldovans holds a Rumanian passport and Moldovans have thru Rumania visa free access to EU, it is important to include Rumanians as a partner to this project.

b) Preventing and reducing the demand for trafficking in human beings of third-country nationals within your country (e.g. awareness raising activities and demand reduction initiatives in foreign

⁴⁵ The Social Insurance Board Service report 2023, not publicly available

⁴⁶ Interview with Police and Border Guard Board expert on 10.09.2024

⁴⁷ Interview with the Ministry of Justice Criminal Policy Department, the National Coordinator for Trafficking in Human Beings in Estonia on 17.09.2024

languages or aimed at specific nationalities or regions; information campaigns involving/targeting the diaspora; cultural mediators, etc.)?

Yes

No

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

As of start of full-scale war in Ukraine, more than 120 000 Ukrainians arrived in Estonia. At the beginning of 2024, there were 60,414 people of Ukrainian citizenship living in Estonia, accounting for 4.4% of the population. 44,480 of them, had arrived in Estonia since the beginning of 2022. In order to avoid risks, that Ukrainians could be exploited or became a victim of human trafficking, Estonian reacted quickly and provided to Ukrainians simplified and adjusted access to Estonian labour market.

In order to simplify the entry to Estonian labour market for people fleeing from the war in Ukraine and with it, reduce the risk of human trafficking, including prevention of labour exploitation, several legislative amendments were made. To exempt them from requirements set for short-term employment, amendment to the Aliens Act was passed in May 2022. According to the amendment, if a person has been granted a legal basis to enter into and stay in Estonia, provisions regarding short-term employment in Estonia do not apply to their employment. Employer is required to pay them a remuneration which is at least equal to the average annual gross monthly salary of Estonia of the area of activity in which employment is commenced (last published by Statistics Estonia) and multiplied by the coefficient of 0.8. The calculation of the average gross monthly salary of an area of activity is based on the letter code of the Estonian Classification of Economic Activities EMTAK. Remuneration requirement was lowered from the average gross annual salary to 0.8 of the average gross annual salary of the relevant field of activity to avoid possible labour related exploitation.

Regarding unemployment services, another amendment in the Aliens Act passed in May 2022 guaranteed persons who have been granted a legal basis for temporary stay in Estonia and who are not employed to be registered as a jobseeker pursuant to the Labour Market Services and Benefits Act and may be provided with services such as provision of information on the situation on the labour market, labour market services and benefits, job mediation and career counselling.

In September 2022, in order to help Ukrainian refugees who have been or are being trained to become medical workers to enter into the labour market, the Ministry of Social Affairs provided an opportunity to continue their professional work in Estonia⁴⁸. After completing the curriculum, Ukrainian nurses receive a nursing education and a bachelor's degree in accordance with European Union directives and can apply to be entered in the register of healthcare workers on an equal basis with other nurses who have graduated from an Estonian higher education institution.

Also, Estonia started immediately large-scale media campaigns to raise awareness and reduce demand of trafficking in human beings. Estonian authorities have jointly activated local coordination to assist arriving refugees by opening shelters, coordinating and transporting refugees to the appropriate housing and activate institutional assistance mechanisms. Leaflets with information on the risks of human trafficking, as

⁴⁸ Ministry of Social Affairs news, Available here: <https://www.sm.ee/uudised/dr-heidi-alasepp-ukraina-odedele-loodud-voimalus-eestis-erialasel-tooljatkata>

well as information on available assistance, have been disseminated to refugees in Ukrainian. The PBGB and the Social Insurance Board (hereinafter the SIB) have been the key focal points of this work. Volunteers have received information and training on human trafficking, to be aware of possible exploiters and perpetrators intending to recruit Ukrainian women into human trafficking. Short films have been produced to volunteers on what to look for and where to turn to report suspected cases of human trafficking. In 2022, special videos were made for educating helpers of refugees in order for them to notice and help the refugee to notice possible threats of trafficking. Videos were produced by the Ministry of Justice and SIB in Estonian and also in Russian. Also, special leaflets were made to refugees in three languages: Russian, English and Ukrainian: <https://www.just.ee/kuritegevus-ja-selle-ennetus/inimkaubandus#vabatahtlikele>; Short video clip about provision of services for victims of human trafficking https://www.youtube.com/watch?v=YuM7necup_Y and video about helpdesks 116 006, 6607 320: <https://www.youtube.com/watch?v=jiKydAR5ZM&list=PL4Xow53QzhUpjPhSLbCGIkaPrxKQwIALQ&t=159s>⁴⁹.

Additionally, the Ministry of Justice developed a new training program for government and private sector officials on recognizing indicators of trafficking. The program targeted government contractors providing temporary housing and job placement services to refugees and volunteers working with vulnerable communities.

In order to reduce the risk of THB and labour exploitation, which has increased with Ukrainian refugees arriving in Estonia, the state has granted approval to increase the resources of the Labour Inspectorate. Due to the increased workload of the Labour Inspectorate caused by the need to further protect vulnerable people (including Ukrainian war refugees) and to ensure the protection of their labour rights on the labour market, there is a need to employ an additional 10 labour inspectors and 5 counselling lawyers. The Labour Inspectorate's need to increase resources also arises from the need to continue to ensure effective and systematic state supervision and support counselling as a preventive measure for people who have entered the Estonian labour market and their employers.

The Labour Inspectorate opened for Ukrainian war refugees work-life related portal, which is in Ukrainian language (Інформаційні матеріали для громадян, які прибувають з України) and provide with additional work-related info materials⁵⁰. Inspectorate hired several Ukrainians who assist their nationals by e-mail and by phone. Active is also a blogpost runed by one Ukrainian in Tööelu portal, with aim that all the necessary and trustful information would reaches those in need of it.

Inspectorate updated in its homepage on Tööelu- portal information, how to prevent work-related exploitation?⁵¹, with aim that both employer and employee get the necessary information and knowledge.

In April 2022 PBGB created public e-mail thb.info@politsei.ee, that the state level, partners organisations and NGOs could turn to them, if they have information (suspicions or evidence) on THB crimes. All of these changes are made in order to offer more possibilities to possible victims also to contact state authorities themselves.

⁴⁹ The Social Insurance Board homepage, Available here: <https://sotsiaalkindlustusamet.ee/en/child-and-adult-need-help/support-victims/human-trafficking-prevention-and-victims-assistance>

⁵⁰ The Labour Inspectorate homepage, Available here: <https://www.tooelu.ee/et/503/ukrainci-yakii-tikayut-vid-viyni-ta-trudovi-vidnosini>

⁵¹ The Labour Inspectorate homepage, Available here: <https://www.tooelu.ee/et/292/tooalane-arakasutamine#kuidas-ennetada-tooalast-arakasutamist>

The Settle in Estonia Programme is also a free educational programme provided by the Estonian state which is intended to help the foreigners who have arrived in Estonia to adapt and become accustomed to local life more easily⁵². The recipients of temporary protection are obliged to participate in the trainings of the adaptation program specially organized for them: A1-level Estonian language training and 1-day adaptation training.

One of the sustainability preventive measures worked out from the recent ISF international projects are e-learning courses, which are worked out for the specialists working in a field. E-learning course on trafficking for teachers and stakeholders working with THB crimes and hints is in the process of working out and trainings are held together with the e-learning course if these are completed.

Couple of good cooperation examples with private sector:

1) A special ABC training on THB awareness and prevention was held for hotels and restaurants sector representatives in fall 2023, 25 hotel managers attended. We are in addition to the e-courses also developing a specialised e-course on abuse and THB prevention for hotel and restaurant workers. This e-course will be added as part of onboarding program for workers at hotels and restaurants.

2) Institutions that offer temporary safe accommodation receive about 3 hours of training on the topics of violence and human trafficking by SIB (they do not deal with victim counselling). The case of a human trafficking victim and organizational issues are dealt with 24/7 by SIB's human trafficking victim support service advisors.

In 2024 labour inspectors also take part in the trainers' trainings of THB, which is meant to have an agent in the office to support and motivate specialists to handle cases, where there could be THB in place. In May 2024 there was a special training day for the labour inspectors in different levels (counselling lawyers, head of labour dispute committee, supervision inspectors, etc) for 50 people in total to discuss over the case law of the current cases with police and to gain recent information of the THB trends, data in Estonia, also information on the victim support and cooperation with other state agencies in detecting possible THB cases. At the training, among other things, the possibilities of enhancing cooperation between relevant institutions (the Social Insurance Board's victim assistance and the Police and Border Guard Board and Labour Inspectorate) were discussed.

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

In cooperation between Estonian and Uzbek officials a pocket guide on labour migration between Uzbekistan and Estonia were developed. Guide to safe labour migration between Uzbekistan and Estonia are available in English and in Russian languages. These guides are shared in Uzbekistan within local employment agencies, who mediate Uzbeks to Estonian labour market. Similar pocket guide will be developed in near future also to Uzbek authorities, to assist them while identifying, investigating and providing assistance to victims of human trafficking.

Within Estonia, an expert-level knowledge about prevention, awareness and reducing demand of trafficking in human beings of third-country nationals, has been improved during last year's significantly. For instance, labour inspectors over the years have participated on the regular trainings done for all the stakeholders working with the THB matters. In 2023 joint training to the specialists (investigators from police and

⁵² The Settle in Estonia Program homepage: <https://www.settleinestonia.ee/>

prosecutors' offices, labour inspectors, inspectors of tax and customs board, also victim support specialists and NGO representatives from NGO LifeLine) working with THB and related crimes, had around 100 participants, around 10 of them from Labour Inspectorate. The training concentrated attention both to labour and sexual exploitation and on support measures in organizations related to trauma-informed care and tips were given on the psychological coercion and interviewing techniques.

Section 3: Policies and measures related to law enforcement and judicial response with a view to breaking the criminal model of traffickers

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

a) in third countries of origin and transit of victims (e.g. lack of awareness of existing cooperation and referral structures; challenges related to available data/exchange of data; administrative challenges; poor coordination/communication among relevant actors; different nature/mandate of actors involved; different definitions; challenges posed by restrictions derived from Covid-19 pandemic, etc.)?

Yes

No

If yes, please describe such challenges.

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

Yes

No

If yes, please describe such challenges.

Previously in Estonia the third country national's referral mechanism was unclear and also communication between authorities was not efficient. Currently, all relevant actors working in a field have better cooperation. There is new practice, that in investigation case-by-case non-personalized discussions take place.

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

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

Yes

No

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

Estonia provided its expert knowledge on Mieux+ project, which is the only project Estonia is taking part in third country.

Operational cooperation within MS works well. Regular communication and information exchange with neighbouring countries, except Russian Federation and Belarus (due to military action in Ukraine), works well.

If needed, Estonia has exchanged international information through SIENA (Secure Information Exchange Network Application), usually it concerns Latin-America nationals, who has permanent residence permit in EU (in Spain, Portugal or Italy), thus there are no need to communicate directly with Latin American countries. Latin American nationals are commonly involved with cases of pimping. So far, there hasn't had need to open a Joint Investigation team procedure with Latin American countries.

In previous years Estonia governmental organisations has cooperated with their foreign counterparts on law enforcement activities, especially in the registered crimes of supporting trafficking (§ 133-1) and trafficking (§ 133). International cooperation is made with Bulgaria, Hungary and Austria in investigating supporting crimes of trafficking.

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

Yes

No

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

Estonia takes part in other thematic networks, incl. the EU Network of National Rapporteurs or Equivalent Mechanisms on Trafficking in Human Beings, the network Council of Europe Convention on Action against Trafficking in Human Beings, and in THB-related international formats (UN, OSCE, EN, EC) on regular basis. We are part of THB-related EU fora and information exchange (incl., Interpol, Europol, Eurojust etc).

If there is a need, the operational cooperation and joint investigation team (JIT) will be established between countries. Estonia has JIT with Romania.

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

In Estonia a joint inspection visits in cooperation with Police, Labour Inspectorate (LI) and Tax and Customs Board (TCB) are carried out annually. Police and Border Guard Board, Tax and Customs Board and Labour Inspectorate have a cooperation agreement under which joint inspections are being performed. The three different institutions share information for risk analysis purposes and plan joint targeted actions to use the resources effectively and cover all different areas (illegal employment of third country nationals, human trafficking related offences, labour exploitation, tax frauds, but also the protection of their rights). In 2024, the Labour Inspectorate published for the first time on its website (<https://www.ti.ee/en/news/first-time-labour->

inspectorate publishing list of companies that will be inspected during this calendar year, some of them jointly with the Police and Border Guard Board. During control operations, emphasis is placed, among other things, on identifying possible signs of human trafficking⁵³.

Section 4: Policies and measures related to the identification, protection, support and empowerment of victims of trafficking

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

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

Yes

No

If yes, please describe such challenges.

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

Yes

No

If yes, please describe such challenges.

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

a) victims trafficked towards EMN Member and Observer Countries in third countries of origin and transit? (e.g. cooperation with non-governmental organisations in third countries; support to reintegration of victims of trafficking; including with the aim of avoiding revictimization, etc.).

Yes

No

⁵³ Estonian answers to recommendations on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings, 2024

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

- Yes
 No

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

On 1 April 2023, the new Victim Support Act⁵⁴ came into force. In the Act, the status of the presumed victims is changed, but the services for the target group who are not identified as victims of trafficking in human beings, but are linked to other related crimes, will remain. The act stipulate services that have not yet been legally regulated, along with their purpose, content and requirements for the service provider. In practice, if the Social Insurance Board or Labour Inspectorate suspect the case to be a trafficking case, then services will be provided without the investigation period for 14 days. If the victim is a third-country national, the reflection period by the Aliens Act will be given to the person, as well as services, until the deadline set within the reflection period. For the first time, the provision of psychosocial assistance is provided as a service in the Act. Offering services to third-country nationals will not give them a legal status to stay in Estonia. If the person is not allowed to stay in Estonia or has left the country, then provision of services is terminated. Temporary residence permit may be given to the third-country national who is a victim in the trafficking related crimes (Penal Code § 133– 133/3, 138–140, § 145/1, 175, § 260/1). If the person is a witness in these crimes, then residence permit can be given when the prosecutor considers its relevance (previously victims and witnesses were equally justified to receive temporary residence permit for participation in criminal proceedings). Temporary residence permits related changes came into force in the Aliens Act on 1st of April 2023.

In Estonia in 2023 implementation of giving the reflection period and granting the temporary residence permit has been done in two registered THB cases (one for Uzbekistan citizen and one for Tajikistan citizen) of trafficking granting reflection period and temporary residence permit by the prosecutor for foreigners was done⁵⁵. The use of a reflection period had not been used for a long time.

Section 5: Cooperation with third countries and with international organisations

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

- Yes
 No

Estonia started with its projects on THB and cooperation with third countries only recently, thus it's too early to identify any practices.

⁵⁴ Victim Support Act, Available here: <https://www.riigiteataja.ee/en/eli/503042023004/consolide>

⁵⁵ Estonian answers to recommendations on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings, 2024

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

- Yes
 No

Estonia has good cooperation with United Nations Office on Drugs and Crime (UNODC). Estonian authorities have long term (nearly 20 years) good cooperation with IOM Tallinn, who implements the project VARRE (assisted voluntary return and reintegration assistance). During this time, with its support more than 700 individuals have returned to their country of origin. In 2023, citizens of Uzbekistan, Georgia and Tajikistan were the most numerous to return to their country of origin with the support of VARRE. Many of these persons may be victims labour or sexual exploitation and need support to return home.

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

Challenges with third countries are in more detail described under the Q. 8.

Section 6: Needs and future national measures and policies

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

- Yes
 No

Estonia has identified our country-needs in these ISF supported projects we are implementing currently (named and described in section 1). As the number of experts working in this field in Estonia is limited, participation in two international projects is at the moment sufficient.

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

- Yes
 No

Estonia participated in EU wide anti-trafficking activities.

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

- Yes
 No

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

At the moment there is no plans to develop new policies or measures.

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