

International  
Organization  
for Migration

European  
Migration  
Network

**The International  
Dimension of the EU  
Policy to Prevent and  
Combat Trafficking  
in Human Beings and  
Protect the Victims of  
this Crime. Lithuanian  
report**

2024/1

EMN STUDY

This publication was conducted under the European Migration Network (EMN) 2023-2025 Work Programme.

EMN is a network composed of migration experts which aims to collect, analyse and provide up-to-date, objective, reliable and comparable information on migration and asylum. By the decree of the Government of Republic of Lithuania International Organization for Migration Vilnius Office acts as the national coordinator for the EMN activities in Lithuania.

More information about EMN activities in Lithuania: [www.emn.lt](http://www.emn.lt).

**Contact details:**

European Migration Network National Contact Point in Lithuania  
A. Jakšto str. 12, 4th floor  
LT-01105, Vilnius  
Email: [emnlithuania@iom.int](mailto:emnlithuania@iom.int)

© International Organization for Migration (IOM), European Migration Network (EMN), 2024

---

Information provided in this publication do not necessarily reflect the opinions and views of the Republic of Lithuania, the European Commission and International Organization for Migration or its Member States, nor are they bound by its conclusions. All rights reserved. No part of this publication may be reproduced or used for commercial purposes without a written permission of IOM Vilnius Office.

**The International  
Dimension of the EU  
Policy to Prevent and  
Combat Trafficking  
in Human Beings and  
Protect the Victims of  
this Crime. Lithuanian  
report**

---

2024/1

---

EMN STUDY

# CONTENT

---

SUMMARY .....	8
1. INTRODUCTION AND MAPPING OF POLICIES AND MEASURES .....	9
2. POLICIES AND MEASURES RELATED TO PREVENTING AND REDUCING THE DEMAND THAT FOSTERS TRAFFICKING IN HUMAN BEINGS .....	18
3. POLICIES AND MEASURES RELATED TO LAW ENFORCEMENT AND JUDICIAL RESPONSE WITH A VIEW TO BREAKING THE CRIMINAL MODEL OF TRAFFICKERS .....	23
4. POLICIES AND MEASURES RELATED TO THE IDENTIFICATION, PROTECTION, SUPPORT AND EMPOWERMENT OF VICTIMS OF TRAFFICKING .....	28
5. COOPERATION WITH THIRD COUNTRIES AND WITH INTERNATIONAL ORGANISATIONS .....	32
6. NEEDS AND FUTURE NATIONAL MEASURES AND POLICIES .....	35

# SUMMARY

---

Lithuania has developed a comprehensive approach to combating human trafficking, as detailed in the 2024–2026 Action Plan approved by the Minister of the Interior. This plan emphasises the strengthening of inter-institutional and international cooperation, capacity enhancement of law enforcement and the judiciary, the improvement of victim identification processes, and ensuring the effective implementation of preventive measures.

In addressing the international dimension of human trafficking, Lithuania maintains a broad focus that does not specifically target third countries or nationalities but encompasses all vulnerable groups, including third-country nationals. Lithuania does not pursue active measures or implement programmes within third countries directly; instead, it collaborates extensively through international forums and organisations. Nevertheless, in response to the Ukrainian crisis, Lithuania has taken specific measures to prevent the trafficking of Ukrainian refugees. These measures include enhanced cooperation with Ukrainian authorities and the strategic placement of officers skilled in anti-trafficking at refugee registration centres to protect against potential traffickers.

Despite the lack of specific preventive policies targeting third countries of origin and transit, Lithuania implements several domestic initiatives aimed at addressing the demand for trafficking within the country. These include awareness campaigns and training programmes targeting sectors known for high risks of labour exploitation, such as transportation, agriculture, and construction, particularly involving foreign workers. However, challenges remain, notably in effectively training authorities and first responders in rural areas.

The country integrates its anti-trafficking efforts with various policy areas including border management, asylum, migrant smuggling, and organised crime, creating a multi-sectoral approach, with efforts aimed at breaking the criminal model of traffickers. However, there are also challenges in addressing human trafficking, such as the absence of specialised police units dedicated to these cases, which impacts the overall effectiveness of law enforcement responses. Even though prosecutors are trained, the lack of specialised units can sometimes result in investigations being concluded prematurely due to insufficient evidence collection and inadequate handling of victims. Furthermore, a decline in conviction rates points to difficulties in forming strong cases against traffickers, which is compounded by traffickers increasingly utilising online platforms for recruitment and exploitation. Additionally, the application of formal victim identification procedures varies, particularly in rural areas, which can lead to uneven levels of care for victims. These issues underscore the ongoing need for enhanced training, the establishment of dedicated units, and strengthened cooperation between agencies to more effectively combat trafficking and provide necessary support to victims.

Lithuania focuses on strengthening the identification, protection, support, and empowerment of trafficking victims through improved training for police, border guards, labour inspectors, child protection specialists and social workers, enabling them to effectively recognise and assist victims. The country faces challenges in ensuring consistent application of victim identification and support measures, particularly in rural areas where resources and specialised knowledge are limited. Legal protections for victims are emphasised, including ensuring their access to justice and compensation. Victim support includes facilitating their participation in the criminal justice process in a way that minimises trauma, such as allowing testimonies via video links or behind screens to prevent direct confrontation with traffickers. Lithuania has demonstrated good practices in victim assistance, notably through robust collaboration with non-governmental organisations (NGOs). These organisations play a crucial role in the immediate support of victims, particularly third-country nationals, through services such as a national trafficking hotline.

While direct collaboration with third countries of origin and transit is limited, Lithuania's engagement with international organisations forms a key component of its strategy to combat human trafficking. The country actively collaborates with entities like the International Organization for Migration (IOM) and participates in the Council of Baltic Sea States (CBSS). These partnerships focus on sharing best practices, enhancing victim identification, protection, and support, as well as facilitating capacity-building initiatives. Through such international cooperation, Lithuania aims to align its anti-trafficking efforts with global standards, significantly enhancing the effectiveness of its strategies.

# 1.

---

## Introduction and mapping of policies and measures

**Question 1.** Which are your country's thematic priorities when addressing the international dimension<sup>1</sup> of trafficking in human beings (e.g. prevention, demand reduction, awareness raising; victim identification, referral, protection, support, assistance and re-integration; disrupting trafficking routes towards the EU, tackling the criminal business model of traffickers)?

The [Action Plan for 2024–2026 to Combat Human Trafficking](#), which was approved by the Minister of the Interior, specifies **four main goals**. These goals show continuity with the previous [Action Plan for 2020–2022 to Combat Human Trafficking](#).

The first goal is to **strengthen inter-institutional and international cooperation**. This includes organizing regular meetings of the Coordination Commission for the Fight against Trafficking in Human Beings, fostering informal consultations among municipal coordinators, and improving the collaboration between various national agencies and international partners. The Action Plan emphasises the importance of international cooperation, particularly through Joint Investigative Teams with other countries, to address trafficking cases more effectively. It also highlights Lithuania's ongoing participation in the Council of Baltic Sea States Task Force against Trafficking in Human Beings and other international frameworks to disrupt trafficking networks and protect victims across borders.

The second goal focuses on **increasing the capacity of law enforcement and the judiciary** by improving the abilities of officers, prosecutors, and judges to recognise and effectively prosecute cases of human trafficking. The Action Plan provides, *inter alia*, for specialised training programmes for judges, prosecutors, and judicial staff; the development of guidelines, methodological recommendations, and remote training courses; capacity building for specialised law enforcement units through advanced training and increased resource allocation.

The third goal is to **improve victim identification and assistance**, aiming to enhance the capabilities of specialists to identify victims of human trafficking timely and appropriately, ensuring they are referred to and receive adequate assistance that meets their needs.

The fourth goal is to **ensure the effective implementation of preventive measures**, with a focus on reducing the risks associated with human trafficking, particularly for vulnerable groups. This involves a comprehensive approach that includes public awareness campaigns aimed at educating the general public, particularly at-risk populations such as migrants, asylum seekers, and children. The plan outlines the development and dissemination of targeted informational materials and the organisation of training sessions for professionals who work with these vulnerable groups. Additionally, it emphasises the need for early intervention programmes designed to address the root causes of trafficking, such as poverty and lack of education, by providing support and resources to those at risk.

**Question 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?

No.

<sup>1</sup> 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.

Lithuania does not specifically target any particular third countries, geographic regions, or third-country nationalities in its anti-trafficking policies. Instead, the country addresses trafficking in human beings broadly, focusing on all vulnerable groups, including third-country nationals.

On August 1, 2020, the Vilnius Territorial Department of the State Labour Inspectorate of the Republic of Lithuania, under the Ministry of Social Security and Labour, established a pilot group of inspectors specialised in combating human trafficking for forced labour. The primary task of this group is to analyse potential cases of forced labour, gather and systematise relevant information, collect evidence, and forward it to the pre-trial investigation authority. During the period of 2020–2021, the group collaborated with NGOs and police officers responsible for monitoring and preventing human trafficking. Due to the success of these activities, as of June 1, 2022, another [specialised group of inspectors](#) dedicated to fighting human trafficking for forced labour was established in the Kaunas Territorial Department of the State Labour Inspectorate.

It is worth noting that each year, inspectors from the State Labour Inspectorate, in cooperation with police officers, participate in inspection weeks organised by the European Police Office to identify cases of human trafficking for forced labour. During these campaigns, unscheduled inspections are conducted to identify individuals who have been illegally employed. The information gathered is then forwarded to the European Police Office.

Moreover, in response to the war in Ukraine and the subsequent refugee crisis, Lithuania has implemented [specific measures to prevent the trafficking of Ukrainian nationals](#), particularly refugees. Lithuanian authorities have worked with the Ukrainian State Labour Service to prevent labour trafficking of Ukrainian refugees. Additionally, the General Commissioner of the Lithuanian Police [set up an anti-trafficking working group](#) specifically to protect Ukrainian refugees, ensuring coordinated efforts to safeguard this vulnerable population.

**Question 3.** Does your country have any specific policies<sup>2</sup> 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)?

No.

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

No.

Currently, the main policy document developed by Lithuania to address the issue of human trafficking is the [Action Plan for 2024–2026 to Combat Human Trafficking](#). The plan outlines the government's goals, objectives, and specific actions to combat human trafficking, focusing on prevention, protection of victims, prosecution of traffickers, and strengthening cooperation at both national and international levels. The plan was developed by the Ministry of the Interior in collaboration with various government ministries, law enforcement agencies, NGOs, and international organisations, in accordance with the [EU Directive 2011/36/EU](#) and in consideration of the Group of Experts on Action against Trafficking in Human Beings (GRETA) reports, U.S. Department of State reports, and other international anti-trafficking documents and recommendations.

<sup>2</sup> '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.

It should be noted, however, that the Action Plan **does not specifically target third-country nationals as a distinct category** with tailored measures or strategies. Instead, the approach is comprehensive, covering all vulnerable groups, including third-country nationals, within the general framework of anti-trafficking efforts.

**Question 4.** In your country, are there any interconnections<sup>3</sup> 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)?

Yes.

Lithuania's national anti-trafficking policies with an international component are interconnected with several other key policy areas, creating a comprehensive and multi-sectoral approach to combating human trafficking. This interconnection ensures that anti-trafficking measures are integrated into broader national and international strategies for border management, asylum processes, and crime prevention.

First, anti-trafficking policies are closely tied to Lithuania's **border management and immigration systems**. Border control authorities are trained to detect and prevent trafficking, particularly among third-country nationals and vulnerable groups such as migrants and refugees. Joint operations like European Multidisciplinary Platform Against Criminal Threats (EMPACT) include measures to screen and verify documentation at border points to identify potential trafficking victims or traffickers. The State Border Guard Service collaborates with international partners to prevent cross-border trafficking, especially in regions where Lithuania serves as a transit or destination country.

Second, anti-trafficking measures are integrated within the **asylum and migration policies**, as many trafficking victims may initially be identified during asylum application processes or among irregular migrants. [Lithuanian authorities work with EUROPOL and other EU agencies](#) to ensure that asylum seekers, particularly from high-risk regions such as Ukraine, are screened for signs of trafficking. This approach also helps identify potential trafficking rings that may exploit the vulnerability of asylum seekers and migrants.

Third, anti-trafficking policies are a critical component of Lithuania's broader **strategy against organised crime**. Operations such as EMPACT are coordinated with national and international law enforcement agencies to dismantle trafficking networks, which are often linked to other forms of organised crime, such as drug trafficking and migrant smuggling. Since 2021, Lithuania has actively contributed to multiple international operations targeting human trafficking, particularly labour exploitation. [In the 2021 Joint Action Days \(JAD\)](#), Lithuania's law enforcement checked 1 877 individuals and 331 businesses, uncovering 75 administrative violations related to illegal work and prostitution. In 2023, [during an EMPACT operation focused on labour exploitation](#), Lithuanian authorities inspected 1 069 individuals and verified the employment status of 134 foreign workers, identifying multiple administrative offenses. In a [2024 EMPACT operation](#), Lithuanian officers participated by inspecting 682 individuals and 231 businesses, contributing to the identification of 334 potential victims across Europe.

Fourth, Lithuania's anti-trafficking policies are grounded in the protection of fundamental human rights, with a particular emphasis on **gender equality**. The trafficking of women and children for sexual exploitation is a priority area for law enforcement and social services, ensuring that victims receive the necessary legal and psychological support. Gender-sensitive approaches are integrated into victim identification and protection services, recognising that trafficking disproportionately affects women and girls.

<sup>3</sup> 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.

Finally, anti-trafficking components are effectively **mainstreamed into other areas** such as irregular migration management, labour policies, and social welfare. For instance, labour inspectors are trained to identify potential trafficking victims in sectors such as agriculture and construction, where third-country nationals are often employed. Social welfare programmes provide reintegration support to victims of trafficking, including assistance with housing, employment, and healthcare.

**Question 5.** Has your country funded or implemented any measures<sup>4</sup> aimed at addressing trafficking in human beings [towards EMN Member and Observer Countries in third countries of origin and transit of victims \(and potential victims\)?](#)

No.

**Question 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?](#)<sup>5</sup>

No.

**Question 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.

#### Bilateral and Multilateral Cooperation

Lithuanian authorities have actively collaborated with foreign counterparts on [27 international investigations in 2023](#), which included three extraditions. These efforts aim to break the criminal model of traffickers by ensuring cooperation across borders. Notably, a police officer was appointed as [a special attaché for international cooperation](#) at the Lithuanian Embassy in the United Kingdom. This officer assists in preventing and investigating trafficking crimes, particularly those involving Lithuanian citizens in the UK and Northern Ireland.

Lithuania has established **collaboration mechanisms with Ukrainian authorities** to monitor labour exploitation and trafficking risks among refugees fleeing the Russian war against Ukraine. Lithuanian authorities worked with the Ukrainian State Labour Service to prevent labour trafficking of Ukrainian refugees. Additionally, the General Commissioner of the Lithuanian Police set up an **anti-trafficking working group** specifically to protect Ukrainian refugees.

It should also be noted that Lithuania has established [bilateral agreements](#) with several third countries, including Kazakhstan, Armenia, Azerbaijan, Belarus, Moldova, Ukraine, and Uzbekistan, **concerning legal assistance and cooperation in civil, family, and criminal matters**.

<sup>4</sup> '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.

<sup>5</sup> 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.

These agreements are essential for facilitating international collaboration, particularly in areas such as legal assistance, extradition, and judicial cooperation in criminal cases. Although the agreements are not specifically focused on human trafficking, they provide an important legal framework for addressing cross-border crimes, including trafficking in human beings.

### Preventing Trafficking and Breaking Criminal Models

In April 2021, Lithuanian authorities have introduced [virtual patrols](#) to monitor and collect information on online criminal activities, including human trafficking. Although these patrols have not detected trafficking cases in 2023, they reflect Lithuania's attempt to break trafficking models that increasingly rely on digital platforms.

### Protection and Support for Third-Country Nationals

With the rise in irregular migration flows, particularly from Belarus, Lithuania has focused on protecting vulnerable migrants at risk of trafficking. The State Border Guard Service (SBGS) conducts [vulnerability assessments](#) to identify potential trafficking victims among migrants and provides them with the necessary support.

- 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.

Lithuania's cooperation with the **International Organization for Migration Vilnius Office (IOM Lithuania)** is a cornerstone of the country's efforts to combat human trafficking, especially in providing assistance and support to third-country nationals who are victims or at risk of trafficking. The IOM Lithuania works closely with Lithuanian authorities on multiple levels, including **victim identification, protection, prevention, and capacity building**. One of the main areas of collaboration is ensuring the identification of potential trafficking victims, particularly among vulnerable migrant populations such as asylum seekers, refugees, and irregular migrants. IOM Lithuania provides Lithuanian law enforcement, border officials, and social workers with **training** to enhance their understanding of trafficking indicators and the complexities associated with the trafficking of migrants, which often involves coercion and exploitation during migration processes.

A significant aspect of this partnership is the **provision of direct assistance to trafficking victims**, which is facilitated by IOM Lithuania's broad network and expertise. The **IOM Lithuania** helps in the **safe return** of victims to their countries of origin, ensuring that they receive comprehensive reintegration assistance, including access to **legal, medical, psychological, and social services**. This reintegration support is essential, particularly for third-country nationals who face numerous challenges when trying to recover from trafficking experiences, and it aims to reduce the risk of **re-trafficking**. IOM Lithuania's **voluntary return and reintegration programme** is crucial for trafficking survivors who may not have the resources to safely return to their home countries without falling into further exploitation.

In addition to victim assistance, IOM Lithuania and Lithuanian authorities work on **awareness-raising campaigns** that target vulnerable populations, aiming to prevent trafficking by educating migrants and asylum seekers about the risks they might face during irregular migration, as well as their rights. These campaigns are designed to empower migrants to seek help and make informed decisions, thereby reducing their susceptibility to traffickers who exploit desperation and lack of information.

Furthermore, the IOM Lithuania engages in **data collection and research**, which supports Lithuania's broader anti-trafficking strategies by providing insights into trafficking trends, including the methods traffickers use, the sectors where exploitation is prevalent, and the profiles of victims. This research is integral to shaping policies that address trafficking, not just in Lithuania but throughout the Baltic Sea region, through platforms like the **Council of the Baltic Sea States (CBSS)**, where Lithuania plays an active role. The **IOM Lithuania** also collaborates with Lithuania on **international projects** and **capacity-building initiatives**, helping the country align its anti-trafficking framework with global best practices and standards. For more detailed information on these efforts, you can refer to IOM Lithuania's **counter-trafficking page** [here](#).

Lithuania's engagement with international organisations also includes cooperation with United Nations agencies such as the **UN Office on Drugs and Crime (UNODC)** and the **Committee on the Elimination of Discrimination against Women (CEDAW)**. The partnership with **UNODC** is instrumental in aligning Lithuania's anti-trafficking measures with global standards, particularly through the sharing of best practices, data, and resources to enhance law enforcement capabilities in addressing trafficking crimes. **UNODC** supports Lithuania in improving the legal framework surrounding trafficking, ensuring that national laws are in line with international conventions and guidelines. Meanwhile, cooperation with **CEDAW** focuses on addressing the gender-specific aspects of human trafficking, as women and girls are disproportionately affected by trafficking, especially for sexual exploitation. Through CEDAW, Lithuania works on integrating gender-sensitive approaches into its anti-trafficking policies, emphasising the protection of women's rights and tackling the root causes of their vulnerability to trafficking. This cooperation also includes capacity-building efforts aimed at improving the identification and support of female victims, ensuring their socio-economic empowerment and recovery. Together, these partnerships strengthen Lithuania's ability to protect and assist trafficking victims while promoting gender equality and human rights.

Lithuania has been actively involved in structured cooperation with the **Council of the Baltic Sea States**, a regional initiative that consolidates expertise and improves anti-trafficking policies across the Baltic Sea region. Through its Task Force against Trafficking in Human Beings (TF-THB), the CBSS aims to prevent human trafficking, dismantle criminal trafficking networks, and provide comprehensive protection and support for victims, including third-country nationals. The [CBSS TF-THB Strategic Plan 2020-2025](#) plays a central role in guiding these efforts, focusing on a multidisciplinary approach that involves collaboration between public authorities, civil society, law enforcement agencies, and international organisations across the Baltic Sea region. Lithuania's participation in the Task Force allows it to benefit from shared regional knowledge and data collection on trafficking trends, improving its national policies and responses. The Task Force emphasises tackling labour exploitation and sexual exploitation, which are prevalent in the region, with a particular focus on labour trafficking within supply chains. Lithuania is part of efforts to enhance responsible business practices and ethical public procurement to prevent human trafficking in both domestic and global supply chains. Through this cooperation, Lithuania also engages in regional policy dialogue to ensure coherence in anti-trafficking measures and participates in capacity-building initiatives that improve the ability of national authorities to identify and assist victims, including migrants and refugees who are vulnerable to trafficking.

Lithuanian representatives regularly participate in international projects, conferences and working groups focused on trafficking prevention, victim support, and prosecution of traffickers. For instance, in 2023, the **Lithuanian police** organised [an international conference on human trafficking in the context of migration](#), with particular focus on third-country nationals such as Ukrainian refugees. These events bring together experts and stakeholders from multiple international organisations to discuss strategies for tackling trafficking issues.



# 2.

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

**Question 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)?

No.

While Lithuania engages in international cooperation and response mechanisms, it does not conduct specific preventive policies or measures within third countries of origin and transit to prevent trafficking in human beings.

- 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)?

Yes.

Lithuania has faced several challenges in preventing and reducing the demand for trafficking of third-country nationals, particularly in ensuring adequate training for authorities and first responders. While the government organised various training programmes for police, labour inspectors, and other key officials on topics such as labour exploitation and victim identification, [gaps in specialised training persist](#). Many **municipalities in rural areas lack the capacity or experience** to apply best practices for identifying trafficking victims, especially among vulnerable groups like migrants and those in commercial sex work.

One significant challenge in combating trafficking for labour exploitation is the sheer **scale and complexity of the sectors where exploitation occurs**, such as transportation, agriculture, construction, and hospitality. These industries often involve foreign workers who are vulnerable due to language barriers, limited legal knowledge, and insecure immigration status. For example, in [the 2023 EMPACT operation](#), inspections were focused on high-risk sectors, such as transport and agriculture, where numerous violations were found, including illegal work and unsafe labour conditions.

Identifying and targeting consumers or potential consumers of services derived from trafficking remains another significant challenge. In practice, individuals in commercial sex are more often penalised than the consumers, despite calls from NGOs to criminalise the demand for such services. Efforts to raise awareness about the exploitation risks associated with commercial sex have been inconsistent, and more needs to be done to target consumers for awareness campaigns.

The COVID-19 pandemic further complicated prevention efforts. Restrictions and isolation due to the pandemic forced traffickers to adapt and innovate by moving their activities online, which allows exploiting vulnerabilities more easily. The government continued virtual patrols and monitored online sources for trafficking-related activities, but the [challenges of identifying and collecting digital evidence](#) remained significant obstacles to prosecution.

**Question 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 programmes; survivor inclusion)?

No.

While Lithuania engages in international cooperation and response mechanisms, it does not conduct specific preventive policies or measures within third countries of origin and transit to prevent trafficking in human beings.

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

Yes.

Lithuania has identified several good practices aimed at preventing and reducing the demand for trafficking in human beings, particularly concerning third-country nationals. One of the key approaches has been [raising awareness through information campaigns](#) targeted at vulnerable populations, such as migrant workers and Ukrainian refugees, who are at higher risk of exploitation. These campaigns include distributing informational leaflets and conducting outreach activities in foreign languages, ensuring that workers understand their rights and the dangers of trafficking. For example, police officers actively communicate with foreign nationals, including those from Ukraine, Belarus, and other third countries, to provide information about exploitation and trafficking risks. Similarly, the State Labour Inspectorate have made efforts to provide [consultations and assistance](#) through publicly available phone lines and in-person services, where third-country nationals can seek help regarding their work conditions and rights **in a language they understand**.

Moreover, Lithuanian authorities have implemented specific initiatives to reach vulnerable migrant communities. In collaboration with NGOs, they organise prevention activities within local communities where migrants work or reside. These activities often include working with **cultural mediators and social workers**, especially in sectors like transportation and agriculture, to identify potential trafficking cases and provide timely assistance. Cultural mediators bridge communication gaps between law enforcement and migrant communities, providing crucial information in multiple languages to reduce the risk of exploitation.

Another good practice involves equipping registration centres and support institutions with tools to identify trafficking risks, particularly for refugees. This includes **training staff** in these centres to recognise the signs of exploitation, **providing informative materials**, and ensuring that foreign nationals have **access to legal support and information about their rights** in Lithuania.

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

This data comes from the national rapporteur's annual reviews for [2022](#) and [2023](#).

In 2022, the **Employment Service** organised 69 events in its client service departments, reaching 974 participants. During these events, participants were informed about human trafficking prevention measures, legal regulations, typical victim profiles, recruitment methods, and exploitation forms. In 2023, the Employment Service organised 72 events with 742 participants, focused on identifying and preventing human trafficking. Additionally, two online events in 2023 aimed at assisting Ukrainians who had experienced or were at risk of sexual violence were held with 33 participants.

The **Ministry of Foreign Affairs** hosted a joint online seminar in 2022 at Lithuanian embassies in Ireland and Norway on the topic 'Prevention of Human Trafficking and Exploitation'. Furthermore, the Lithuanian police attaché in the UK, in collaboration with the Lithuanian Embassy in the UK, organised a meeting for about 100 Lithuanian teachers working in Lithuanian schools in the UK. The meeting focused on child exploitation, online safety, and equipping teachers to recognise human trafficking victims.

In 2022, the **State Labour Inspectorate** carried out 4 217 inspections across various economic sectors, identifying 1 958 illegally employed individuals, including 489 third-country nationals. The Kaunas division of the State Labour Inspectorate established a specialised unit to address human trafficking related to forced labour. This unit, along with the Vilnius division, filled out seven identification forms of trafficking victims and submitted them to pre-trial investigation authorities. [Between January and June of both 2023 and 2024](#), there was a significant increase in labour inspections, with 3 976 inspections in 2023 and 5 123 inspections in 2024. In these periods, the number of illegal workers identified rose from 1 031 in 2023 to 1 235 in 2024, with foreign workers making up a large portion of this total.

The **National Association Against Human Trafficking** was active in 2022, organising four conferences, 20 seminars, 15 discussions, 67 meetings, and 38 other events related to human trafficking prevention. These events brought together various stakeholders to discuss strategies and share best practices.

In 2022, community officers from regional **police departments** carried out 960 events aimed at raising awareness about human trafficking, reaching 25 164 individuals. These events were part of the 2022 prevention calendar and focused on educating the public about human trafficking, particularly in observance of the Day Against Human Trafficking.

The **State Child Rights Protection and Adoption Service** conducted several activities in 2023. A meeting with representatives from 66 foster centres, attended by 150 specialists, addressed the issue of child trafficking. Additionally, at the annual foster centres conference, 700 participants discussed child trafficking risks. In Telšiai and Utena, regional meetings were held with children in foster care and students to educate them about human trafficking risks and prevention strategies. The State Child Rights Protection and Adoption Service also carried out information campaigns through its website, 'Child Rights Line', and Facebook, providing accessible information on child trafficking and available support.

The **Migration Department (MD)** reviewed 33 936 applications through an external service provider in 2023, rejecting 45% of them. Due to migration rule violations, MD refused or revoked temporary residence permits for 6 112 individuals. This reflects the department's efforts to monitor and address potential human trafficking risks associated with migration.

In 2022, 37 **municipalities** in Lithuania carried out various prevention activities related to human trafficking. The measures included publishing announcements on municipal websites, distributing informational brochures and posters in businesses, and screening informational videos on public displays. In Vilnius, for example, prevention videos were shown on 11 public screens, each being displayed 120-150 times per day. Some municipalities also organised training sessions for community workers, teachers, and local representatives to better recognise and prevent human trafficking.

In 2023, Lithuanian municipalities continued to implement a range of preventive actions, particularly focusing on raising awareness. For example, in 2023, Raseiniai District Municipality prepared and distributed 10 informational posters titled 'Recognise. React. Help.' These posters were displayed in local educational institutions to spread awareness about human trafficking. In collaboration with schools, the municipality organised 16 educational sessions for students in grades 7-12. These sessions involved the screening of the film 'Caught in the Web' and discussions about human trafficking, its risks, and ways to prevent it. A total of 322 students participated in these lessons. Other activities by the municipal authorities included a targeted prevention event titled 'Creating a Safe Environment Together' held at a local kindergarten, where 35 parents and children received information about human trafficking risks and how to avoid recruitment traps. Lastly, another event held in Berteškių village involved community members, with 250 people participating in interactive sessions that provided information on human trafficking and available help resources. While these and similar events organised by municipalities primarily aim to raise awareness among vulnerable Lithuanian groups to prevent their involvement in trafficking, the increased awareness also benefits anti-trafficking efforts for third-country nationals, contributing to a broader, more inclusive approach to combat human trafficking.

# 3.

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

**Question 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)?

No.

While Lithuania engages in international cooperation and response mechanisms, it does not implement policies and measures related to law enforcement and judicial response aimed at breaking the criminal model of traffickers in third countries.

It may be mentioned here that there is [a Lithuanian police officer](#) stationed at the Lithuanian Embassy in the UK, responsible for international cooperation in criminal investigations, including human trafficking cases. The attaché facilitates collaboration between Lithuanian and UK authorities on these cases, helping to ensure effective communication and coordination in combating trafficking-related activities.

- 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)?

Yes.

Several challenges related to policies and measures aimed at enhancing law enforcement and judicial responses to trafficking in human beings in Lithuania can be identified.

First, law enforcement lacks dedicated units for trafficking cases. While there are specialised prosecutors, [police do not have specialised trafficking units](#), which limits their ability to handle complex cases effectively. Although the government has provided some training on anti-trafficking measures, there is **a need for more extensive, specialised, and victim-centered training for police officers**, particularly in rural areas. This gap often leads to early termination of investigations due to a lack of evidence collection and sensitivity in handling victims.

Second, despite efforts, the number of convictions for trafficking has declined. [In 2023](#), the courts convicted 10 traffickers, down from 16 [in 2022](#). This decline suggests **difficulties in building strong cases** and ensuring that traffickers face justice. Law enforcement struggles with collecting sufficient evidence, particularly digital evidence, due to the increasing use of online recruitment and exploitation. Without physical coercion in many cases, it becomes harder to substantiate charges against traffickers. Moreover, law enforcement often faces budgetary constraints, which hinder the ability to conduct thorough pre-trial investigations. Lack of dedicated resources for trafficking investigations forces law enforcement to rely on general funds, limiting their capacity to tackle trafficking cases effectively.

Third, law enforcement **does not consistently apply formal victim identification procedures** across the country. This is particularly problematic in rural areas where officials may have less experience and training in identifying trafficking victims. As a result, [many victims remain unidentified](#)

and do not receive proper care. The referral system, which connects victims to NGOs and care facilities, works better in municipalities with established anti-trafficking working groups. However, in areas without such groups, law enforcement fails to refer victims properly, leading to gaps in care and support.

Fourth, courts often take a **long time to process trafficking cases**, which can prolong the suffering of victims and weaken cases. This delay reduces the deterrent effect of legal proceedings and limits the overall effectiveness of judicial responses. Some law enforcement and judicial processes lack a victim-centered approach, leading to further trauma for victims. Victims sometimes face re-victimisation through intimidation during investigations and trials. While courts allow remote testimony and child-friendly procedures in some cases, there are still gaps in protecting victims during legal proceedings.

Fifth, coordination between law enforcement, prosecutors, and other agencies is often insufficient. While updated interagency agreements were put in place in 2023 to streamline cooperation between police, prosecutors, and child protection services, particularly in cases involving child victims of sexual violence, in general, **weak interagency cooperation** has limited the ability to investigate and prosecute traffickers comprehensively. Moreover, although the Ministry of the Interior has developed tools to better track and monitor trafficking-related information across various agencies, there is **no centralised, coordinated system** for collecting trafficking-related data across agencies. This makes it difficult to track cases, analyse trends, and develop targeted responses to trafficking.

**Question 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)?

No.

While Lithuania engages in international cooperation and response mechanisms, it does not implement policies and measures related to law enforcement and judicial response aimed at breaking the criminal model of traffickers in third countries.

- 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)?

Yes.

Several good practices in Lithuania have been identified to enhance the law enforcement and judicial response to human trafficking.

Lithuania has developed [virtual patrols to monitor online activities](#) and collect information on digital crimes, including human trafficking. Although virtual patrols did not detect any trafficking cases in 2023, this practice is promising given the rise of trafficking activities facilitated through the internet and social media in the aftermath of the Covid-19 pandemic. Virtual patrols will allow law

enforcement to detect potential trafficking cases and gather digital evidence. The police have also worked with media and technology companies to strengthen efforts in identifying and monitoring online trafficking activities, addressing the growing challenge of digital exploitation.

The government has made progress in providing trafficking-related training for police officers, prosecutors, border guards, and lawyers. These trainings cover a wide range of topics, including anti-trafficking legislation, victim identification, evidence collection, and victim support during investigations. **Lawyers who complete specialised anti-trafficking training now receive double pay** for providing secondary legal aid. This incentivises more legal professionals to acquire expertise in trafficking cases and to improve the quality of legal representation for victims.

Courts have frequently allowed **trafficking victims to testify remotely**, which protects them from direct confrontation with traffickers. For child victims, interviews are conducted in child-friendly environments, with a psychologist present to ensure the process is as trauma-free as possible. Lithuanian law ensures that victims have access to legal representation, and they can apply for **financial compensation either from traffickers or from a state fund** when traffickers are unable to pay. This ensures that victims are supported throughout the legal process. These victim-centered practices reduce the risk of re-victimisation during legal proceedings.

**Question 13.** Please describe the main outcomes/outputs resulting from the implementation of policies and measures aimed at enhancing the law enforcement and judicial response to trafficking in human beings of third-country nationals (e.g. an increase in the number of arrests/prosecuted cases/convictions, number of joint investigations/actions and results of those actions; enhanced capacities among law enforcement authorities to fight trafficking in human beings; improvement in the exchange of information among law enforcement and judicial authorities from countries of origin/transit and destination).

The implementation of policies and measures in Lithuania aimed at enhancing law enforcement and judicial responses to trafficking in human beings, particularly involving third-country nationals, has produced several notable outcomes.

One key outcome has been the **increase in prosecutions of traffickers**. [In 2023](#), authorities prosecuted 11 traffickers, a significant improvement compared to just two [in 2022](#). This reflects stronger efforts to bring traffickers to justice. However, while prosecutions have increased, the number of convictions has slightly decreased. In 2023, 10 traffickers were convicted, compared to 16 in 2022. This decrease suggests that while more traffickers are being pursued, there are still challenges in securing convictions. Courts have issued sentences ranging from two to eight years, showing that convicted traffickers do face significant penalties, although the overall conviction rate could still be improved.

Another positive development is the **enhanced cooperation between Lithuanian law enforcement and international counterparts**. In 2023, Lithuanian authorities were involved [in 27 international investigations](#), including three extraditions. This has strengthened the ability to tackle trafficking cases that span multiple countries, particularly in addressing trafficking networks that exploit third-country nationals.

The capacities of law enforcement agencies in Lithuania have been significantly enhanced through **specialised training programmes** for law enforcement officers, prosecutors, and border guards to improve their ability to identify and assist trafficking victims. The Ministry of Interior (MOI) and the General Prosecutor's Office have maintained an anti-trafficking **online training platform**, which includes comprehensive topics such as identifying indicators and victims, understanding

risk factors, conducting investigations, collecting evidence, and assisting and protecting victims throughout criminal proceedings. These trainings have also addressed specific needs like how to interview victims and collect evidence without re-traumatising them, which has been crucial for improving the effectiveness of pre-trial investigations. Additionally, **specialised training for lawyers** who provide secondary legal aid has been introduced, with those who complete the training being offered double pay, which has incentivised legal professionals to engage with trafficking cases and improve the quality of legal representation available to victims. Furthermore, the State Labour Inspectorate (SLI), in collaboration with other government bodies, has provided **focused training for labour inspectors** on detecting labour trafficking risks, particularly among foreign workers from third countries, with an emphasis on sectors prone to exploitation, such as agriculture, construction, and transport. Sector-specific training has also been offered to child protection services, with a focus on identifying and assisting child trafficking victims. These **child protection specialists received tailored instruction on how to recognise trafficking indicators** and provide trauma-informed care, particularly in rural areas where the identification of victims has been less consistent.

In addition to national efforts, Lithuania has engaged in international training and cooperation initiatives. Representatives from Lithuanian law enforcement and judicial authorities have participated in **international conferences and training programmes** organised by bodies such as the Council of Baltic Sea States and the Organisation for Security and Cooperation in Europe (OSCE). These international efforts have focused on topics like cross-border cooperation, investigating online trafficking activities, and developing multi-agency strategies to fight human trafficking. Moreover, national-level training workshops, including a national conference on child trafficking organised by the MOI, have strengthened interagency cooperation among police, prosecutors, and child rights specialists. This has been particularly beneficial in cases involving child victims of trafficking, enhancing collaboration during pre-trial investigations and improving victim-centered approaches across the country. Lastly, the National Education Agency has developed and disseminated educational materials aimed at preventing human trafficking among vulnerable student populations, with these materials integrated into school programmes to raise awareness and educate youth about the risks and signs of trafficking. These concerted efforts across various sectors and levels of government have significantly bolstered Lithuania's ability to combat trafficking through improved training and qualifications.

# 4.

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

**Question 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)?

No.

Lithuania does not implement policies or measures related to the identification, protection, support, and empowerment of trafficking victims in third countries of origin and transit.

- 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)?

Yes.

One of the primary challenges is the insufficient specialised training and knowledge among law enforcement and other relevant authorities to identify trafficking victims effectively, particularly third-country nationals. Although some training has been implemented, it remains inconsistent, especially in rural areas where local officials often lack the expertise to recognise trafficking indicators. Moreover, some municipalities in Lithuania lack anti-trafficking structures, which poses significant challenges in identifying and referring trafficking victims, particularly third-country nationals. The lack of specialised knowledge among law enforcement and the absence of specialised structures in smaller municipalities leads to inconsistent application of victim identification and referral mechanisms, resulting in **unequal levels of protection and care across different regions** of the country.

Identifying victims among vulnerable groups, particularly third-country nationals, remains a significant challenge due to the **lack of specific guidelines for identifying trafficking victims in these populations**. Additionally, law enforcement personnel **struggle to apply a victim-centered approach** when screening foreign nationals, further complicating efforts to identify and support third-country national victims.

The rise of online platforms as tools for trafficking recruitment has added complexity to victim identification. Traffickers increasingly use **digital methods, which are difficult to detect** without specialised technological knowledge and resources.

One of the key challenges in Lithuania's anti-trafficking efforts is the **complex distinction between informal and formal identification** of trafficking victims, which impacts the level of support and legal rights available to them. While victims of trafficking can be informally identified by a range of authorities, including labour inspectors, migration officers, and civil society organisations, this informal identification does not grant the individual full legal recognition as a victim. The formal status of a victim—referred to in legal terms as *nukentėjusysis* (the one who has suffered)—is

only conferred through a decision made during a pretrial investigation by police, border guards, prosecutor, or court. This distinction is significant, as a *nukentėjusysis* has extensive legal rights, such as access to case information, the ability to present evidence, lodge complaints, and claim compensation from the special compensation fund for victims of violent crimes. In contrast, an informally identified victim (referred to as *auka*) does not have these legal entitlements. Informally identified victims have the right to receive support from NGOs and the right to a reflection period. Thus, there is a critical gap between informal identification and formal recognition, limiting access to justice and compensation for many trafficking victims who have not yet been formally identified within the legal system. This challenge complicates the protection and empowerment of trafficking victims, as informal identification, though important for initial support, does not grant them the full range of legal protections and rights necessary for their recovery and pursuit of justice.

**Question 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 re-victimisation)?

No.

Lithuania does not implement policies or measures related to the identification, protection, support, and empowerment of trafficking victims in third countries of origin and transit.

- 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)?

No.

One of the most notable good practices in Lithuania related to enhancing the identification, protection, support, and empowerment of third-country national victims of trafficking is the strong cooperation with NGOs. NGOs in Lithuania are actively involved in **identifying potential trafficking victims**, particularly third-country nationals, and **providing them with immediate support**. They work closely with law enforcement and governmental agencies to ensure that victims receive the necessary services, including temporary shelter, legal aid, psychological counseling, and access to healthcare. In many cases, NGOs are the first point of contact for victims, especially in rural areas or regions where government resources are more limited.

Moreover, NGOs play a key role in managing the [national trafficking hotline](#), which is available 24/7. This hotline provides victims, including third-country nationals, with essential information about available resources and facilitates their referral to appropriate services. The hotline also serves as a tool for transnational referrals, allowing NGOs to connect with international organisations and agencies to coordinate the safe return or continued support of victims who are third-country nationals.

NGOs are also involved in providing specialised services that government institutions may not be equipped to offer, such as tailored legal support for trafficking victims. While governmental legal aid may be available, NGOs often provide experienced attorneys who specialise in trafficking cases, helping victims navigate complex legal procedures, including claiming compensation and participating in court proceedings.

Several specific NGOs are actively involved in Lithuania's anti-trafficking efforts, particularly in the identification, protection, and support of third-country national victims. The [National Association Against Trafficking in Human Beings](#) (*Nacionalinė asociacija prieš prekybą žmonėmis - NAPPŽ*), established in 2019, coordinates the work of various NGOs, including the [Centre Against Human Trafficking and Exploitation](#) (*Kovos su prekyba žmonėmis ir išnaudojimu centras - KOPŽI*), [Missing Persons Family Support Centre](#) (*Dingusių žmonių šeimų paramos centras - DŽŠPC*), [Alytus City Women's Crisis Center](#) (*Alytaus miesto moterų krizių centras - AMMKC*), [Innovation Centre for Women's Activities](#) (*Moterų veiklos inovacijų centras - MVIC*), [Men's Crisis Center](#) (*Vyrų krizių centras - VKC*), and the [Klaipeda Social Support Centre](#) (*Klaipėdos miesto socialinės paramos centras - KMSPC*). In addition, [Vilnius Archdiocese](#) (*Vilniaus arkivyskupijos Caritas*) has been a key player in aiding vulnerable groups, including third-country nationals, by offering shelter, legal assistance, and psychological counseling. Collectively, these NGOs, with the support of government funding, form a crucial part of Lithuania's anti-trafficking framework, working closely with law enforcement and international partners to ensure the well-being of trafficking victims.

**Question 16.** Please describe your country's main outcomes/outputs resulting from the implementation of policies and measures aimed at improving the identification, protection, support and empowerment of third-country national victims of trafficking (e.g. enhanced capacity of relevant actors to identify victims of trafficking in human beings; number of victims who received cross-border comprehensive short-term and long-term assistance; enhanced opportunities for reintegration of victims).

The implementation of policies and measures in Lithuania aimed at improving the identification, protection, and support of third-country national victims of trafficking has led to some progress, though challenges remain. Law enforcement, border guards, and NGOs have seen improved capacities to identify trafficking victims, thanks to targeted training programmes. For example, the State Border Guard Service has been actively conducting vulnerability assessments for irregular migrants and asylum seekers crossing the border, particularly those coming from Belarus and other high-risk regions. However, gaps persist, particularly in rural areas where victim identification is less consistent.

The development of referral mechanisms, in cooperation with NGOs, has helped ensure that victims receive necessary support, but the lack of sufficient funding and resources hampers the full effectiveness of these measures. Cross-border cooperation has facilitated the voluntary return and support of some third-country national victims, though these programmes are limited by the challenges of consistent funding and coordination across regions. Despite improvements, there is still much work to be done to ensure comprehensive care and support for all victims.

# 5.

## Cooperation with third countries and with international organisations

**Question 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.

Lithuania has engaged in cooperation with Ukraine to [prevent trafficking](#), particularly in the context of the war in Ukraine. The Lithuanian authorities have been [actively working with Ukrainian institutions](#) on various anti-trafficking measures. For instance, Lithuanian law enforcement placed officers with knowledge of human trafficking at registration centres for Ukrainian refugees to detect potential traffickers. Volunteers working in these centres were trained to recognise signs of trafficking, and several criminal investigations were initiated related to the sexual exploitation of Ukrainian women. Additionally, ongoing cooperation between Lithuanian and Ukrainian authorities has been facilitated through international requests for legal assistance and the exchange of information on cases, such as the investigation into the illegal adoption of Ukrainian children in 2022. Furthermore, Lithuania's State Labour Inspectorate has cooperated with the Ukrainian State Labour Service to provide information about employment opportunities, defend workers' rights, and prevent labour trafficking among refugees. Lithuanian authorities have taken **proactive steps**, including the organisation of international conferences and awareness campaigns focusing on the risks of trafficking in the context of war and migration, highlighting Ukraine's vulnerable refugee population.

**Question 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.

Lithuania has identified several good practices in its cooperation with international organisations to prevent trafficking of third-country nationals, dismantle criminal trafficking networks, and protect and empower victims.

Lithuania's cooperation with international organisations has provided its law enforcement officers with **access to advanced training on labour exploitation, human trafficking, and organised crime**, enhancing their ability to combat trafficking effectively. A central element of these efforts has been Lithuania's active involvement in the **European Multidisciplinary Platform Against Criminal Threats (EMPACT)**, which facilitates joint actions, training, and international cooperation. In 2022, Lithuanian law enforcement participated in an [EMPACT-coordinated Joint Action Day \(JAD\) operation](#) focused on labour exploitation, alongside 25 European countries. This operation led to inspections at over 10 000 locations across Europe, targeting high-risk sectors such as construction, hospitality, and agriculture. Lithuania conducted 2 143 checks, identifying violations related to illegal work and trafficking, particularly among individuals from Ukraine, Belarus, and Lithuania. In 2023, [another EMPACT-coordinated operation](#) against forced labour brought together over 27 000 law enforcement officers from 31 countries. During this operation, Lithuanian authorities, in collaboration with labour and social services, checked 134 foreign workers, including 87 Ukrainians, and played a critical role in protecting victims of exploitation. Additionally, in 2023, Lithuanian law enforcement officers received specialised training from the **European Union Agency for Law Enforcement Training (CEPOL)**, focusing on labour exploitation and trafficking, with an emphasis on the vulnerabilities of third-country nationals in Europe.



Lithuania also closely collaborates with the [Council of the Baltic Sea States \(CBSS\)](#), which has been instrumental in **enhancing cross-border cooperation**. Through initiatives like simulation-based exercises and multi-agency training programmes, Lithuania has improved its capacity to address trafficking cases involving third-country nationals, with a focus on preventing exploitation, ensuring effective victim identification, and strengthening regional collaboration. The CBSS's Task Force against Trafficking in Human Beings (TF-THB) provides a vital platform for sharing best practices and coordinating anti-trafficking actions among Baltic Sea region countries.

One of the most critical partnerships Lithuania has developed is with the International Organization for Migration Vilnius Office (IOM Lithuania). Lithuania has cooperated extensively with the IOM Lithuania in various initiatives to prevent trafficking, particularly in relation to migrants and refugees. IOM Lithuania has been actively involved in [raising awareness about trafficking risks](#), especially for vulnerable groups like Ukrainian refugees, through updates to their informational website and social media campaigns. IOM Lithuania also officially launched the [Migration Information Centre \(MICenter\)](#), which offers a broad range of services to migrants, including legal consultations, career guidance, and psychological counseling. The centre's legal experts, knowledgeable about trafficking and labour exploitation, provide **consultations** to refugees, especially those from Ukraine, helping them protect their rights and connect with relevant institutions when necessary.

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

One challenge is the coordination of joint actions across borders, particularly in the timely exchange of information and evidence. Although cooperation in criminal matters is generally effective, legal and procedural complexities across countries can cause delays in investigations and prosecutions of trafficking cases. This issue has been noted in reports such as those from GRETA, which emphasise that resource constraints, including limited human and budgetary resources, negatively impact the implementation of anti-trafficking policies and coordination efforts (as highlighted in the [GRETA report on Lithuania](#)).

# 6.

Needs and future  
national measures  
and policies

**Question 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)?

No.

There have been no published expert opinions, reports, evaluations or studies of Lithuania's activities or needs in addressing the international dimension of trafficking in human beings.

**Question 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?

No.

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

No.

---

EMN is a network composed of migration experts which aims to collect, analyse and provide up-to-date, objective, reliable and comparable information on migration and asylum. By the decree of the Government of the Republic of Lithuania International Organization for Migration Vilnius Office acts as the national coordinator for the EMN activities in Lithuania.

The EMN National Contact Point (NCP) in Lithuania is composed of representatives from the Ministry of the Interior, the Migration Department, the State Border Guard Service as well as the International Organization for Migration (IOM) Vilnius Office which acts as the national coordinator for the EMN activities in Lithuania. EMN NCP in Lithuania also collaborates with other entities from governmental as well as non-governmental institutions working in the area of migration.

---