



## **Request for Quotation for**

### **Anti-Human Trafficking Data Reporting and Strategy Support**

The Irish Human Rights and Equality Commission is an independent statutory body, established on 01 November 2014 under the Irish Human Rights and Equality Commission Act 2014. The Commission is Ireland's National Human Rights Institution (NHRI) and National Equality Body (NEB).

The overall statutory functions of the Commission are:

- to protect and promote human rights and equality,
- to encourage the development of a culture of respect for human rights, equality, and intercultural understanding in the State,
- to promote understanding and awareness of the importance of human rights and equality in the State,
- to encourage good practice in intercultural relations, to promote tolerance and acceptance of diversity in the State and respect for the freedom and dignity of each person, and
- to work towards the elimination of human rights abuses, discrimination and prohibited conduct.

### **Background**

The Irish Human Rights and Equality Commission (IHREC) requests quotations from interested parties for an expert who can collate, review, and analyse data and related statistical trends and information and provide reporting and recommendations to inform the reporting of the Commission in its capacity as independent National Rapporteur on Trafficking of Human Beings, and proposal of an enhanced and sustainable approach to data collection and reporting.



### The Commission as Independent National Rapporteur on Trafficking of Human Beings.

The Commission was appointed Ireland's Independent National Rapporteur on the Trafficking of Human Beings in Ireland in 2020.

The role of the Rapporteur has included the

- carrying out of **assessments of trends** in trafficking in human beings,
- the **measuring of results** of anti-trafficking actions, including the **gathering of statistics** in close cooperation with relevant civil society organisations active in this field,
- and **reporting**.

As National Rapporteur, the Commission fulfils its role including by preparing and publishing monitoring and thematic reports evaluating Ireland's overall performance against the State's international obligations such as the EU Anti-Trafficking Directive, the Council of Europe's Convention on Action against Trafficking (2005), and the Palermo Protocol to the UN Convention against Organised Crime (2000). The Commission also contributes to the European Commission's Progress Reports on the Fight against Trafficking in Human Beings in the European Union and to the US State Department's Trafficking in Persons Report.

After an extensive EU-wide consultation the EU decided that the [Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims](#) needs to be amended substantially to better correspond to the new challenges presented by this crime and human rights violation. EU rules were amended to better prevent the phenomenon of human trafficking and better protect its victims. On the 13 June 2024 the Directive was amended: [2024/1712/EU amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims](#). Article 19 has been changed, and of particular note to this RFQ, Article 19 (a) has increased the data and reporting requirements on the State – further detail below.



## The Monitoring and Reporting of the National Rapporteur

One of the main outputs of the National Rapporteur has been the annual Evaluation Report on the Implementation of the EU Anti-Trafficking Directive.<sup>1</sup> In addition to an analysis on the implementation of the Directive and thematic chapters, each Evaluation Report contains data analysis in the form of factsheets that present in detail combined official data/trends in human trafficking since 2013, official data provided by the State, data provided by NGOs and a comprehensive numerical table (please see example of data reporting in annual evaluation reports in Annex 2).<sup>2</sup> Other reporting work of the Rapporteur responds to our additional international monitoring and reporting obligations. We prepare and publish monitoring periodic reports on Ireland's compliance with international obligations, as required, by answering questionnaires that the State is also required to respond to. These include:

- The European Commission Report on the Progress Made in the Fight against Trafficking in Human Beings,<sup>3</sup> on the implementation of the 2011 EU Anti-Trafficking Directive (every two years),
- The US State Department Trafficking in Persons Report,<sup>4</sup> on the implementation of the 2000 UN Palermo Protocol (every year), and

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<sup>1</sup> To date, the Commission has published three annual Evaluation Reports: IHREC (2022) [Trafficking in Human Beings in Ireland. Evaluation of the Implementation of the EU Anti-Trafficking Directive](#); IHREC (2023) [Trafficking in Human Beings in Ireland. Second Evaluation of the Implementation of the EU Anti-Trafficking Directive](#); IHREC (2024) [Trafficking in Human Beings in Ireland. Third Evaluation of the Implementation of the EU Anti-Trafficking Directive](#)

<sup>2</sup> IHREC (2022) [Trafficking in Human Beings in Ireland. Evaluation of the Implementation of the EU Anti-Trafficking Directive](#), pp. 177-184; IHREC (2023) [Trafficking in Human Beings in Ireland. Second Evaluation of the Implementation of the EU Anti-Trafficking Directive](#), pp. 367-378; IHREC (2024) [Trafficking in Human Beings in Ireland. Third Evaluation of the Implementation of the EU Anti-Trafficking Directive](#), pp. 400-412

<sup>3</sup> For more information see [https://home-affairs.ec.europa.eu/policies/internal-security/organised-crime-and-human-trafficking/together-against-trafficking-human-beings/publications\\_en](https://home-affairs.ec.europa.eu/policies/internal-security/organised-crime-and-human-trafficking/together-against-trafficking-human-beings/publications_en)

<sup>4</sup> For more information see <https://www.state.gov/bureaus-offices/under-secretary-for-civilian-security-democracy-and-human-rights/office-to-monitor-and-combat-trafficking-in-persons/#:~:text=The%20TIP%20Office%20leads%20the,and%20supporting%20strategic%20bilateral%20and>



- The Group of Experts on Action against Trafficking in Human Beings (GRETA) Evaluation Reports,<sup>5</sup> on the implementation of the 2005 Council of Europe Convention on Action against Trafficking in Human Beings (every four years).

Each of the questionnaires issued by the relevant body usually contain a number of questions in relation to trends and statistical information on human trafficking to which we respond.

Please see detail on the data requirements in this regard in Annex 1 so far as it is relevant to the work of this RFQ.

### Anti-Human Trafficking Data Collection Strategy

Every year for three years the Commission has sent individual written requests for information to a number of State Agencies and Civil Society Organisations in late November/early December with a specified time for response. The information and requests for State Agencies are in a similar format but are bespoke while for Civil Society Organisations we use the same standardised template.

Once responses are received early the next year, individual meetings with each State Agency are scheduled to discuss the request, information received, and any other new information. The results are compiled and analysed by the Anti-Trafficking team to include findings and to inform recommendations in the Evaluation Reports<sup>6</sup> and other reports.

### **Public Sector Equality and Human Rights Duty**

Under Section 42 of the Irish Human Rights and Equality Commission Act, 2014, IHREC has a statutory obligation, in the performance of its functions, to have regard to the need to eliminate discrimination, promote equality of opportunity and treatment of its staff and the

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<sup>5</sup> For more information see

<sup>6</sup> IHREC (2024) [Trafficking in Human Beings in Ireland. Third Evaluation of the Implementation of the EU Anti-Trafficking Directive](#); IHREC (2023) [Trafficking in Human Beings in Ireland. Second Evaluation of the Implementation of the EU Anti-Trafficking Directive](#); IHREC (2022) [Trafficking in Human Beings in Ireland. Evaluation of the Implementation of the EU Anti-Trafficking Directive](#)



persons to whom it provides services and to protect the human rights of its members, staff and the persons to whom it provides services (Public Sector Equality and Human Rights Duty). Further detail is available at <https://www.ihrec.ie/our-work/public-sector-duty>

Public procurement is a functional area of IHREC. In accordance with its Public Sector Duty obligations, IHREC requires that tenderers confirm their commitment to have regard to the need to eliminate discrimination, promote equality of opportunity and treatment of its staff and the persons to whom it provides services and to protect the human rights of its members, staff and the persons to whom it provides services. IHREC may request information on the manner in which this requirement has been met and the successful contractor shall comply with this request.

## **Data Protection**

The protection and security of an individual's personal data is of the utmost importance to the IHREC. All suppliers of service should have in place policies, procedures and processes that comply with their obligations under the Data Protection Acts 1988 to 2018 and the General Data Protection Regulation (EU 2016/679). Where the supplier is acting as a data processor, the supplier will be expected to enter a data processor agreement with IHREC.

Tenderers are required to confirm their compliance in this regard.

## **Specifications of Requirements**

The Commission is seeking an expert who can collate, review, and analyse current data and related statistical trends and related information to inform the reporting of the Commission, as National Rapporteur, including to the GRETA Fourth Evaluation Questionnaire statistics questions, the Commission's Evaluation Reports Data Factsheets, the European Commission Progress Report statistics questions and future numerical data requests.

The successful candidate will compile/collate, review, analyse and present the data and sources collected by the Commission, providing clear and concise reporting, including statistics in tabular form, in consultation and collaboration with the Anti-Trafficking team and



taking account of all briefing documents and sources provided, with the main purpose of responding to data requirements of the GRETA Fourth Evaluation Questionnaire, contributing to the European Commission Progress Report and the development of the Commission Evaluation Reports. Please see detail on these data requirements in Annex 1.

The contractor should also be able to produce spread sheet templates (single workbook, with a sheet per diagram) of several sets of disaggregated data that can be used by the Commission for future reporting requests. The tables should allow the production of several charts that illustrate the disaggregated data in a comprehensive, accurate and accessible manner, including the demonstration of trends. In addition to the design of replicable spreadsheet templates, the expert should also assist on the evaluation and analysis of the collected information and data to create a relevant narrative that explains the numerical information and allows the identification of patterns and relevant insights.

The candidate will also undertake a review of the current 'Data Collection Strategy' and will produce recommendations for improvements to enable efficient, thorough, replicable and expert reporting in line with our statutory mandate. The review will include an analysis of the current methodology and approach to data collection and analysis and a proposal for its improvement. The recommendations must be aligned with the obligations of Article 19a of the revised Anti-Trafficking Directive. The aim is a sustainable, credible and targeted data collection approach and strategy that assists in efficient, effective and consistent yearly collection, processing, interpretation and reporting of the qualitative and quantitative data required.

An information and question and answer session with the staff is part of the requirement, where the expert will explain the outcome produced, the methodology used and the review of the process carried, including a discussion of the recommendations to improve the current approach of the team to yearly data collection, analysis and reporting. The information session will include a training element such that Commission staff are read into any new methodology and approach so as to ensure its implementation going forward. An allocation of



time for support should also be included (eg. 1/2 day) to provide follow up assistance to the team on the future implementation/aftercare if questions/issues arrive.

It is anticipated that the contracted deliverables will require approximately 10 -12 days of work over the total period.

The requirement is divided in two work strands that are required to be completed by the expert as part of the work specification:

1) Review, process, analyse and evaluate the information, data and source material collected by the Anti-Human Trafficking Team and produce:

1.1) An accurate and comprehensive response to Part III 'Statistics on THB' question 42 of GRETA's Fourth Evaluation Questionnaire (provided in Annex 1), including spread sheet templates (single workbook, with a sheet per diagram) used. The time period for this request is 2021-2024. The structure should provide analysis and reporting of one-year and four-years periods.

**This work strand must be delivered by Wednesday 14 of May 2025.**

1.2) A reporting of disaggregated data that identifies trends and patterns, including explanatory narrative for the figures, following the National Rapporteur Evaluation Reports Data Sheets structure (provided in Annex 1), including spread sheet templates (single workbook, with a sheet per diagram) used. The structure should provide analysis and reporting of one-year, two-year periods and trends from 2013 to 2025.

**This work strand must be delivered by Monday 18 of August 2025.**

1.3) An accurate and comprehensive response to the 'Assessment of Trends in Human Trafficking' of the European Commission Progress Reports, considering Article 19a of the revised Anti-Trafficking Directive (provided in the Annex 1), including spread sheet templates (single workbook, with a sheet per diagram) used. The time period for the Progress Report is 2024-2026. The structure should provide analysis and reporting of one-year and three-years periods.

**This work strand must be delivered by Monday 18 of August 2025.**



2) Review of the current ‘Data Collection Strategy’ developed by the Anti-Human Trafficking Team in order to:

2.1) Provide recommendations to improve the current approach to data collection to ensure it is efficiently replicable in the future and it is developed with respect to the National Rapporteur mandate for the data to be reliable, accurate and credible. The review of the process should provide a clear outline of each strategy step, i.e. collection, review, processing, analysis and reporting of the data.

**This work strand must be delivered by Monday 18 of August 2025.**

2.2) Provide the Anti-Trafficking Team with information and a question and answers session to explain the output produced, the contents of the reporting, the methodology and reasoning, and to present and discuss the recommendations and approaches in respect of future data collection and reporting exercises. This session has a training element, it should strengthen capacity and understanding on the collection, processing, analysis and reporting of statistical data to ensure its sustainable implementation.

**The delivery of this work strand will occur in September 2025, with exact dates to be agreed between contractor and the team.**

**Please note that work strand 1.1 must be delivered by Wednesday 14 of May 2025.**

**Work strands 1.2, 1.3 and 2.1 must be delivered by Monday 18 August 2025, and work strand 2.1 must be delivered in September 2025 with exact dates to be agreed.**

### **Award Criteria**

Marks will be awarded according to the award criteria outlined in the Table below. The total number of marks available is one thousand (1,000). Marks will be rounded to the nearest





whole number. Tenderers who do not meet the minimum marks per criterion will be eliminated.

Award Criteria	Maximum Marks Available	Minimum Marks per Criterion
<b>A: Cost</b>	300	N/A
<b>B: Proposal and Timing of Completion</b>	350	140
<b>C: Credentials of the Contractors</b>	150	60
<b>D: Examples of Previous Work</b>	150	60
<b>E: Public Sector Equality and Human Rights Duty</b>	50	N/A
<b>Total</b>	1,000	N/A

A: Cost criteria (300 marks)

A detailed cost schedule, with a detailed breakdown of the following rates for the proposed individual/individuals is required.

Resource	Daily rate	Half-day rate	Estimated No. of Days Required
Proposed Individual			

Tenderers must include the daily/half-day rates for the proposed individual/s and may add new rows for additional individuals if required. Tenderers should include the specific title for each proposed team member.

Tenderers should state a total fixed cost for providing all of the required services (including a daily rate, if appropriate). Submitted quotations should confirm that quoted costs hold good for 90 days after the closing date for receipt of quotation.



Specifically, tenders should state the fixed cost for carrying out all of the work required to satisfy the requirement specification. This sum shall include all costs e.g.

The daily rate and number of days being charged in respect of each individual to be involved in the project.

- (a) The costs must be in euro.
- (b) Travel costs, travel time, subsistence and other incidental expenses are not reimbursed by IHREC.
- (c) The costs shall be exclusive of all taxes including VAT. VAT and other appropriate taxes shall be quoted separately where appropriate and at the appropriate rate. Where VAT is not applicable this should be explicitly stated.
- (d) Unquantified costs will not be accepted.
- (e) Tenderers should indicate clearly any discounts to which the Commission may be entitled, including:
  - a. Public sector discounts
  - b. Any other discounts
- (f) Tenderers should provide an itemised breakdown of the cost of any options being proposed beyond the minimum requirements.
- (g) IHREC will not be responsible for any errors on the calculation of the costs provided in response to this Request for Quotation. It is the responsibility of bidders to ensure that the costs quoted are correct and properly calculated.

#### Cost Criteria Scoring

The following formula will be used:

Lowest tendered cost X Max number of marks available (300)

Cost under Evaluation



## **Qualitative Criteria (700 marks)**

### B: Proposal and Timing of Completion (350 marks):

Tenderers are requested to provide the time required for the work to be completed. For this purpose, tenderers should provide a proposal, methodology and work plan for the completion of the project. The plan must include details of the allocated time (days/weeks) to complete the research (sections, topics, work streams) and, at a minimum, three scheduled updates over the course of the project (sharing report drafts and meetings) on the progress made to IHREC Anti-Trafficking Team. Please note that the Part III 'Statistics on THB' question 42 of GRETA's Fourth Evaluation Questionnaire (provided in Annex 1) section will need to be completed and submitted by the 14<sup>th</sup> of May.

### C: Credentials of the Contractors (150 marks):

Tenderers are requested to provide a detailed CV which highlights their relevant experience/qualifications in the area of data collection, reporting and analysis, with particular expertise in human rights and anti-human trafficking a distinct advantage.

### D: Examples of Previous Work (150 marks):

Tenderers are requested to provide two examples of previous work relevant to data analysis and reporting, with human trafficking, wider human rights and equality aspects an advantage.

### E: Public Sector Equality and Human Rights Duty (50 marks):

Tenderers are asked to provide information on their commitment to the need to eliminate discrimination, promote equality of opportunity and treatment of its staff and the persons to whom it provides services and to protect the human rights of its members, staff and the persons to whom it provides services.

Tenderers will be evaluated based on the quality of the proposed approach.



## Qualitative Criteria Scoring

Scoring of the Qualitative Award Criteria will be based on an assessment of the information provided by the Tenderer in their response document. The Evaluation Panel will assess the information provided for each criteria and marks will be awarded using the following scoring methodology:

### Scoring Methodology Award Criteria B,C,D,E, etc

Weighting	Meaning
80% - 100%	An excellent response, with very few or no weaknesses, that demonstrates a complete understanding of requirements and provides comprehensive and convincing assurance that the Tenderer will deliver to an excellent standard.
60% - 79%	A very good response that demonstrates real understanding and fully meets the requirements and assurance that the Tenderer will deliver to high standard.
40% - 59%	A satisfactory response which demonstrates a reasonable understanding of requirements and gives reasonable assurance of delivery to an adequate standard but does not provide sufficiently convincing assurance to award a higher mark.
20% - 39%	A response where reservations exist. Lacks full credibility/convincing detail, and there is a significant risk that the response will not be successful.
1% - 19%	A response where serious reservations exist. This may be because, for example, insufficient detail is provided, and the response has fundamental flaws, or is seriously inadequate or seriously lacks credibility with a high risk of non-delivery.
0 0%	Response completely fails to address the criterion under consideration



## Application Process

Tenderers must include the following with their response:

1. Proposal for providing the service, including a response to each award criteria as outlined above.
2. Tax clearance information.

Failure to provide the above may result in your elimination from this competition.

Please forward an application before **12 noon on Monday 28 April 2025** by email to [procurement@ihrec.ie](mailto:procurement@ihrec.ie) with “RFQ Anti-Human Trafficking Data Strategy and Reporting” in the subject line.

Requests for clarification can be submitted via email to [procurement@ihrec.ie](mailto:procurement@ihrec.ie) before **12 noon on Monday 21 April 2025**.

## ANNEX 1: Specificities of the Data Requirements

**IHREC will provide a brief of relevant confidential documents to the successful candidate.**

### IHREC NR Evaluation Reports of the Implementation of the EU Anti-Trafficking Directive

The Evaluation Reports contain a dedicated section that provides statistical data to show the trends of human trafficking in Ireland. In addition to an analysis of the implementation of the Directive and thematic chapters, each Evaluation Report contains data analysis in the form of factsheets that present in detail combined official data/trends in human trafficking since 2013, official data provided by the State, data provided by NGOs and a comprehensive numerical table.<sup>7</sup>

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<sup>7</sup> IHREC (2022) *Trafficking in Human Beings in Ireland. Evaluation of the Implementation of the EU Anti-Trafficking Directive*, pp. 178-184 ; IHREC (2023) *Trafficking in Human Beings in Ireland. Second Evaluation of the Implementation of the EU Anti-Trafficking Directive*, pp. 367-378; IHREC (2024) *Trafficking in Human Beings in Ireland. Third Evaluation of the Implementation of the EU Anti-Trafficking Directive*, pp. 400-412



These include:

A. Combined Data 2013 – Present:<sup>8</sup> trends in Human Trafficking

1. Types of Exploitation
2. Gender Dimension
3. Age of Victims
4. Origin of Victims

B. Present Official Data at a Glance

1. Number of Victims Identified
2. Gender (victims by gender)
3. Types of Exploitation (victims by type of exploitation and trends in previous three years)
4. Age of victims (victims by type of exploitation, gender and age)
5. Regions of origin (victims by regions of origin, victims of trafficking for sexual exploitation by region of origin, victims of trafficking for labour exploitation by region of origin and victims of trafficking by type of exploitation and region of origin)

C. Present Civil Society Data

1. Caseload of Specialist CSOs in Present (number of victims supported by organisation)
2. New and ongoing cases in Present (victims of trafficking supported by CSOs by organisation)
3. All victims of trafficking supported by CSOs in present by type of exploitation
4. New cases of victims of trafficking supported by CSOs in present by type of exploitation
5. All victims of trafficking supported by CSOs in by gender
6. New cases of victims of trafficking supported in present, by gender

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<sup>8</sup> Please note that ‘present’ denotes the year before the current. For a data collection and analysis exercise in 2025 ‘present’ would mean 2024.



7. All victims of trafficking for labour exploitation supported in present, by sector of exploitation
  8. New victims of trafficking for labour exploitation supported in present, by sector of exploitation
  9. Regions of origin of the new cases supported by CSOs in present
  10. New cases of trafficking for sexual exploitation supported by CSOs in present, by region of origin
  11. New cases of trafficking for labour exploitation supported by CSOs in present, by region of origin
- D. Comprehensive Data: table by year (2013-present) with victims of human trafficking by gender, age, type of exploitation and percentage of children.

#### GRETA Fourth Evaluation Report:

Group of Experts on Action against Trafficking in Human Beings (GRETA) Reporting recently launched the fourth evaluation round of implementation for the evaluation of the Council of Europe Convention on Action against Trafficking in Human Beings by the Parties and has sent a questionnaire to the State and other relevant bodies. A variety of stakeholders and civil society representatives will be consulted in the preparation of the reply, including IHREC NR on Human Trafficking, and we are preparing a response. GRETA's Fourth Evaluation Questionnaire contains a section with a number of questions on statistical information that require the provision of disaggregated data from 2022 to 2024:

“42. *Please provide the following statistics, per year starting with 2022, where available disaggregated as indicated below:*

- *Number of presumed victims and identified victims of THB in the sense of having been recognised by a state institution or mandated NGO as bearers of rights to services*



*provided for by the Convention (with breakdown by sex, age, nationality, form of exploitation, internal or transnational trafficking, and body which identified them).*

- *Number of victims of THB identified as part of the asylum procedure (disaggregated by sex, age, nationality, form of exploitation).*
- *Number of victims of THB who received assistance (disaggregated by sex, age, nationality, form of exploitation, internal or transnational trafficking).*
- *Number of child victims of THB who were appointed legal guardians.*
- *Number of victims of THB granted a recovery and reflection period (disaggregated by sex, age, nationality, form of exploitation).*
- *Number of victims of THB granted a residence permit, with an indication of the type of the permit (for the purpose of co-operation in the investigation/proceedings, on personal grounds, other) and its duration (disaggregated by sex, age, nationality, form of exploitation).*
- *Number of persons given refugee status or subsidiary/complementary protection on the grounds of being victims of THB (disaggregated by sex, age, nationality, form of exploitation).*
- *Number of victims of THB who claimed compensation, who were granted compensation and who effectively received compensation (disaggregated by sex, age, nationality, form of exploitation, with an indication of whether the compensation was provided by the perpetrator or the State, and the amount awarded).*
- *Number of victims of THB who received another form of financial support from the State, with the indication of the amount received.*
- *Number of victims of THB who received free legal aid.*
- *Number of victims of THB who were returned or repatriated to/from your country (disaggregated by sex, age, country of destination, form of exploitation).*
- *Number of investigations into THB cases (disaggregated by type of exploitation, with an indication of the number of victims concerned).*
- *Number of prosecutions in THB cases (disaggregated by type of exploitation, with an indication of the number of victims and defendants concerned).*





- *Number of convicted perpetrators of THB (disaggregated by sex, age, nationality, form of exploitation).*
- *Number of convictions for THB, with an indication of the form of exploitation, whether the victim was adult or child, the type and duration of the penalties, and whether they were effectively enforced or suspended.*
- *Number of judgments in THB cases resulting in the confiscation of assets.*
- *Number of convictions of legal entities for THB.”*

#### European Commission Progress Reports:

Part 1 of the European Commission request for the Preparation of the Reports on the Progress made in the fight against trafficking in human beings refers to “*Assessment of Trends in Trafficking in Human Beings*” and requests to:

- *“Please provide a comprehensive list and an assessment of the key trends on trafficking in human beings including on the sex, age, citizenship of victims and traffickers, and the forms of exploitation (e.g. sexual exploitation, labour exploitation, forced begging, forced criminality, forced marriage, illegal adoption, organ removal); new and emerging concerns; changes (if any) in the modus operandi; Organised Crime Groups, nationality of their members and links with other forms of crime; trafficking within national borders, including of own nationals; observed trafficking routes towards your Member State; involvement of legal persons; means of recruitment of victims (off and online) and profiles of perpetrators involved (traffickers, exploiters, profit makers, users and abusers, facilitators); high risk sectors; estimates of profit and money flows;*



*links with other forms of serious crime (e.g. migrant smuggling, drug trafficking, corruption, money laundering, child sexual abuse); demand.*

- *In order to do so, please consider your input for the Fourth Progress Report and a reflection on how the situation/trends have evolved/developed since the last reporting period (2019-2021).*
- *Base your reporting on statistical data, (academic) reports, studies, projects, case law, etc., as well as information provided at the local, regional, national, EU and international level, where available.”*

#### The Amended EU Anti Trafficking Directive

There is a new data requirement of the Revised 2024/1217 EU Anti-Trafficking Directive which will underpin the approach of the National Rapporteur to data collection going forward and once it is transposed, which is by July 2026.

The new provision, Article 19a of the revised Directive, imposes an obligation for member states on ‘*data collection and statistics*’:

*“1. Member States shall ensure that a system is in place for the recording, production and provision of anonymised statistical data to monitor the effectiveness of their systems to combat offences referred to in this Directive.*

*2. The statistical data referred to in paragraph 1 shall, as a minimum, include data available at the central level on:*



- (a) the number of registered identified and presumed victims of offences referred to in Article 2, disaggregated by registering organisation, sex, age groups (child/adult), citizenship, and form of exploitation, in accordance with national law and practices;*
  - (b) the number of persons suspected of the offences referred to in Article 2, disaggregated by sex, age groups (child/adult), citizenship, and form of exploitation;*
  - (c) the number of persons prosecuted for offences referred to in Article 2, disaggregated by sex, age groups (child/adult), citizenship, form of exploitation, and nature of the final decision to prosecute;*
  - (d) the number of prosecution decisions (i.e. charges for offences referred to in Article 2, charges for other criminal offences, decisions not to charge, other);*
  - (e) the number of persons convicted for offences referred to in Article 2, disaggregated by sex, age groups (child/adult), and citizenship;*
  - (f) the number of court judgments (i.e. acquittal, convictions, other) for the offences referred to in Article 2;*
  - (g) the number of persons suspected, persons prosecuted, and persons convicted, for offences referred to in Article 18a(1), disaggregated by sex and age groups (child/adult).*
- 3. Member States shall transmit annually to the Commission, in principle by 30 September and, where this is not possible, at the latest by 31 December each year, the statistical data referred to in paragraph 2 for the previous year”.*



## **ANNEX 2: NR NATIONAL EVALUATION REPORT REPORTING OF DATA**

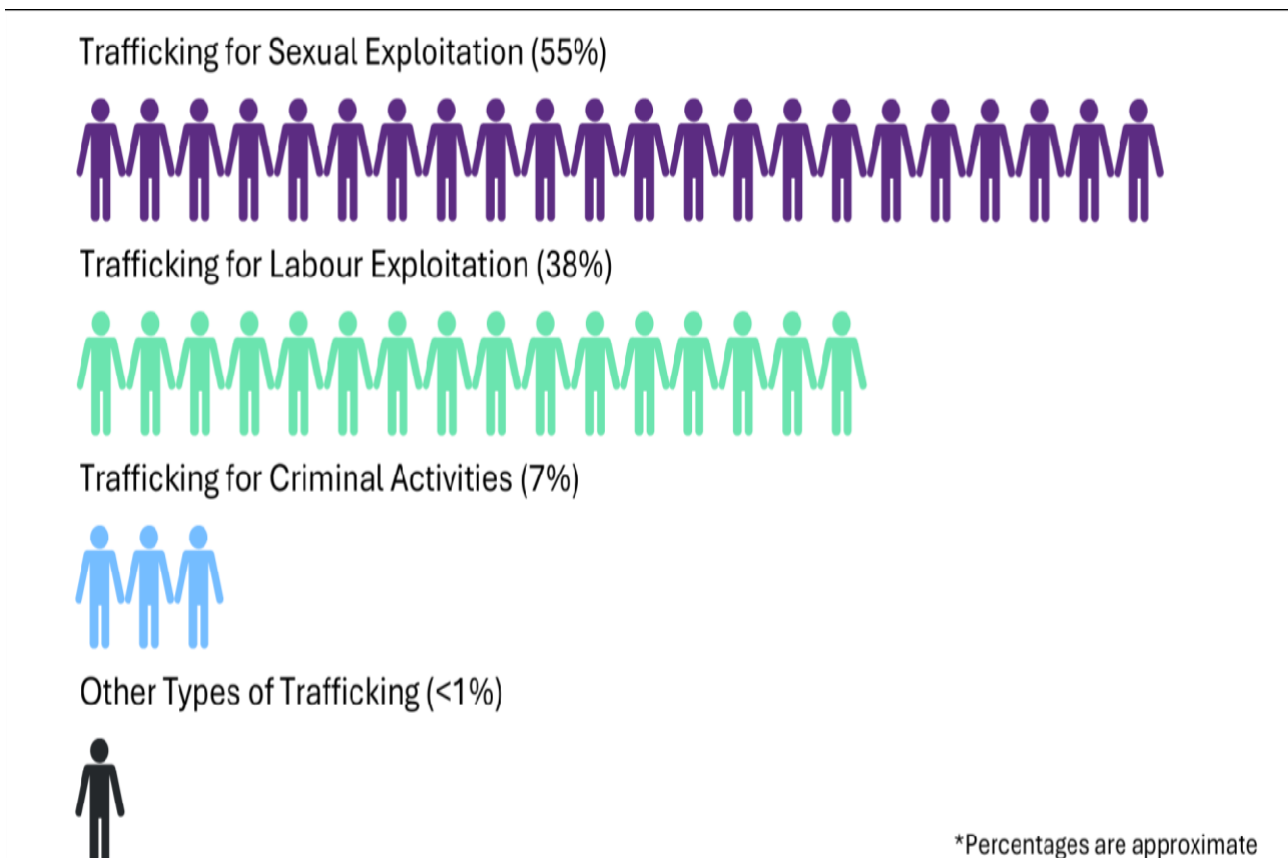
Example 1: Data provided in Executive Summary of the Evaluation Report

Example 2: Data provided in the Data Factsheets of the Evaluation Report

## Example 1: Data provided in Executive Summary of the Evaluation Report

### Multiannual Trends

Figure 1: Victims of Human Trafficking 2013-2023



The data trends have remained largely consistent over the last eleven years (2013-2023). Ireland remains primarily a destination for trafficking in persons. In total, 566 people have been identified as victims of trafficking since 2013. The most frequently detected forms of trafficking in Ireland continue to be trafficking for the purpose of sexual exploitation ('TSE'), trafficking for the purpose of labour exploitation ('TLE'), and trafficking for the purpose of criminal activities ('TCA'). Human trafficking continues to be a highly gendered and racial act; more women than men are trafficked in Ireland, and almost all identified victims are of a migrant background. Africa and the European Economic Area ('EEA') and, to a lesser, extent

Asia, Europe (non-EEA), and Latin America, are the most common regions of origin for victims of trafficking in Ireland. Most victims of TSE are from the African continent, while the EEA and Asia are represented in TLE. TCA mainly affects people from Asia and the EEA.

Multiannual data from the National Referral Mechanism ('NRM') for the identification and assistance of victims of trafficking shows that TSE accounts for 55% of all identified cases, followed by TLE (38% of all identified cases), and TCA (7% of all identified cases). It is important to remind that about 40% or more of the cases are never identified.

Over the last three years, from 2021 to 2023, there were 139 victims of trafficking identified in Ireland, which is up by 12% compared to the previous three-year period (2019-2021),<sup>11</sup>, which shows significant increase.

The total number of victims of trafficking in 2023<sup>12</sup> represents a 20% increase from 2021, which is a significant increase that has occurred within a relatively short period of time. This also demonstrates that the capacity to identify victims of trafficking in Ireland has increased.

Over the last three years, TSE and TLE show a slight increasing and decreasing trend, respectively. The more notable change has occurred in respect of TCA identified victims of trafficking, which has risen from 0 (in 2021) to 9 (in 2023). TCA represents 17% of all victims of trafficking identified in 2023, which is significant. We have included a special overview of TCA in [Chapter 2](#) of this Report.

The national multiannual official data demonstrates the highly gendered aspect of human trafficking, which proves to be a consistent trend in Ireland (as well as overall in the EU). Overall, more women (68%) are victims of human trafficking than men (32%). Over the years, there has been only one case of a transgender victim of human trafficking officially recorded.

**Figure 2: Victims of Trafficking by gender 2013-2023**

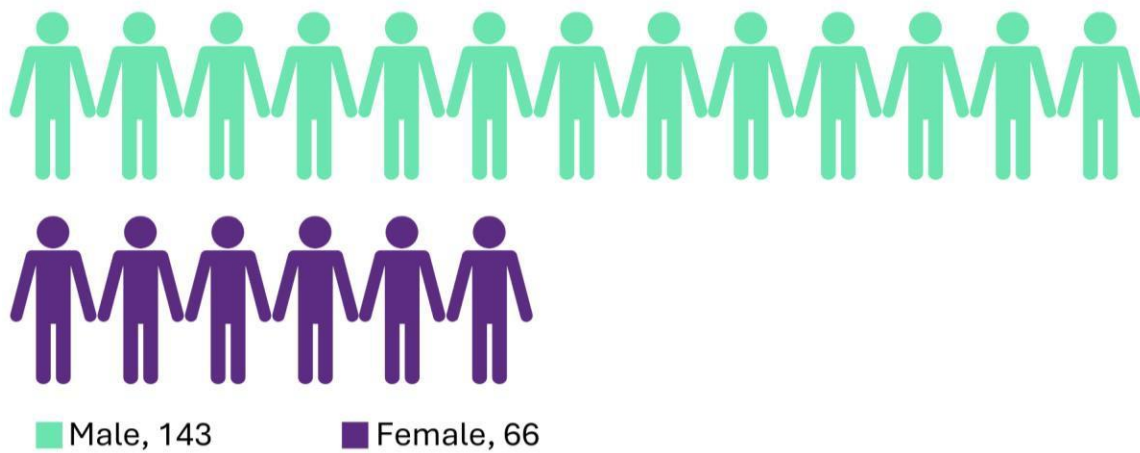


<sup>11</sup> Three annual periods are a timeframe for assessment of human trafficking trends in the European Union.

<sup>12</sup> 53 officially identified/accepted into the current national referral mechanism

The gender dimension of human trafficking is particularly evident in TSE, where over 96% of victims are women. TLE is also gendered, but to a lesser extent, and it affects more men (69%).

**Figure 3: Trafficking for Labour Exploitation 2013-2023, by Gender**



**Figure 4: Trafficking for Sexual Exploitation 2013-2023, by Gender**

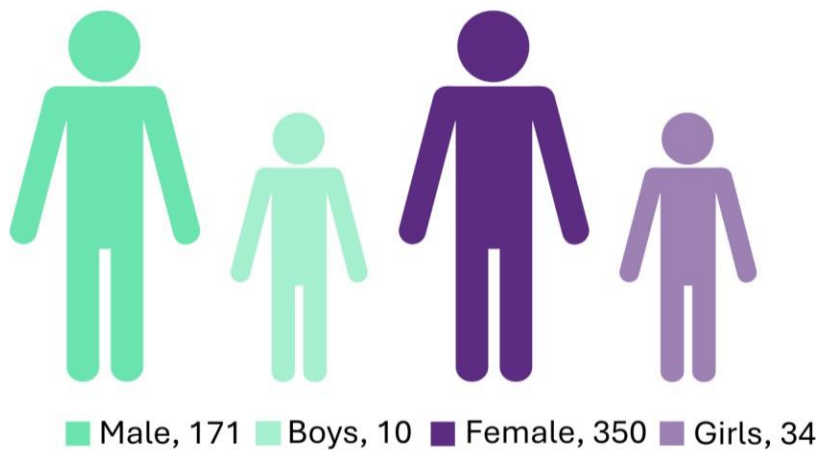


Children represent 8% of all victims of trafficking in Ireland. 44 children have been officially recognised as victims of trafficking in Ireland since 2013 (among a total of 566 victims identified). This is significantly less than the most recent EU average (15%).<sup>13</sup> Similarly to the gender demographics in adults, the data shows that more girls than boys are trafficked at 9% and 5% of all victims identified, respectively. 77% of child victims of trafficking identified are

<sup>13</sup> Directorate-General for Migration and Home Affairs (2024) '[Newly released data show an increase of trafficking in human beings](#)' European Commission (28 February)

girls. No child victims of trafficking were identified in 2020 and 2021. In 2022 and 2023, 5 child victims of trafficking were identified each year as suspected victims of trafficking – 8 girls and 2 boys. The majority of these were victims of TSE (6), followed by TCA (3), and TLE (1).

**Figure 5: Victims of Trafficking by gender and age 2013-2023**



Data shows that prostitution is a high-risk environment for sexual exploitation in Ireland. The EU identifies prostitution, escort agencies, the pornography industry, massage parlours, and bars and nightclubs as high-risk environments for sexual exploitation. Agriculture, construction, seasonal work, food processing, hospitality, carwashes, and cleaning and domestic work are some of the high-risk sectors identified for TLE. Further information on trends and statistics is provided in [Appendix 2](#).



## Example 2: Data provided in the Data Factsheets of the Evaluation Report

### Factsheet 1: Combined Official Data for 2013-2023

#### Trends in Human Trafficking

The diagrams are based on official data regarding victims of trafficking recorded in Ireland by the State. The period includes data from January 2013 to December 2023 in order to align to the case reclassification undertaken by the State. The Department of Justice and An Garda Síochána are the sources of the data.

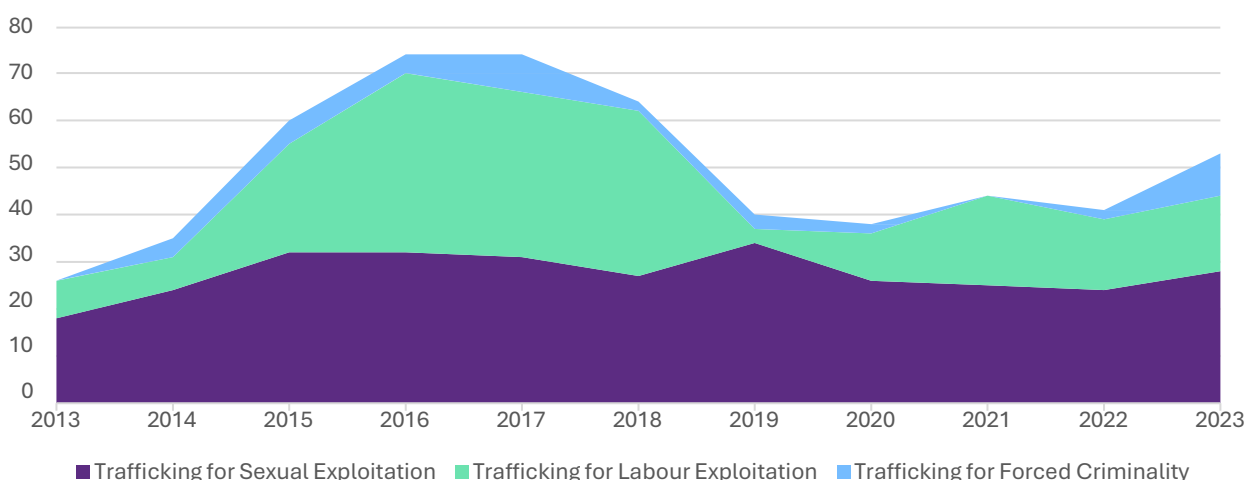
#### Types of Exploitation over the Years

Data trends have remained mostly consistent over the last eleven years (2013-2023). Ireland remains primarily a destination for trafficking in persons. In total, 566 people have been officially identified as victims of trafficking since 2013.

Multiannual data from the National Referral Mechanism for the Identification and Assistance (NRM) of victims of trafficking shows that the most frequently detected forms of trafficking in Ireland continue to be trafficking for the purpose of sexual exploitation (TSE, 55%), trafficking for the purpose of labour exploitation (TLE, 38%), and trafficking for the purpose of criminal activities (TCA, 7%).

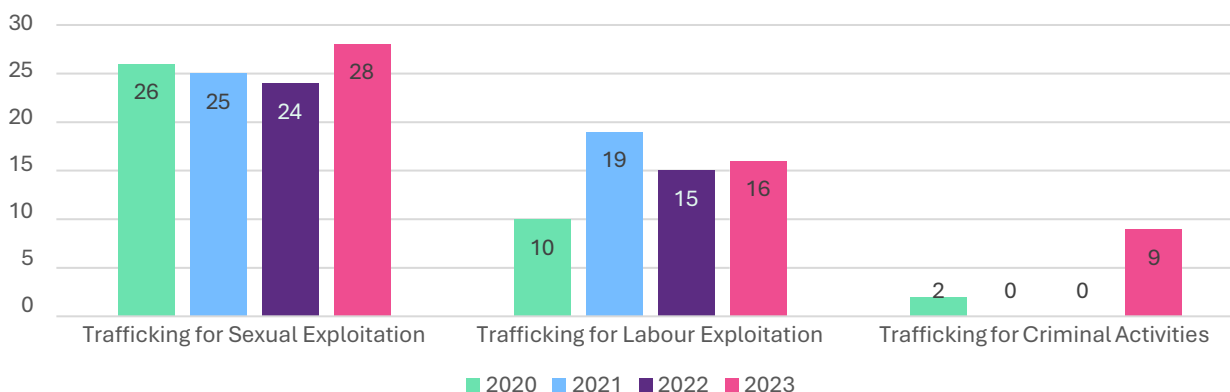
The total number of victims of trafficking in 2023 represents a 20% increase from 2021, and a 26% increase from 2022. This is a significant change that has occurred within a relatively short period of time. This also demonstrates that the capacity to identify victims of trafficking in Ireland has increased lately.

**Diagram 1: Trends in Types of Exploitation 2013-2023**



Over the last three years, TSE and TLE show a slight increasing and decreasing trend, respectively. The more notable change has occurred in respect of TCA, which has risen from 0 (in 2021) to 9 (in 2023) victims of trafficking. TCA represents 17% of all victims of trafficking identified in 2023, which is significant. We have included a special overview of TCA in [Chapter 2](#) of this Report. For further information on number distribution see the Comprehensive Data Table included in Factsheet 4.

**Diagram 2: Types of Exploitation in 2020, 2021, 2022 and 2023**

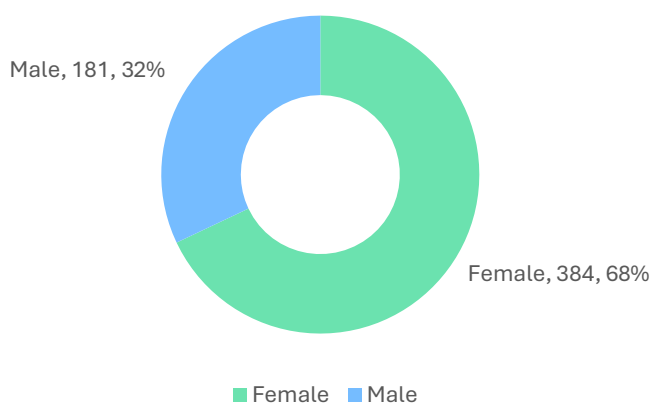


## Gender Dimension

Human trafficking continues to be a highly gendered and racial act; more women than men are trafficked in Ireland, and the vast majority of victims are of a migrant background.

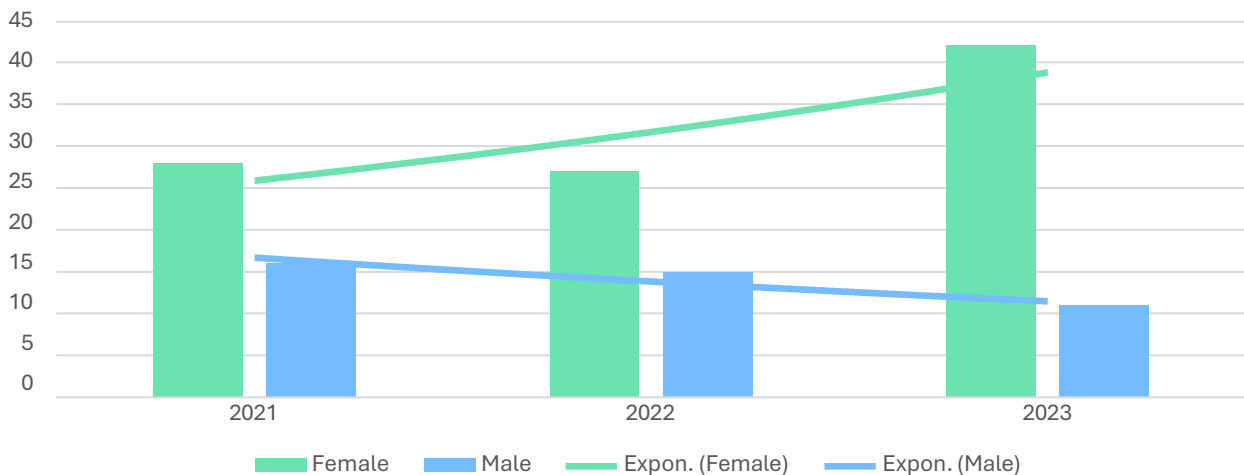
The national multiannual official data demonstrates the highly gendered aspect of human trafficking, which proves to be a consistent trend in Ireland (as well as in the EU). Overall, more women (68%) fall victim of human trafficking than men (32%). Over the years, there has been only one case of a transgender victim of human trafficking officially recorded.

**Diagram 3: Victims 2013-2023, by Gender**



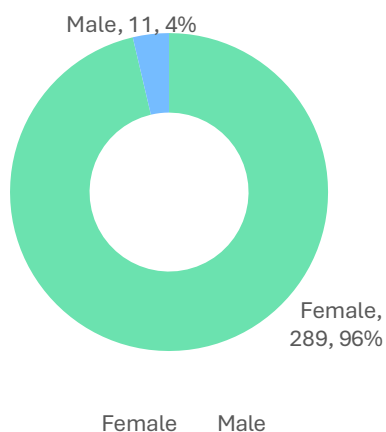
There is an increase in identified female victims overall. For illustration, the number of female victims between year 2021 and year 2023 increased by one third. **In 2023 alone, female victims represented almost 80% of the identified victims.** This trend was understandably accompanied by a slight decrease in male victims identified.

**Diagram 4: Trends in Gender of Victims over 2021, 2022 and 2023**

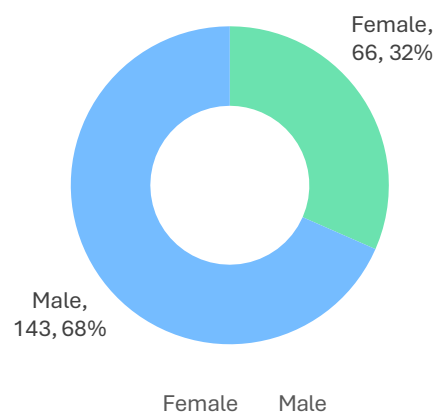


Based on the profile of identified victims, TSE remains the most gendered type of human trafficking exploitation, affecting over 96% female victims. TLE is also gendered but to a lesser extent, with 68% male victims and 32% female. In TCA, female victims are the majority (66%).

**Diagram 5: Trafficking for Sexual Exploitation, 2013-2023, by Gender**



**Diagram 6: Trafficking for Labour Exploitation, 2013-2023, by Gender**

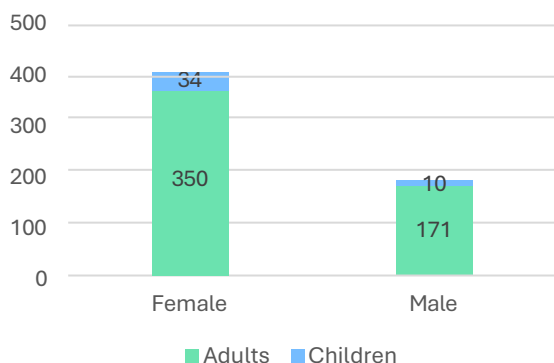


## Age of Victims

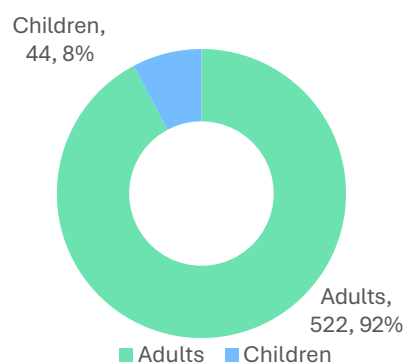
Children represent 8% of all victims of trafficking identified in Ireland. 44 children have been officially recognised as victims of trafficking in Ireland since 2013 (among a total of 566

victims identified). This is significantly less than the most recent EU average (15%). Similarly to the gender demographics in adults, the data shows that more girls than boys are trafficked at 9% and 5% of all victims, respectively. 77% of child victims of trafficking are girls. No child victims of trafficking were identified in 2020 and 2021. In 2022 and 2023, five child victims of trafficking were identified each year as suspected victims of trafficking – eight girls and two boys. The majority of these were victims of TSE (6), followed by TCA (3), and TLE (1).

**Diagram 7: Victims of Trafficking by Gender and Age, 2013-2023**



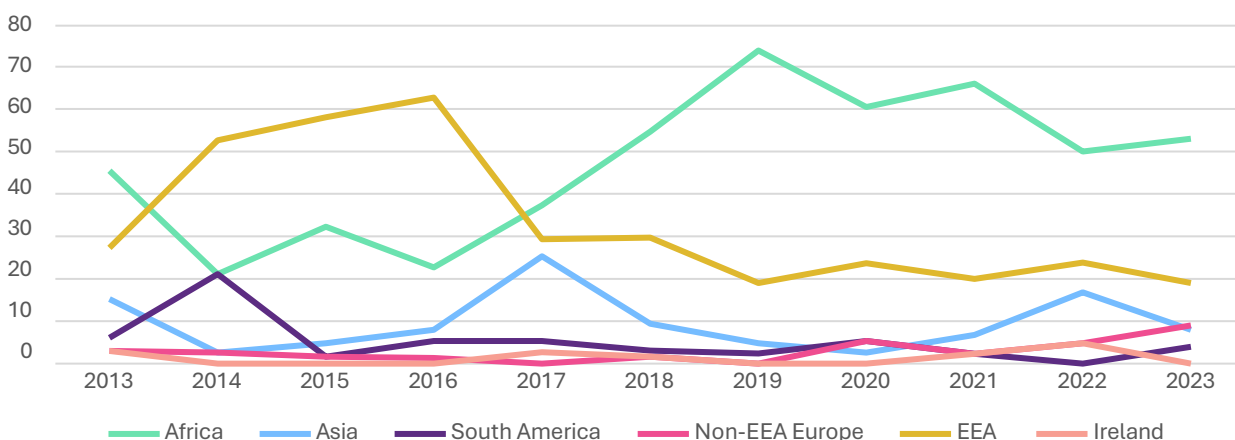
**Diagram 8: Victims of Trafficking by Age, 2013-2023**



## Origin of Victims

Africa and the European Economic Area (EEA) and, to a lesser extent, Asia, Europe (non-EEA), and Latin America, are the most common regions of origin for victims of trafficking in Ireland. Most victims of TSE are from the African continent, while the EEA region is significant in terms of TLE. TCA mainly affects people from Asia and the EEA. Isolated cases of Irish nationals are also observed, which includes two cases of child trafficking for sexual exploitation in 2022. No cases of Irish nationals have been recorded in 2023.

**Diagram 9: Trends in Regions of Origin of Victims 2013-2023**



## Factsheet 2: 2023 Official Data at a Glance

### 2023 Official Data at a Glance

The diagrams below illustrate the official data of the State, based on the victims of trafficking in the National Referral Mechanism (NRM) in 2023.

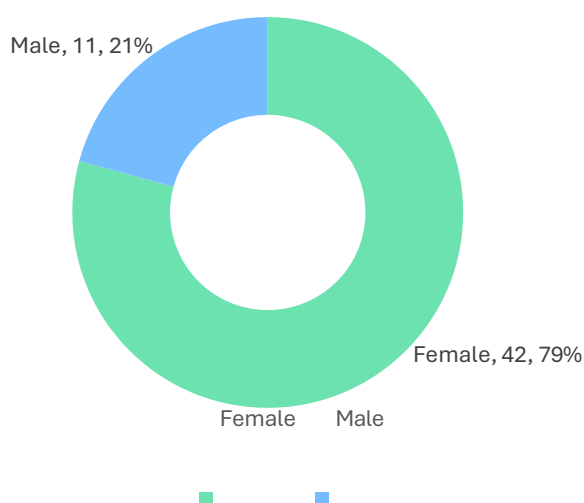
#### Number of Victims Identified

The State reported that there were 53 cases officially accepted in the National Referral Mechanism (NRM) for victims of trafficking in 2023. This represents a significant increase of 20% compared to 2022. Overall, the number of identified victims has increased in comparison to the preceding years (42 in 2022 and 44 in 2021). Studies have found that the annual data represents an underestimate of around 40%, due to the clandestine nature of the crime and the complexity in detecting and confirming victims. The overall number of recorded cases depends on the parameters of the NRM which is currently under review. It is expected that, once revised and properly implemented, the new mechanism will lead to an increased number of victims bringing us closer to the levels of reality.

#### Gender

In line with the existing trends, the majority of victims identified in 2023 were female (79%). There was a stark increase (by 33%) in female victims across all forms of trafficking from the previous year (in trafficking for sexual exploitation (TSE) from 24 to 28, in trafficking for labour exploitation (TLE) from three to eight and in and trafficking for the purpose of criminal activities (TCA) from zero to six). There was a slight decrease in male victims identified overall, including in the primarily male-dominated TLE (from 12 to 8).

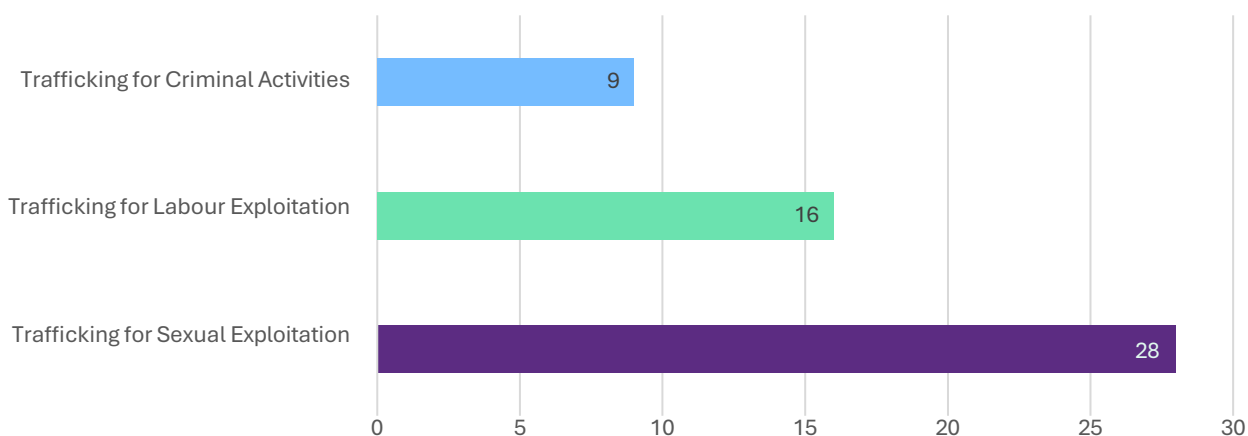
#### Diagram 1: Victims of Trafficking in 2023, by Gender



## Types of Exploitation

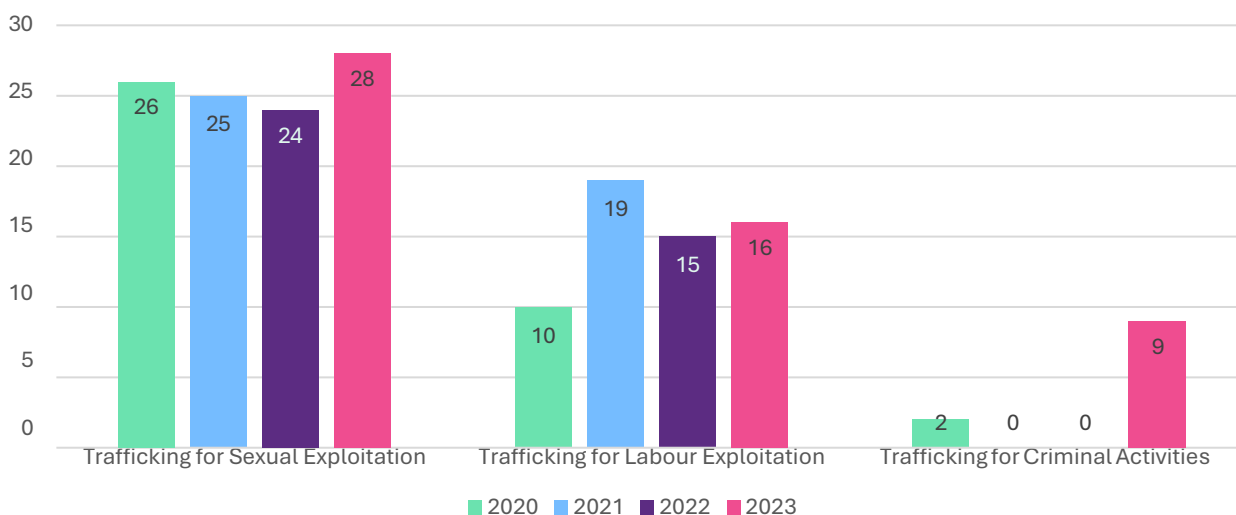
The overall increase in the number of detected victims in 2023, is largely due to an increase in TSE (by 16%) and by the quadrupling of the cases of TCA. Six female victims of TCA were identified, representing the first female victims of this type of exploitation since 2019.

**Diagram 2: Victims of Trafficking in 2023, by Exploitation**



In 2023, TSE remains the most reported type of exploitation in the NRM (53% of all cases), followed by TLE (30%). Of note is TCA, which from very low levels since 2018, has emerged representing 17% of the cases in 2023. This is illustrated in Diagram 3 below. In this regard, the situation in Ireland mirrors the EU where novel and less usual forms of exploitation, such as forced marriages and illegal adoption are on the rise.

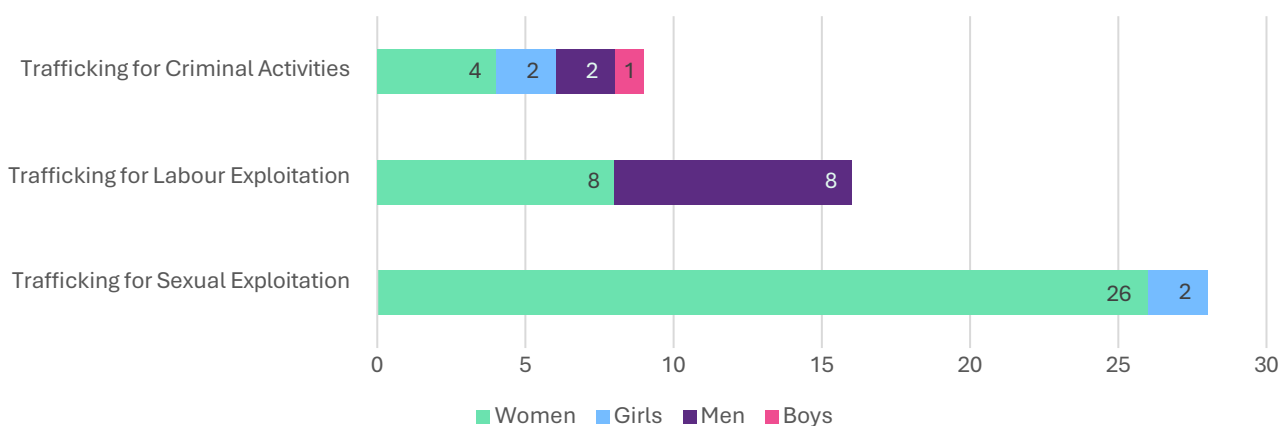
**Diagram 3: Trends in Types of Exploitation, 2020-2023**



## Age of Victims

In 2023, we had five reported cases of trafficking of child victims (9% of all cases) – four girls and one boy. This is the same number of minors and the same gender ratio as last year (2022). The presence of children among the victims is concerning but not surprising. The average rate at which we identify child victims is lower than the EU average. It is expected that this will change with the upskilling of Tusla and its formal inclusion in the new NRM. Increased efforts in training are reported for 2023.

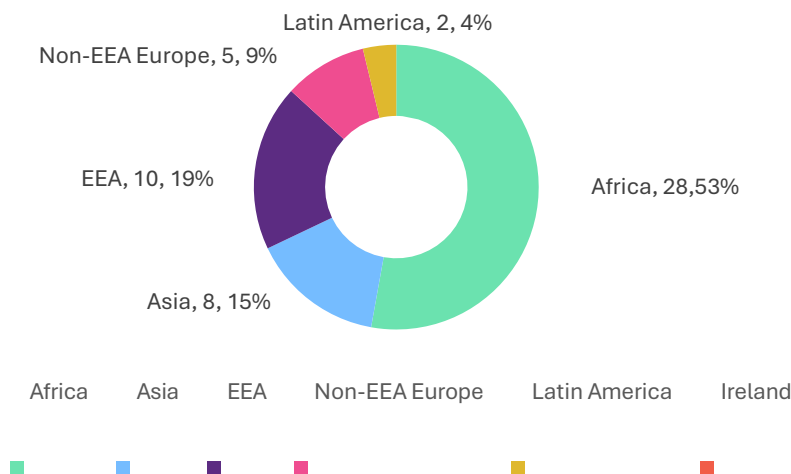
**Diagram 4: Victims of Trafficking in 2023, by Exploitation, Gender and Age**



## Regions of Origin

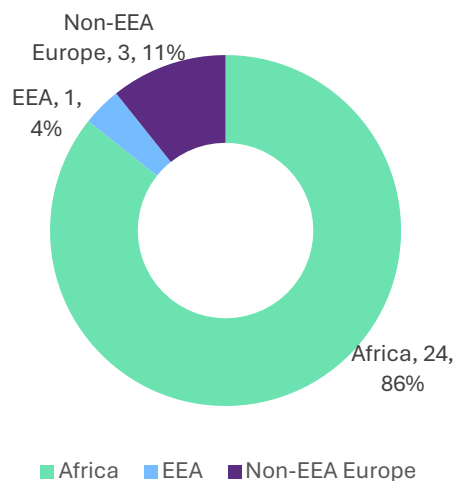
Africa, the EEA and Asia were the main regions of origin of victims in 2023. Non-EEA Europe and Latin America are also represented. Africa remains by far the most prevalent source region for victims detected in Ireland. No Irish nationals were identified as being victims in 2023.

**Diagram 5: Victims of Trafficking in 2023, by Region of Origin**

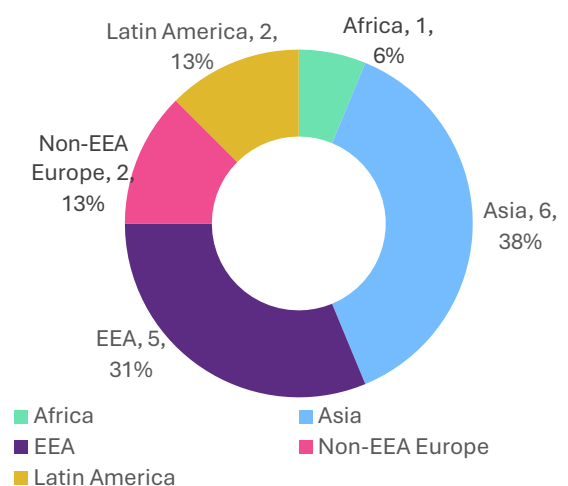


The data consistently indicates that Africa is the most represented region of origin for TSE, while the EEA and Asia are the most represented regions in TLE. Asia is a notable region of origin for both TSE and TLE, and the sole region for TCA. Interestingly, more than half of the victims in TCA were from the EEA.

**Diagram 6: Victims of Trafficking for Sexual Exploitation in 2023, by Region of Origin**



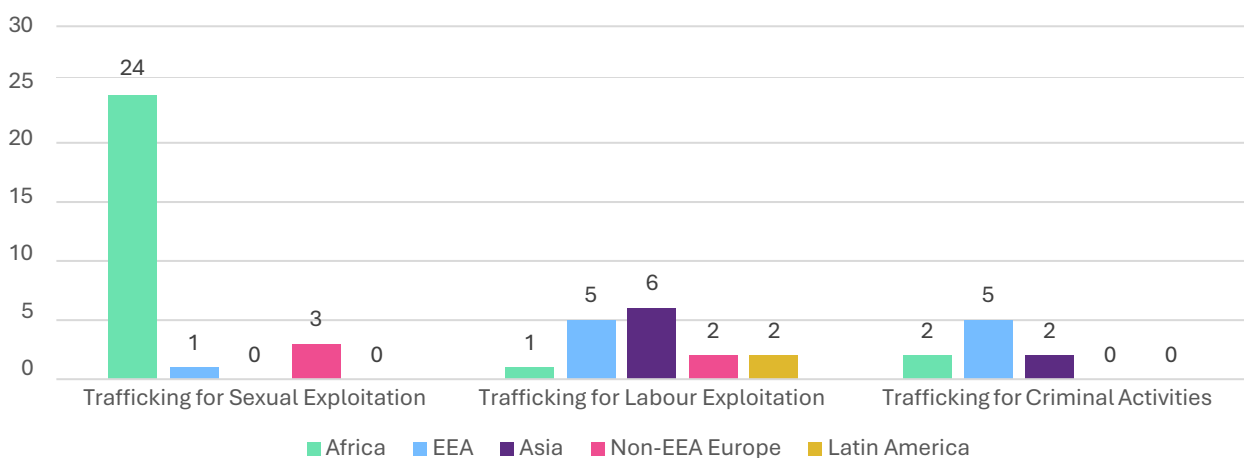
**Diagram 7: Trafficking for Labour Exploitation in 2023, by Region of Origin**



As in previous years, victims of TSE are predominantly from African countries. Asia and the EEA are the main regions of origin for victims of TLE.

For the first time since the Commission began presenting trafficking data, TCA is dominated by victims from the EEA. TCA presents interesting data that will be worth watching closely in the foreseeable future.

**Diagram 8: Victims of Trafficking in 2023, by Region of Origin and Form of Exploitation**





## Factsheet 3: Specialist Civil Society Organisations' Data 2023

### Civil Society Data for 2023

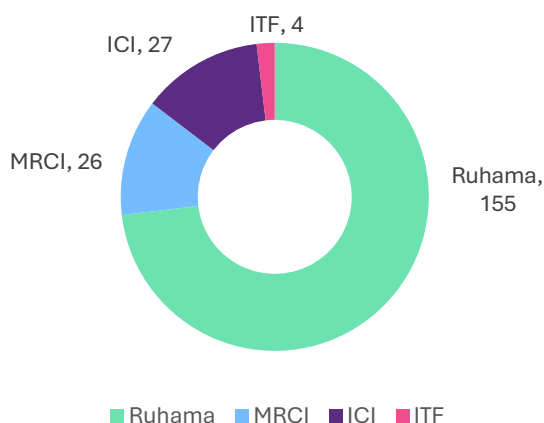
Data for 2023 was provided by four specialist Civil Society Organisations (CSOs) – Ruhama, Migrant Rights Centre of Ireland (MRCI), Immigrant Council of Ireland (ICI) and the International Transport Workers' Federation/Ireland (ITF). These organisations have been consistently contributing to the data collection work of the Commission. This has been vital for the fulfilment of the role of the Rapporteur in line with Article 19 of the EU Anti-Trafficking Directive, mandating the 'gathering of statistics, including in cooperation with CSOs'. The Commission hopes that in the future more CSOs could develop data systems and contribute to the national data collection efforts.

It must be explained from the outset that it is currently impossible to reconcile the official data received from the State with the data provided by specialist CSOs. No central data system exists at present. The Commission has recommended that with the revised NRM (expected to be launched in 2024), a uniform data system be established to capture all suspected cases and to avoid repetition.

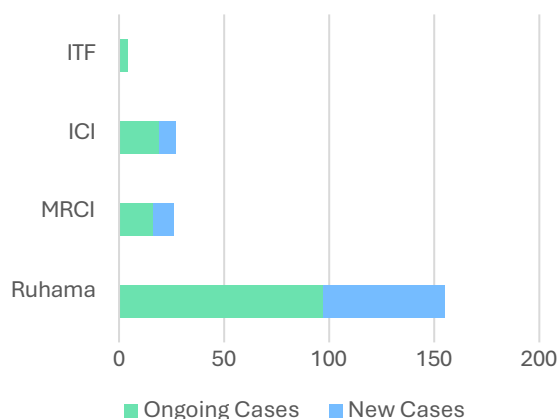
### Data Analysis

In 2023, the aforementioned four specialist CSOs provided assistance to 212 suspected victims of trafficking, distributed among them as shown on Diagram 1. Of these cases, 76 were new cases. A 'new case' denotes that the victim was encountered by the service for the first time in 2023. The rest, 136, were ongoing cases where the victims have been engaged with the service before 2023 (presented in Diagram 2).

**Diagram 1: Caseload of Specialist CSOs in 2023 (Number of Victims supported by organisation)**



**Diagram 2: New and Ongoing Cases of Victims of Trafficking supported by CSOs in 2023**

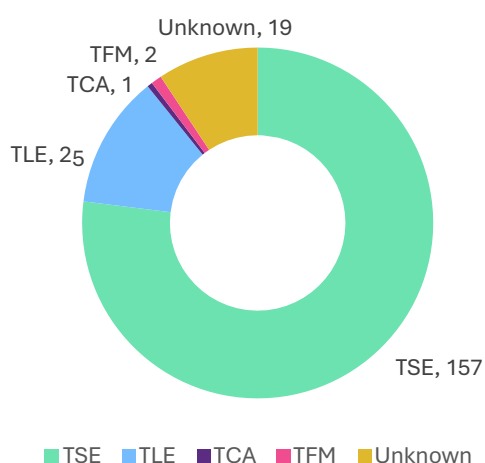


**CSOs are taking on increased caseloads:** Data indicates that in 2023, the specialist CSOs have increased their caseloads compared to previous years, 13% more than 2022 (188 cases). There is also an increase in the new cases taken on in 2023 as compared to 2022, representing a difference of 15% (66 vs 76 cases). The Commission has welcomed the increased funding by the State to the CSOs and acknowledges the increased commitment to victim support services among CSOs.

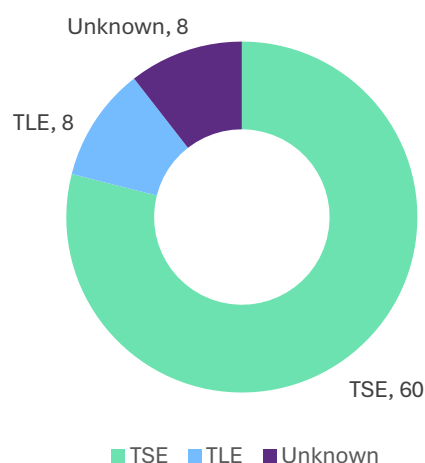
**Trafficking for sexual exploitation continues to dominate national statistics:** Trafficking for sexual exploitation (TSE) is the most often identified form of exploitation, followed by trafficking for labour exploitation (TLE) and other rarer forms such as trafficking for criminal activities (TCA) and trafficking for forced marriages (TFM) (Diagram 3). Increased efforts are needed to detect and support victims of TLE and other types of human trafficking, in addition to TSE.

The data also indicates that increased and sustainable investment in services for victims of trafficking recovering from sexual and gender-based violence is needed.

**Diagram 3: All Victims of Trafficking supported by CSOs in 2023 by Type of Exploitation**

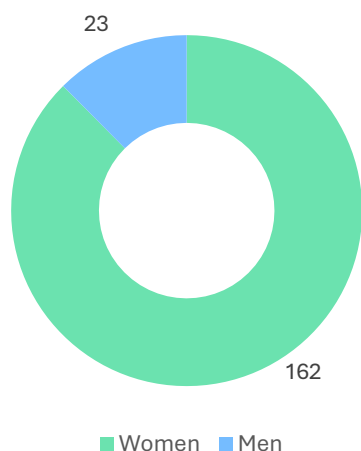


**Diagram 4: New Cases of Victims of Trafficking supported by CSOs in 2023 by Type of Exploitation**

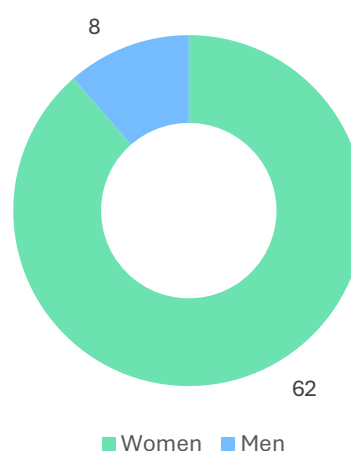


**Significantly more women than men are trafficked in Ireland:** In 2023, the cases supported by CSOs show that more women are trafficked than men (based on available data, in 27 out of 212 cases, information on gender was not submitted). A similar ratio applies to the gender breakdown of the new cases taken on in 2023 by the CSOs. **This indicates that the gender-specific services for women require continuous investment.**

**Diagram 5: All Victims of Trafficking supported by CSOs in 2023, by Gender**

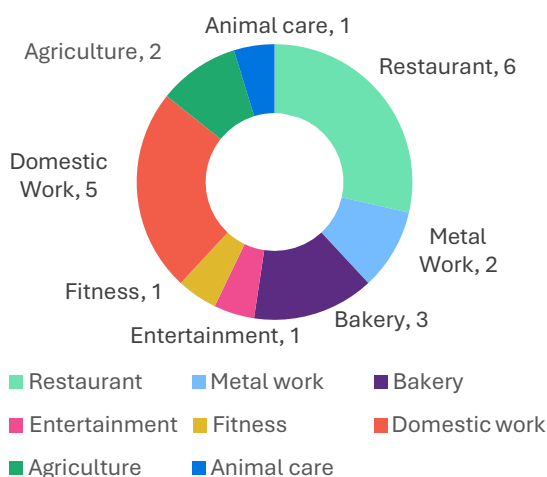


**Diagram 6: New Cases of Victims of Trafficking supported in 2023, by Gender**

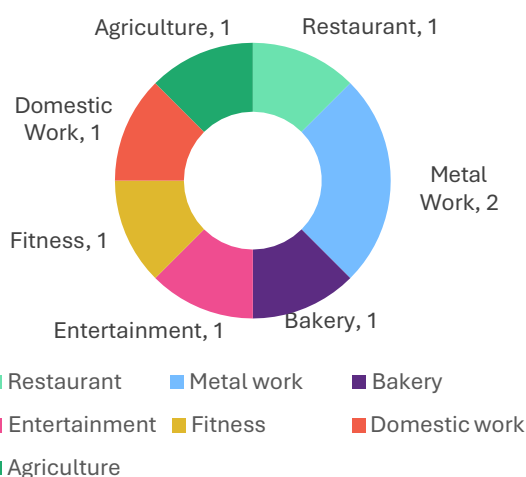


**Sectors of exploitation:** In TSE, the primary exploitation environment is prostitution (the sex industry). In the case of TLE, there are diverse sectors of the economy present in the data (as shown in the diagrams). **Investment in targeted efforts for screening these sectors could represent a viable strategy to address TSE and TLE.**

**Diagram 7: All Victims of TLE supported in 2023, by Sectors of Exploitation**



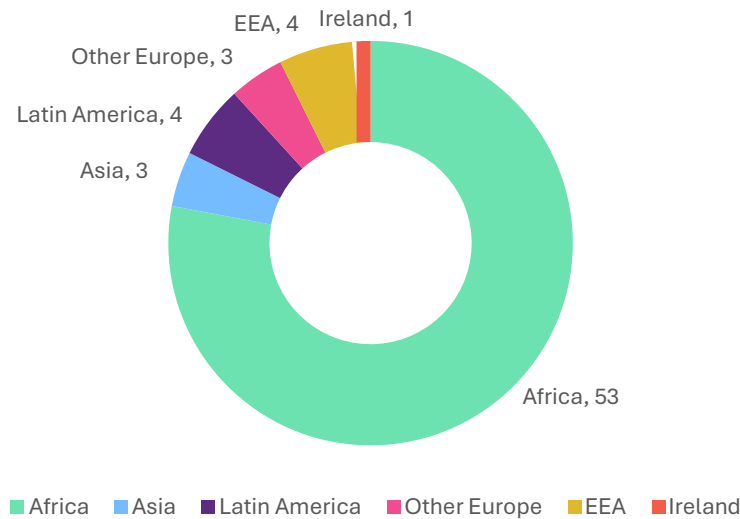
**Diagram 8: New Victims of TLE supported in 2023, by Sectors of Exploitation**



**Regions of origin of victims:** Data on new cases collected from the CSOs for 2023 shows that the African continent continues to be the main source region for victims of trafficking in Ireland (based on available data, in eight of the cases, the source region was not known). Other regions of note are the European Economic Area (EEA), Latin America, non-EEA Europe, and Asia.

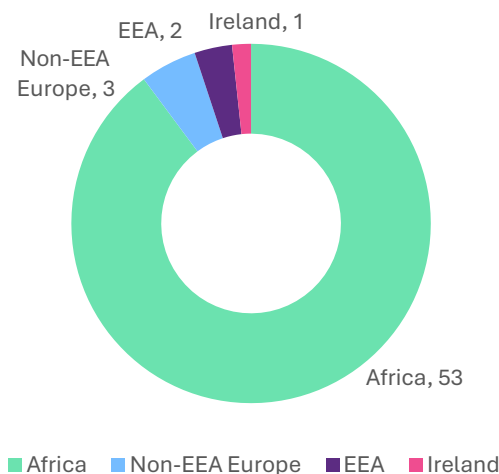
The proportion of identified victims from Africa has increased significantly in 2023, reaching 78%. By comparison, in 2022, victims from Africa represented 68% of the cases. This is primarily accounted for by the frequent appearance of Africa as a source region in the cases of TSE, as shown below.

**Diagram 9: Regions of Origin of the New Cases supported by CSOs in 2023**

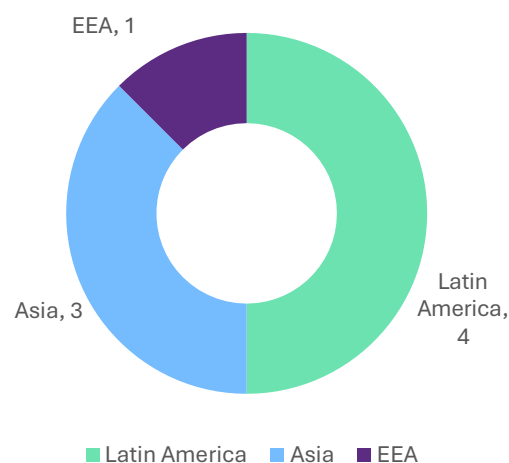


**Regions of origin in Trafficking for Sexual Exploitation and Trafficking Labour Exploitation:**  
In line with statistics to date, Africa is the most represented source region in TSE, accounting for 88% of these cases. In TLE, Latin America, Asia, and the EEA are represented in 2023.

**Diagram 10: Diagram 31. New Cases of TSE supported by CSOs in 2023, by Region of Origin**



**Diagram 11: Diagram 32. New cases of TLE supported by CSOs in 2023, by Region of Origin**



## Factsheet 4: Comprehensive Data

Year	Victims (adults and children)	TSE	TLE	TFB	TCA	TOR	TSE/ TLA/ TCA combined	Unknown	Total by year	Children	Annual percentage of children
2013	Female	18	6				1	5	30	4	
	Male		2					1	3	1	
	Total	18	8				1	6	33	5	15%
2014	Female	23	3	1			1		28	2	
	Male	1	4		4			1	10	2	
	Total	24	7	1	4		1	1	38	4	11%
2015	Female	30	8		1		2		41	6	
	Male	1	15		4				20	1	
	Transgender	1							1		
	Total	32	23		5		2		62	7	11%
2016	Female	32	6				1		39	1	
	Male	0	32		4				36		
	Total	32	38		4		1		75	1	1%
2017	Female	28	11	1	5				45	3	
	Male	3	24		3				30		
	Total	31	35	1	8				75	3	4%
2018	Female	26	7						33	3	
	Male	1	28		2				31	2	
	Total	27	35		2				64	5	8%
2019	Female	33	2		3				38	7	
	Male	1	1				2		4	2	
	Total	34	3		3		2		42	9	21%
2020	Female	24	8		1				33		
	Male	2	2		1				5		
	Total	26	10		2				38		0%
2021	Female	24	4						28		
	Male	1	15						16		
	Total	25	19						44		0%
2022	Female	23	3			1			27	4	
	Male	1	12		2				15	1	
	Total	24	15		2	1			42	5	12%
2023	Female	28	8		6				42	4	
	Male	0	8		3				11	1	
	Total	28	16		9				53	5	9%
Combined Data 2013 - 2023	Female	289	66	2	16	1	5	5	384	34	9%
	Male	11	143		23		2	2	181	10	6%
	Transgender	1							1		
	Total	301	209	2	39	1	7	7	566	44	8%