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Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings

2007: A PLATFORM FOR ACTION

Annual Report of the OSCE Special Representative
and Co-ordinator for Combating Trafficking in Human Beings
presented at the Permanent Council Meeting, 22 November 2007

Foreword

My first year in office has provided me with the opportunity to establish a *Platform for Action* through dialogue, by sharing experiences and information with public and civil actors and decision makers in the participating States. All major national and international partners against trafficking in human beings have been joining efforts to step up actions and implement OSCE commitments and recommendations in more efficient ways. Through advocacy, in bilateral meetings with government and other political decision makers, in media and through concerted efforts to support and assist participating States I believe we have made progress.

The political profile of the OSCE and our commitment to end the scourge of trafficking as one inherent part of our work for comprehensive security in our region is widely recognized and has continued to rise. States are realizing their obligations to meet international standards and are taking practical action on the ground. The need to accelerate common efforts is not contested. We have worked with the media to ensure that accurate and more profound messages reach the public. We have encouraged investigating journalism to reveal complex root causes and markets of demand, and to show the cruelty that is taking place in our societies against other human beings. NGOs and civil society groups are being consulted and involved in all of our efforts. We have stressed the importance of involving also new stakeholders, such as private companies, and showed successful practices. We have proved that trafficking victims must be heard and incorporated into the policy-making process whenever possible, to reach better results.

I have worked hard to ensure that national authorities understand their responsibility to take action against trafficking, establish effective co-ordination and reporting mechanisms, and start responding better to the need for accurate data on trafficking in human beings. The problems of child trafficking, and the pressing need to ensure *ALL* forms of trafficking are responded to, have been high on my agenda. Identification of victims and their effective protection continued to be burning issues throughout 2007. Finally, it is my strongly held conviction that the *prevention* of trafficking remains a top priority. This means more than simply awareness raising. It means taking a long and hard look at the root causes of the problem at national, regional and global levels. It means being prepared to influence and change the structural factors which enable exploitation in the 21st century. I intend to develop this work in 2008 and build on the *Platform for Action* established this year.

I wish to acknowledge the support and contributions of the Governments and delegations of the participating States; the Spanish OSCE Chairmanship, the Secretary General, the OSCE executive structures, including ODIHR and field operations of the OSCE, and the members of the *Alliance against Trafficking in Persons*; In particular I extend my thanks to all dedicated and highly professional staff and interns in my Office who have worked tirelessly to support my work.



Eva Biaudet
OSCE Special Representative and Co-ordinator
for Combating Trafficking in Human Beings

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1. Executive summary

The current Special Representative and Co-ordinator for Combating Trafficking in Human Beings, Eva Biaudet (SR) was appointed in October 2006. This is the second Annual Report produced by the OSCE Special Representative according to the requirements of Ministerial Council Decision 13 of 2005 on Combating Trafficking in Human Beings. This report covers the SR's work between January and October 2007. A survey of anti-trafficking measures has been forwarded to OSCE participating States and a report on the responses will be issued in 2008 when a sufficient number of responses has been received.

According to OSCE Ministerial Council Decision No.3/06 the mandate¹ of the SR is *inter alia*: to represent the OSCE with regard to the struggle against trafficking in human beings, to co-operate with and assist OSCE participating States with implementing measures against trafficking; and to co-ordinate all OSCE anti-trafficking efforts. Within this context the SR views her role as being a *catalyst* for action against human trafficking. Furthermore, the SR intends to play an important role in promoting dialogue and facilitating concrete exchanges and co-operation between decision makers and practitioners in countries of origin and destination.

Since the beginning of her mandate, the SR has engaged in a wide-ranging and thorough consultative process within OSCE, with participating States, other IGOs, NGOs and partners in the *Alliance against Trafficking in Human Beings*. This has helped to gain support for an agenda for 2007, which has formed the basis of the SR's work and gradually contributed towards a common advocacy platform for all OSCE bodies working on THB.

The overarching issue on the SR's 2007 agenda is the promotion of a human rights approach to the design, implementation and evaluation of all anti-trafficking policies and actions. The SR supports the view that this approach should also be gender-sensitive. The specific thematic priority areas are:

1. Encouraging action at national level and establishing national anti-trafficking structures.
2. Promoting evidence-based policies and programmes.
3. Stepping up efforts to prevent trafficking in human beings.
4. Prioritizing action against child trafficking.
5. Addressing *all* forms of trafficking in human beings.
6. Promoting effective assistance and access to justice for all victims.

This is complemented by consistent efforts to advocate for more effective implementation of all OSCE anti-trafficking commitments and for the ratification and implementation of key relevant international instruments.

The main activities of the SR have been raising the public and political profile of combating THB in the OSCE region through direct dialogue with participating States. This has taken place through active contribution and participation in the Human Dimension Committee and direct meetings with senior government officials. In addition, the SR has undertaken active efforts to promote the implementation of the OSCE commitments through two major conferences: "*National Monitoring and Reporting Mechanisms to address THB*" and

¹ OSCE MC.DEC/03/06 on Trafficking in Human Beings. For details, see section 3.

“*Assistance to Trafficked Persons: We Can Do Better.*” In order to raise the visibility of the OSCE’s action and commitments on trafficking in human beings, the SR and her office have participated in over forty conferences and public events and have devoted particular attention to working with the media and internet to enhance coverage of the OSCE’s work and to raise the profile of trafficking in an accurate and challenging way.

The SR’s office has stood ready to assist OSCE participating States directly with their anti-trafficking efforts and has undertaken a limited amount of this type of work when invited to do so. The SR has also taken numerous steps to join efforts with other OSCE actors, partners in the Alliance against Trafficking in Human Beings and other multilateral organisations to improve co-ordination and co-operation.

Numerous challenges remain to the full implementation of international commitments against trafficking in human beings including, in some cases, the ratification of the main international instruments. Where this has been done there are still gaps in putting theory into practice at national level as well as underfunding of anti-trafficking efforts. In working to improve this situation in 56 participating States, the SR faces the question of how to do so with limited resources and in a geographically balanced way, whilst also preserving the ability to analyse countries in an in-depth manner. She therefore relies upon support from the States themselves, other IGOs and NGOs to do this. However, it is clear that all States need to make huge efforts to improve co-ordination and reporting at national level, and to gather data regarding trafficking in human beings in a more scientific manner. These measures should contribute considerably to assessing the impact of anti-trafficking action and policies and evaluating their worth as well as developing the OSCE’s advocacy efforts.

2007 was used to establish a strong *Platform for Action*. In the coming year, the SR intends to consolidate and build on the efforts made and regards consultations, planning and preparation as essential to this process. The SR looks forward to the continued support and partnership of the participating States and OSCE institutions, structures and field operations, in building an effective bulwark against trafficking, a modern form of slavery.

2. Introduction

Following the adoption of the OSCE *Action Plan to Combat Trafficking in Human Beings* in 2003 (“*OSCE Action Plan*”)², participating States established a dedicated mechanism to spur on the implementation of the OSCE’s anti-trafficking commitments³. In June 2006, with a view to enhancing its coherence and efficiency, the mechanism was transformed into the *Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings* within the OSCE Secretariat. In October 2006, Eva Biaudet, a former Finnish Member of Parliament and Minister, was appointed as the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings (SR).

The SR is tasked by Ministerial Council Decision to:

“report to the Permanent Council in June each year, starting in June 2006, on progress achieved in work on trafficking issues in the OSCE. These reports will also contain contributions from OSCE structures, institutions and field operations on developments related to trafficking in human beings throughout the OSCE region and will include an analysis of achievements in the light of the objectives set out in the 2003 Action Plan to Combat Trafficking in Human Beings.”⁴

This is the second Annual Report from the OSCE Special Representative.⁵ It presents an overview of the Office of the Special Representative’s efforts to combat trafficking in human beings (THB) in the period January to October 2007 as well as the significant challenges encountered in that process.

This report outlines the mandate of the SR and the specific role which she has in contributing to the fight against THB. It goes on to explain how she has made specific efforts to commence a programme of work which promotes an agenda developed through dialogue between the OSCE and numerous partners: governmental, non-governmental. This agenda, which emphasizes a human rights based and gender-sensitive approach to the struggle against THB, is presented in detail. The activities themselves are then highlighted within thematic categories: raising the profile of combating THB, dialogue with participating States, promoting the OSCE approach and the implementation of OSCE commitments against THB, and direct assistance provided to participating States which aims to turn these commitments into concrete practice. Joint co-operation within OSCE, with the partners of the *Alliance against Trafficking in Persons* and with other multilateral organisations is also highlighted. Finally, the report reviews the challenges and outlines the way forward for 2008 and beyond.

2.1. Scope of the report

The scope of this report is limited to presenting an overview of the efforts of the SR in the period from January through October 2007. The SR decided to adopt a systematic and

² OSCE PC Decision No. 557, *OSCE Action Plan to Combat Trafficking in Human Beings*, December 2003.

³ The mechanism consisted of two parts, complementing the activities of each other: a Special Representative appointed by the Chairmanship-in-Office, Dr. Helga Konrad, and a special unit in the OSCE Secretariat, the Anti-Trafficking Assistance Unit. See *OSCE MC.DEC/2/03, Combating Trafficking in Human Beings*

⁴ See *OSCE MC.DEC/13/05 on Combating Trafficking in Human Beings*, adopted in Ljubljana, 6 December 2005.

⁵ The first Annual Report *From Policy to Practice* SEC.GAL/152/06 26 September 2006, covered the period 2004-2006, available at http://www.osce.org/documents/cthb/2007/03/23613_en.pdf.

focused approach to perform the task more effectively, to report on developments related to trafficking in human beings throughout the OSCE region, and also on achievements in the implementation of the *OSCE Action Plan*. The first Annual Report provided a general overview of the status of anti-trafficking measures in participating States. It also provided an indication as to how OSCE institutions, structures and field operations are implementing the recommended actions of the *OSCE Action Plan*. The report indicated that there is uneven implementation of OSCE anti-trafficking commitments in the participating States, for example in the areas of reforming legislation, co-ordinating anti-trafficking activities or reporting on efforts to tackle human trafficking. Based on these conclusions and identified gaps, the SR decided to focus on specific aspects of the implementation of the *OSCE Action Plan* recommendations related to co-ordinating mechanisms, i.e.:

“1. To consider appointing National Rapporteurs or other mechanisms for monitoring the anti-trafficking activities of State institutions and the implementation of national legislation requirements;

2. To consider establishing Anti-Trafficking Commissions (task forces) or similar bodies responsible for co-ordinating activities within a country among State agencies and NGOs, and for elaborating measures to prevent THB, to punish perpetrators of THB and to protect its victims;”⁶

In July 2007 the SR therefore initiated a survey⁷ among participating States and partners for co-operation on the progress made in the OSCE region towards establishing national action plans or equivalent policy programmes, national co-ordination structures, and national reporting mechanisms. Thirty-five responses⁸ to this survey were received. For this very reason, this Annual Report focuses only on the work carried out by her Office in 2007. Should a sufficient number of responses be received by the end of 2007, they will provide the necessary data for an analysis of achievements in the establishment of national anti-trafficking structures, in the development of action plans and in setting up a National Rapporteur or equivalent mechanism. This analysis, to be comprehensive, will be complemented by an overview of the involvement of OSCE institutions, structures and field operations⁹ in assisting participating States with the development of co-ordinating and/or reporting structures, and will be published for consideration of the participating States. The 2008 report will also contribute towards reinforcing the SR’s advocacy and assistance work with participating States in enhancing national anti-trafficking responses.

⁶ *OSCE PC Decision No. 557/03: OSCE Action Plan to Combat Trafficking in Human Beings*, chapter VI para. 1 and 2.

⁷ SR, *Survey on Co-ordinating and Reporting on Efforts to Combat Trafficking in Human Beings in the OSCE Region*, 11 July 2007 CIO.GAL 110/07

⁸ As of 13 November 2007, the SR had received responses from 32 OSCE participating States (Germany, Andorra, Austria, Azerbaijan, Belarus, Croatia, Belgium, Canada, Cyprus, Estonia, Finland, France, United Kingdom, Latvia, the former Yugoslav Republic of Macedonia, Liechtenstein, Lithuania, Luxembourg, Norway, Netherlands, Poland, Portugal, Russian Federation, Holy See, Serbia, Slovakia, Slovenia, Sweden, Switzerland, Czech Republic, Turkey and Ukraine) and 3 OSCE Partners for Co-operation (Japan, Thailand, and Israel).

⁹ A survey has been conducted among the field operations and responses have been received from: OSCE Presence in Albania, OSCE Mission to Bosnia and Herzegovina, OSCE Mission to Croatia, OSCE Mission to Serbia, OSCE Mission in Kosovo, OSCE Office in Baku, OSCE Mission to Montenegro, OSCE Spillover Monitor Mission to Skopje, OSCE Mission to Moldova, OSCE Office in Minsk, OSCE Mission to Georgia, OSCE Centre in Ashgabad, OSCE Centre in Dushanbe. In addition the SR will consult at a later stage with the ODIHR and relevant OSCE institutions, as per Ministerial Council tasking.

3. The mandate: A catalyst for action against trafficking in human beings

The mandate of the SR, beginning June 2006, is delineated in the *Ministerial Council Decision No. 3 of 2006 on Trafficking in Human Beings*¹⁰, which provides for three main directions of work:

- To represent the OSCE at the political level, raising the public and political profile of combating all forms of human trafficking;
- To assist participating States, at their request, in fulfilling the relevant OSCE commitments and the recommendations of the *OSCE Action Plan*;
- To co-ordinate anti-trafficking efforts within the OSCE and to co-operate with national authorities, civil society and relevant international actors.

Thus, the SR has a broad and cross-dimensional basis for operating at the political level in the whole OSCE region to promote the full and effective implementation of OSCE anti-trafficking commitments. Needless to say, the primary responsibility to combat trafficking in human beings and ensure respect for human rights lies with the participating States, which are accountable to their citizens and responsible to each other for implementation of the agreed commitments.

In fulfilling this mandate, the SR builds on the strength of the OSCE, which lies in the intertwining of the three dimensions of comprehensive security: politico-military, economic and environmental and the human dimension. This approach binds the protection and promotion of human rights with the development of politico-military and economic stability in all participating States. The OSCE provides a platform for action in the individual participating States; for co-operation within the region; and between participating States and Mediterranean and Asian partners.

Within this context, the SR views her role as being a catalyst to the generation of political will and to the implementation of concrete actions against trafficking at national level. Furthermore, the SR has an important role to play in promoting dialogue and facilitating concrete exchanges and co-operation between decision makers and practitioners in countries of origin and destination. Additionally, in her three-year term the SR is determined to pursue a broad perspective promoting the multidisciplinary and human rights based responses that are at the core of the OSCE comprehensive approach¹¹ to combating all forms of trafficking in human beings, stating that:

“Trafficking can flourish only in environments where States and people fail to guarantee the human rights of all persons living within their jurisdiction. Victims, who many times belong to national, ethnic or religious minorities, are identified and their rights are respected only in societies where tolerance, mutual respect and equal opportunities prevail and where people are not left alone because of “otherness”. Let us together do everything we can to provide human rights for all people and make Europe a hostile environment for traffickers!”¹²

¹⁰ *OSCE MC.DEC/03/06 on Trafficking in Human Beings*

¹¹ The comprehensive approach promoted by the OSCE is one which requires “a focus on bringing to justice those responsible for this crime, and carrying out effective measures to prevent it while maintaining a humanitarian and compassionate approach in rendering assistance to its victims.” (PC Decision No. 557 of the 24 July 2003 *OSCE Action Plan to Combat Trafficking in Human Beings*, 1.3)

¹² SR, Introductory Remarks, Nordic Expert Seminar on Trafficking for Forced Labour, Stockholm, 8 May 2007.

4. The 2007 agenda

Since the beginning of her mandate the SR has engaged in a thorough consultative process which has helped to gain support for the agenda for 2007. This has formed the basis of the SR's work and gradually contributed towards a common advocacy platform for all OSCE bodies working on THB. The agenda is presented in detail in this section whilst the year's activities which have promoted this agenda are detailed in section 5 below.

The consultation process has encompassed all relevant actors: delegations of the OSCE participating States; senior government officials including several cabinet ministers; civil society organizations, inter-governmental organizations and partners in the *Alliance against Trafficking in Persons*. Additionally there has been a fruitful dialogue within the OSCE, including consultations with the various OSCE institutions, structures, and field operations. The aim was to develop a common agenda and to ensure that all work builds on the solid foundation already established in the OSCE through the anti-trafficking activities of its various bodies (e.g. the Anti-Trafficking Mechanism, ODIHR, SPMU, OCEEA, Gender Section, Field Operations and other OSCE structures specifically tasked in the Action Plan). In shaping the agenda, the SR has counted on this rich experience, on the engagement of all OSCE anti-trafficking actors and on their critical appreciation of the reality of combating THB in the region.

The overarching issue on the SR 2007 agenda is the **promotion of a human rights approach**¹³ to the design, implementation and evaluation of all anti-trafficking policies and actions. The SR supports the view that this approach should also be **gender-sensitive**.¹⁴ This means that all actions, programmes and policies should be refined to ensure they are appropriate and relevant to both sexes through an examination of how men and women are differentially affected by THB in any particular country. All actions, programmes and policies should also avoid entrenching existing inequalities between women and men, and should strive to have the opposite effect.

The specific thematic priority areas are:

1. Encouraging **action at national level** and establishing **national anti-trafficking structures**.
2. Promoting **evidence-based** policies and programmes.
3. Stepping up efforts to **prevent** trafficking in human beings.
4. Prioritizing action **against child trafficking**.
5. Addressing **all forms of trafficking** in human beings.
6. Promoting effective **assistance** and **access to justice** for all victims.

¹³ See footnote 11 above and *OSCE MC.DEC/01/2000, OSCE MC(10).JOUR/2 Declaration on Trafficking in Human Beings*. See also *UNOHCHR Recommended Principles and Guidelines on Human Rights and Human Trafficking*, 2002 (E/2002/68/Add.1) available at <http://www.legislationline.org/legislation.php?tid=178&lid=4459&less=false>

¹⁴ See *OSCE Action Plan for Promotion of Gender Equality* adopted by MC.DEC/14/04

This agenda is complemented by consistent efforts to advocate for more effective **implementation of all OSCE anti-trafficking commitments** and for the **ratification and implementation of key relevant international instruments**.¹⁵

The 2007 agenda reflects the SR's role as a vehicle for action at high political level, as well as the importance of focusing work on areas where the OSCE, in co-operation and co-ordination with national and international stakeholders, can bring added value to tackling human trafficking. The issues on this agenda form the core of the SR's interventions; they are reflected in her keynote addresses in conferences; in meetings with senior government officials and NGOs; in dialogue with the delegations of the participating States as well as in the conference themes and activities of 2007. These issues will continue to demand closer attention and sustained action throughout 2008.

4.1 Encouraging action at national level and establishment of national anti-trafficking structures

Ownership and action at the national level is a guiding principle in the SR's work with the participating States of the OSCE. Governments have agreed to assume responsibility and be accountable to their citizens for their anti-trafficking strategies and policies. Therefore there should be practical and timely responses that are fully co-ordinated and budgeted for.

“The OSCE, or more generally the international community, will assist, share experiences, promote lessons learned, but has no operational means to eradicate trafficking. This does not mean that Governments should not demand results and high return from their investments in international organizations, but they cannot ‘outsource’ responsibility to fix the problem”.¹⁶

¹⁵ These include the UN Convention against Transnational Organized Crime and its supplementing Protocol to Prevent, Punish and Suppress Trafficking in Persons, especially Women and Children (“*Trafficking Protocol*”), the ILO Convention on Forced Labour (No.29 and No.105) and Convention (No. 182) on Worst Forms of Child Labour, the Optional Protocol on Sale of Children, Child Prostitution and Child Pornography supplementing the UN Convention on the Rights of the Child, as well as the International Convention on the Protection of All Migrants Workers and Members of their Families, and where appropriate the Council of Europe Convention on Action against Trafficking in Human Beings.

As of 13 November participating States that have not ratified the *United Nations Convention against Transnational Organized Crime (UN TOC)*: Andorra, Czech Republic, Greece, Iceland, Ireland, Kazakhstan, Liechtenstein, Luxembourg, San Marino, Holy See (no signature). Participating States that have not ratified the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN TOC*: Andorra (no signature), Czech Republic, Greece, Iceland, Ireland, Kazakhstan, Liechtenstein, Luxembourg, San Marino, Uzbekistan, Holy See (no signature). Source:http://www.unodc.org/unodc/en/crime_cicp_signatures_convention.html
http://www.unodc.org/unodc/en/crime_cicp_signatures_trafficking.html

As of 13 November Member States of the Council of Europe that have ratified the *Council of Europe Convention on Action against Trafficking in Human Beings*: Albania, Austria, Bulgaria, Croatia, Cyprus, Denmark, Georgia, Moldova, Romania and Slovakia. The Convention will enter into force on 1 February 2008. The Convention has been signed by 27 other Council of Europe Member States: Andorra, Armenia, Belgium, Bosnia and Herzegovina, Finland, France, Germany, Hungary, Iceland, Italy, Ireland, Latvia, Luxembourg, Malta, Montenegro, Netherlands, Norway, Poland, Portugal, San Marino, Serbia, Slovenia, Sweden, the former Yugoslav Republic of Macedonia, Ukraine and the United Kingdom.

Source:<http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=197&CM=8&DF=11/6/2007&CL=ENG>

¹⁶ SR, Address to the Wilton Park Conference “*Human Trafficking: How Best to Stem the Flow?*” London, 28-30 June 2007.

OSCE participating States have committed themselves to undertake a significant number of actions to eradicate THB and are engaging in reforms to implement the agreed standards at national level. These standards and commitments constitute the basis for the SR's open dialogue with national authorities. In a spirit of co-operation the SR, and other OSCE bodies, can help in identifying shortcomings and challenges and assist in bringing about the necessary changes.

A key tool in the implementation of commitments, the *OSCE Action Plan* has helped in focusing governments' attention and resources to the problem, but more can be done to improve its implementation and to ensure that recommendations are turned into national practices and programmes. In practice, the allocation of resources and budgetary planning is central to successful implementation. Experience also shows that investigating and prosecuting the crime of THB and affording adequate protection and assistance to victims requires both significant resources and comprehensive planning.¹⁷

The *OSCE Action Plan* recommends States to establish national Anti-Trafficking Commissions or similar bodies to design action plans and co-ordinate activities among State agencies and NGOs¹⁸. It also recommends setting up a National Rapporteur or equivalent mechanisms for monitoring State anti-trafficking activities and the implementation of national legislation. These are fundamental policy and institutional mechanisms, which signal the existence of political engagement with the problem at national level and efforts to develop a systematic, comprehensive and co-ordinated response. In a handful of countries, national monitoring and reporting systems already exist. The approaches taken have been different throughout the OSCE area. From the SR's perspective, there is no single blueprint, and governments should decide which type of mechanism is most appropriate and effective within their own institutional, legal and financial constraints.

4.2 Promoting evidence-based policies and programmes

The SR takes the view that it is essential to build a rigorous base of empirical evidence through accurate data gained from systematic analysis and research to tackle trafficking in human beings. This should shape sound policies at national level, effective programmes and promote the wise use of resources.

“In the OSCE region we often lack research and analysis on the scope of the problem, the trends of this criminal behaviour, the different forms and purposes of the crime, as well as a systematic evaluation of the impact of counter-measures we adopt. These gaps make our work clouded by a lack of knowledge. We have a perception of the facets and the magnitude of the problem, but not the full and detailed picture. This again, results in anti-trafficking policies, both at the international and national level, that probably are not efficient because they are not relying enough on evidence and verified best practices. Without establishing a

¹⁷ One rescue operation can require 600 policemen and preparations for prosecution may take up to two years. One rescue action can involve hundreds of victims in a sweatshop or in a brothel or only a few in restaurants or in domestic service. The amount of investigative work and resources do not always correlate to number of victims. Source: SR visit to the US (Washington, 10-13 October 2007), Department of Justice, oral statement by Mr. Robert J. Moossy Jr. Director Human Trafficking Prosecutions Unit, Criminal Section, US Department of Justice.

¹⁸ See *OSCE Action Plan*, Chapter VI para 1 and 2 and MC.DEC/13/06 on *Combating Trafficking in Human Beings*.

national reporting mechanism, it is not possible to develop sound and sustainable policies, or to adjust responses to eradicate a constant changing phenomenon.”¹⁹

Although the level of political attention to THB has developed significantly in recent years, several gaps remain in our knowledge of the problem such as the scale, scope and trends in trafficking and in our understanding of the experiences and livelihood strategies of trafficked persons and vulnerable groups. Additionally, data on the degree of impact and effectiveness of responses to THB is lacking. The evidence *appears* to indicate results are unsatisfactory in terms of the low numbers of prosecutions and convictions of traffickers, the continued prevalence of THB, and the limited extent and scope of protection afforded to victims. However, greater efforts should be made to establish a reliable knowledge base.

“Better estimates, both at the national and global level, would of course be welcome, but they should definitely not be our primary focus when looking at fields where more research is needed. Instead I want to reiterate that emphasis should be on evaluating the effectiveness of anti-trafficking policies and programs, and on producing reliable information on trends and changing patterns of trafficking, profiling of victims, and modus operandi used by traffickers; for example how they choose their victims. Unfortunately most of this is lacking and currently there is very little evidence available that would indicate the impact of different types of anti-trafficking efforts.”²⁰

Whilst most countries lack national monitoring mechanisms and resources invested in analysis of this changing phenomenon then producing this evidence base will remain a challenge. As mentioned above, the promotion of National Rapporteurs or their equivalent monitoring and reporting mechanisms has therefore become a priority area of work for the SR. Such mechanisms should provide governments with accurate qualitative and quantitative information, independent research and systematic reporting on the magnitude and nature of human trafficking in the country. They are crucial in reviewing and measuring progress made at national level, in evaluating the impact of counter-measures, in revealing shortcomings and successes in the implementation of laws and policies.

Additionally, research and reports produced by such mechanisms initiate democratic debate and critical review of government policies by parliament and other political decision makers, as well as by civil society. Establishing such mechanisms in the various countries will gradually help promote common tools and approaches to the gathering and analysis of information on THB. This would facilitate co-operation among countries and provide a basis for further aggregation of data and consolidation of knowledge regionally and globally on all aspects of the problem.

4.3 *Stepping up efforts to prevent trafficking in human beings*

Throughout the year the SR has aimed to enhance the amount of political attention paid to the prevention of trafficking.

¹⁹ SR Opening Address, Headway: Improving Social Intervention Systems for Victims of Trafficking Final Conference, Rome 25 June 2007

²⁰ SR Address at the OSCE *Alliance against Trafficking in Persons’ conference: “Assistance to Trafficked Persons: We Can Do Better”*, Vienna, 10-11 September 2007.

“We have therefore to create environments which do not foster or make it easy to abuse powers against people in vulnerable situations. It means not giving up on the idea that our region is a region for respecting human rights and human dignity. It means not giving up on our social conscience and it means an openness to search for solutions on migration and border control that are not abusive to these principals. It is clear to me that irregular migration cannot be stemmed by not protecting people from traffickers or by not providing victims assistance and rehabilitation. It is also clear to me that by not addressing the issues that pose migrants, legal or illegal, refugees or even foreign students at risk for trafficking ...we open the field for criminal activities of cruelty against humans beyond our imagination. And it never stops only with adults.”²¹

A critical view of prevention strategies suggests that preventative measures and awareness raising efforts, which are over-generalized, achieve limited results. Most efforts have often failed to address the linkages between trafficking and macro social and economic factors, including the demand for ever cheaper labour and services. It is therefore necessary to rethink current prevention strategies and to better investigate and understand how such systemic factors interplay to affect the life circumstances of a person, resulting in their vulnerability to being trafficked. This would enable more finely tuned, targeted prevention techniques. A renewed perspective on prevention would offer an opportunity for new interdisciplinary and strategic thinking and to learn from social and development work done in other areas such as social exclusion and marginalization.

A comprehensive agenda on prevention should go beyond straightforward awareness raising and engage with all factors which influence the demand and supply of trafficked persons. In addition, States are recommended to examine the wide range of structural issues which contribute to THB (see below). The degree to which intolerance to difference or “otherness” and indifference to assaults on human dignity occurs in our societies should also be considered.

The prevention of human trafficking should be viewed in the broad context of globalization, social and economic inequality, migration policies, discrimination and xenophobia, social exclusion and marginalization, corruption, organized crime, weak rule of law, violence against women, and feminization of poverty and so on. These multiple structural factors create an environment conducive to the exploitation of individuals, and very often these are combined with a whole range of individual circumstances and situations in which States have failed to guarantee the human rights of the people living within their jurisdiction. For example, in child trafficking cases it is common for a number of public officials (e.g. teachers, medical personnel, police, immigration etc.) to have failed to identify signs of abuse and/or trafficking and to have failed to ensure timely intervention because of inadequacies and weaknesses in social protection systems.

Inadequate migration policies also need to be addressed. These policies often do not adequately reflect a gender perspective or labour market demands. In addition, these policies often rely on administrative systems or requirements which are complex and difficult to manage having unintended consequences (such as irregular immigration) that render migrants vulnerable to exploitation and increase the risks of trafficking or exploitation. More specifically, research has also shown that certain policy practices (e.g. those not allowing the worker to change employer), lack of monitoring of labour standards, and complete labour

²¹ SR, Introductory Remarks at OSCE/ODIHR Human Dimension Implementation Meeting, Warsaw, 2 October 2007.

market deregulation without stronger control mechanisms contribute to exposing both regular and irregular migrants to risks of trafficking or exploitation²².

Prevention strategies which are derived from accurate data about victims and the root causes of their vulnerability would enable States to tailor their responses more appropriately. For example, a gendered perspective in prevention strategies has not been applied sufficiently often and this has resulted in targeting a stereotyped victim i.e. a woman and/or a girl, and only rarely were these designed to be aimed at men and boys.

Gender discrimination and gender based violence are also often critical to creating vulnerability to THB. Research in South Eastern Europe²³ has shown a strong correlation between experiences of domestic abuse and violence and trafficking of women and girls for sexual exploitation. In the experience of girls, women and boys who were trafficked, the primary reason given for leaving home for an opportunity to work abroad was to escape from abuse, violence and conflict or poor interaction and integration in the family environment. Therefore tackling violence or abuse in the home or in social care would contribute to THB prevention.

As emphasized above, research findings presented at the 7th *Alliance* conference (see section 5.1.2) stressed the importance of *evidence-based prevention*. Prevention strategies should build on research and evidence on the actual causal links between certain activities and a reduced incidence of trafficking. Moreover, the usefulness of researching and analysing the information on people who have been trafficked should not be underestimated. This can help understanding and identifying salient factors and characteristics that have produced trafficking, as well as factors which have undermined it.²⁴

It is also important that prevention strategies are designed through a fully consultative process that aims at empowerment and prioritizes the real articulated needs of trafficked persons and other groups who are particularly vulnerable to exploitation (e.g. adult and child migrants, asylum seekers, ethnic minorities, especially Roma and Sinti populations of Europe).²⁵ Furthermore, such responses need be tailored to locally relevant priorities within the countries of the OSCE and adjusted as conditions change.

4.4 Prioritizing action against child trafficking

Throughout the OSCE region children are particularly vulnerable to trafficking. Boys and girls are moved away from their home to be exploited making money in unacceptable ways. Since the early stage of developing its anti-trafficking commitments, the OSCE has devoted

²² See for example: ILO: *A Global Alliance against Forced Labour*, Geneva, 2005; ILO, *Forced Labour in the Russian Federation Today - Irregular Migration and Trafficking in Human Beings*, 2005; Anti-Slavery International, *Trafficking for Forced Labour in Europe*, 2006. See also Draft OSCE SR Report of the 4th and 5th *Alliance against Trafficking in Persons Conferences* on Human Trafficking for Labour Exploitation/Forced and Bonded Labour, 2007 CIO.GAL/83/07.

²³ See for example, Rebecca Surtees, *Second Annual Report on Victims of Trafficking in South Eastern Europe*, IOM Regional Clearing Point, 2005

²⁴ See Mike Dottridge, Presentation at the OSCE *Alliance against Trafficking in Persons*, "Assistance to Trafficked Persons: We Can Do Better" Vienna 10 September 2007. See also Save the Children, *Children speak out - Trafficking risk and resilience in Southeast Europe*, 2007 www.savethechildren.net

²⁵ See ODIHR *Awareness Raising for Roma Activists on the Issue of Trafficking in Human Beings in South-Eastern Europe*, 2006 and ODIHR *Building the Capacity of Roma Communities to Prevent Trafficking in Human Beings*, 2007

special attention to child trafficking. In 2005 the Ministerial Council endorsed the *Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings: Addressing the Special Needs of Child Victims of Trafficking for Protection and Assistance*, and in 2006 the Brussels Ministerial Council adopted *Ministerial Council Decision 15/06 on Combating Sexual Exploitation of Children*. The SR has followed through on these commitments in the context of her ongoing focus on child trafficking:

“In my opinion, the most important field where improvement is needed in order to reduce the horrendous numbers of children that are trafficked and exploited for various purposes, besides addressing demand, is improving child care systems so that they also reach out to non-nationals in need. The unconditional obligation for States to provide protection for exploited children has to be implemented without regard to residency status, or definitions of trafficking.”²⁶

Budgets for child protection systems in countries of origin and destination should be increased so that there is accessibility and inclusion for all children (i.e. people below the age of 18). It is necessary to strengthen both the capacities and resources of child protection agencies at local level so that they recognize signs of vulnerability of children to exploitation in early stages and intervene in a timely manner. Child care systems should be improved to reach out to children who are non-nationals and who are in need. Furthermore, States' obligation to provide protection for exploited children has to be implemented without discrimination of any kind and irrespective of the child's residency status, or adherence to narrow definitions of trafficking. States should establish effective guardianship systems and stop the return of child victims before a safe and sustainable living environment has been secured. These measures promote a better response to the increasingly visible phenomenon of unaccompanied children usually disappearing within the first 48 hours after referral to “protection” services.

Only by improving child care, reforming social protection systems, and tailoring interventions to the individual circumstances will efforts to prevent child trafficking become more effective. It is in this framework that the ratification and implementation of certain international documents is essential: the *Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography*, and the *ILO Worst Forms of Child Labour Convention, 1999* as well as the implementation of the relevant OSCE commitments and the *UNICEF Guidelines for Protection of the Rights of Children Victims of Trafficking*.²⁷

4.5 Addressing all forms of trafficking in human beings

Since the beginning of her mandate, the SR has been determined to remind participating States of their commitments to eradicate *all* forms of human trafficking as delineated in the *Trafficking Protocol*²⁸ and in the *OSCE Action Plan*. This means trafficking for sexual and labour exploitation and trafficking in children should be tackled.

“Better identification of victims still is the main challenge. This is true for labour trafficking but also for sex trafficking and trafficking in children. Experience shows that the more

²⁶ SR, Speech at Human Dimension Committee, Vienna, 12 September.

²⁷ Available at http://www.unicef.org/ceecis/0610-Unicef_Victims_Guidelines_en.pdf

²⁸ Art 3.

resources there are to investigate, the more you find. The correlation tells about the possibilities to do so much more.”²⁹

Political will and action at national level are necessary to prevent and combat the exploitation of individuals in slavery-like conditions for sexual and labour purposes, for organized begging or for committing petty crimes, or for the removal of organs. This means that governments bear responsibility for developing a comprehensive national anti-trafficking response which acknowledges that a wide variety of victims are bought and sold, abused, deceived or coerced into a wide range of situations of exploitation that amount to slavery (e.g. in prostitution, domestic servitude, organized begging, forced marriages, forced labour in agriculture, construction, textiles, restaurants, food processing, cleaning, in the hospitality and entertainment sectors).³⁰

National policies and programmes should take into account all the different manifestations of trafficking. States are recommended to develop responses which cater for the differences in the nature of vulnerabilities of different groups to trafficking; the use of different types of coercive and prohibited means to achieve control over victims; the wide range of exploitative circumstances to which people are subjected and the varying needs victims have due to variations in age, gender, or type of exploitation etc. Dealing effectively and comprehensively with this degree of complexity is a challenge so governments’ responses to THB should build on interdisciplinary knowledge and expertise.

The SR has repeatedly encouraged participating States to enhance their efforts to tackle THB for labour exploitation. Few resources are currently committed to the detection and identification of cases of labour trafficking and the protection of its victims. States are encouraged to recognize and address the exploitation of migrant workers who are working in conditions of irregular or unprotected labour in the formal and informal economy.

4.6 Promoting effective identification, assistance and access to justice for all victims

In promoting a human rights based approach to THB the SR has been determined in consistently calling participating States to establish national referral mechanisms. This should improve States’ strategies to identify victims of all forms of exploitation and grant them unconditional assistance, and should involve NGOs with the aim to empower persons to claim their rights.

“The best protection for a victim is to provide him or her tools and support for empowerment, to get back in charge of his or her own life, his or her freedom. Victims should be eligible for work permits during their rehabilitation. When exploitation has been grave, consideration should be given to issuing permanent residence and work permits to victims enabling long term integration”.³¹

²⁹ Testimony of the SR Eva Biaudet on the topic *Combating Trafficking for Forced Labour Purposes*, US Helsinki Commission, Washington D.C., 11 October 2007, available at: <http://www.csce.gov>

³⁰ For more details on responses to labour trafficking see OSCE Occasional Paper No.1: *A Summary of Challenges Facing Legal Responses to Human Trafficking for Labour Exploitation in the OSCE Region* and Speeches from the Conference on Human Trafficking for Labour Exploitation, November 2006 available at <http://www.osce.org/cthb/documents.html>. See also *Draft OSCE SR Report of the 4th and 5th Alliance against Trafficking in Persons Conferences on Human Trafficking for Labour Exploitation/Forced and Bonded Labour*, 2007 CIO.GAL/83/07

³¹ SR, Address to the OSCE Human Dimension Committee, 12 September 2007.

Notwithstanding the progress which has been achieved and the resources which have been invested in tackling human trafficking, the number of victims identified and assisted in the OSCE region remains limited. The number of those who actually receive compensation for damage suffered is a small minority³². States have had a disproportionate focus on combating illegal immigration rather than on addressing the situation of coercion and exploitation to which trafficked persons are subjected which results in a low identification rate. Another important factor is that often trafficked persons do not identify themselves or their situation as being that of a victim and moreover many do not make themselves known to authorities and social services for fear of being prosecuted for immigration or other offences (e.g. holding of fraudulent documents) or for fear of being stigmatized. Recent research indicates some children feel they are patronized by policy-makers and service providers in that they are portrayed as helpless victims and are stigmatized in an imagery of pity. This may also explain why few children identify themselves to the authorities as victims.³³

Other reasons for poor identification and assistance rates relate to the weakness or even absence of outreach services and support schemes for trafficked persons. Research confirms that most assistance efforts are linked to aiding victims of sex trafficking, and that available assistance is geared toward a stereotypical image of a trafficking victim – a young, poor, uneducated woman trafficked for sexual exploitation for long periods of time and exposed to extensive and myriad forms of abuse.³⁴ Other forms of trafficking are being noted but assistance frameworks have not yet been set up to respond to other types of victims (children or elderly people forced into begging, or young boys who are sexually exploited). For example, there are insufficient basic services available (accommodation, emergency medical aid care, material assistance for subsistence). Victims of a form of trafficking other than sex trafficking are not eligible for accommodation at most shelters for trafficking victims and typically there are no housing alternatives available for these victims.³⁵ All these factors translate into a reality in which many victims often have no option but to continue to submit to the exploiter.

The SR believes that there is a strong correlation between the nature of the assistance and protection afforded to victims and the rates of prosecution. De-linking the granting of residence permits from co-operation with the police and providing assistance taking into due account the psychological and health implications of exploitation on victims will increase both their willingness and ability to act as a witness in criminal proceedings³⁶.

³² Preliminary findings of a forthcoming ODIHR report on compensation for trafficking victims.

³³ See Save the Children, (2007) above note 23

³⁴ Rebecca Surtees, “*Listening to Victims – Experiences of Identification, Return and Assistance in South Eastern Europe*” ICMPD - Nexus 2007 available at <http://www.anti-trafficking.net/>

³⁵ *ibid*

³⁶ See Anti-Slavery International, *Human traffic, human rights: redefining victim protection*, 2002. . Additionally, see also a number of publications analysing the impact of the Italian legislation on protection of victims of trafficking, e.g. On the Road, *Article 18: Protection of Victims of Trafficking and Fight against Crime* (Italy and the European Scenarios). *Research Report*, 2002; Transcrime, *Italian Trafficking in Persons and Smuggling of Migrants into Italy*, Transcrime Reports n. 8, 2004 executed for the Italian Ministry of Justice and the Ministry for Equal Opportunities, 2003.

5. Main activities

5.1 *Raising the public and political profile of combating THB*

The Ministerial mandate calls upon the Special Representative to “*raise the public and political profile of the combat against trafficking in human beings.*”³⁷ This is achieved through a wide range of initiatives, including: high-level events aimed at promoting the implementation of OSCE commitments; sustained and continued dialogue with the participating States through the Human Dimension Committee; bilateral meetings with delegations and senior officials in the participating States; contributions to national and regional conferences and experts’ meetings; constant promotion of the OSCE anti-trafficking work in the media and on the internet.

This section will provide an overview of how this goal is pursued in a consistent and coherent way through the work of the Special Representative.

5.1.1 Dialogue with OSCE participating States

Throughout the year the SR maintained an active and constant dialogue with the delegations of the participating States, and established partnerships with government representatives in several OSCE capitals. The SR has continued fruitful networking with national decision makers and practitioners, especially national anti-trafficking co-ordinators. This network is a very valuable resource, as demonstrated throughout the years by the wide participation of senior officials and experts from capitals in the OSCE *Alliance against Trafficking in Persons* conferences. These provide opportunities not only for sharing experience and knowledge, but also for raising the political profile of action against human trafficking. Maintaining regular contacts with national experts and, where possible, decision makers in the capitals is beneficial both to advancing the implementation of OSCE commitments and to supporting them in their anti-trafficking work.

Resources and efforts were also invested in working with all participating States through the Human Dimension Committee, as well as in bilateral actions in the form of meetings with senior government officials. Furthermore, a fruitful dialogue was established also with the Mediterranean and Asian Partners for Co-operation who also participated and contributed to the *Alliance* conferences organized by the SR.

Supporting the work of the Human Dimension Committee

The Human Dimension Committee has been a central forum for discussion and consultations with the participating States on the implementation of OSCE anti-trafficking commitments. Recognizing the essential role of the Committee, the SR has invested significant resources and efforts in providing assistance and support to the Chairmanship and the participating States with the aim of advancing the implementation of commitments and catalysing political will to address emerging challenges.

³⁷ See Para 1(d) MC.DEC/03/06 *Combating Trafficking in Human Beings*.

At the request of the Chairmanship, the SR engaged in developing background analysis, formulating recommendations and offering expert technical advice on areas where either the implementation of commitments was lagging behind or where the OSCE commitments could be enriched. This is illustrated below.

Within this context, priority was assigned to supporting the follow-up to Ministerial Council Decision 14/06 which:

“tasks the Permanent Council to consider ways to further strengthen efforts to combat trafficking in human beings, including for labour exploitation [..].”³⁸

The SR addressed the HDC on three different occasions (27 February, 4 June, 12 September 2007) highlighting the outcomes of the 2005 and 2006 *Alliance* High-Level Conferences on THB for labour exploitation and formulating concrete recommendations on priority areas for further action both in terms of stepping up national efforts and in agreeing new political commitments. The SR produced food for thought papers on the challenges of THB in the OSCE region, proceedings from the labour trafficking conferences, and also assisted with expert advice in the drafting process of a potential new Ministerial Council decision. These activities were conducted in close co-operation and co-ordination with the ODIHR.

The main achievements of this work rest not only in contributing to generating a political discussion on ways to improve and regularly review the implementation of anti-trafficking commitments at the national level, but also in initiating a more focused political debate within the OSCE on substantive and critical aspects of the problem of human trafficking for various purposes of exploitation, in particular for forced labour. It is hoped that this process continues bringing the issue of trafficking for labour exploitation to the agenda of capitals in the OSCE, and that this translates into the adoption of new specific commitments with added value in the forthcoming Madrid Ministerial Council.

Bilateral action: advocacy with national authorities

Establishing direct dialogue with representatives of the governments of the participating States is crucial both to elevating the priority of combating THB at the national level and to initiating political processes for the implementation of OSCE commitments. Meetings with government officials from participating States therefore become the opportunity to assess the reality of anti-trafficking actions in the OSCE region, and to engage in direct consultations with the actors responsible for policy and action e.g. Ministers or Deputy Ministers of justice, foreign affairs, interior, social welfare, gender equality, and other relevant government officials, as well as with parliamentarians. During field visits the SR also met with NGO representatives, being determined to promote the crucial contribution of civil society to anti-trafficking work and to learn their perspectives on national problems and responses, and on the critical issues which need addressing.

In 2007 the SR had meetings with officials in the following countries: Cyprus (14-17 February), Finland (7-8 May and 29-30 August), Sweden (8-9 May), Romania (6-8 June),

³⁸ MC.DEC/14/06, *Enhancing Efforts to Combat Trafficking in Human Beings, Including for Labour Exploitation, through a Comprehensive and Proactive Approach*, para. 7 (emphasis added).

Russia (19-20 June), Italy (24-25 June), Monaco (13-14 September), USA (10-13 October), and Lithuania (24-26 October). The SR met also with the OSCE Chairman-in-Office, Spanish Minister of Foreign Affairs Miguel Angel Moratinos in Bucharest.

The SR has been determined to choose a selective and realistic approach to this area of work, one which takes into account not only the political will, the support and political priorities of the host country, but also tries to identify where and when the OSCE can make the difference within the scarce available resources, both in terms of personnel and financial means. This has resulted in focusing on a limited number of countries and in efforts directed mainly at initiating a political debate regarding combating all forms of human trafficking and mobilizing support for adequate human and financial resources to be devoted to the issue. In the high level consultations in the country, the Special Representative also strived to maintain a balance between a focus on promoting actions in the thematic priorities of the SR 2007 agenda, and the specificities of the country context.

Meetings with Government representatives provide an excellent opportunity to engage national authorities in enhancing the implementation of the OSCE commitments as well as improving the State's own practices, laws and policies. The SR has used the opportunity to raise the issues highlighted in the 2007 agenda (see section 4 above). In addition the SR has made the following specific interventions (*inter alia*):

- Establishment of **national inter-ministerial co-ordinating mechanisms and national monitoring and reporting mechanisms**. During her visit to Sweden, where the SR met with four cabinet Ministers, she stressed the importance of inter-ministerial co-ordination.
- During her visits to Cyprus and Finland the SR stressed the importance of **collecting and analysing data related to THB**, and the positive experiences from other countries that have established national reporting mechanisms. Similarly, in Italy the SR welcomed the establishment of a national observatory on human trafficking.
- **Institutionalizing co-operation with NGOs and adopting the NRM multi-agency approach** to identifying and protecting trafficked persons and their rights, while at the same prosecuting perpetrators of trafficking, were highlighted during the SR visit to Cyprus.
- **Setting up and training of specialized police and prosecutorial units**. During her visits to Sweden, Romania and the USA, the SR noted the positive results which followed the establishment of specialized police and prosecutorial units dealing with THB.
- Establishing **effective witness protection systems** for trafficking victims. The SR advocated for this during her visits to Finland.
- **Enhancing co-ordination and co-operation in the fight against trafficking in children** and child sexual exploitation in the Internet were the focus of the SR's visit to Saint Petersburg, and in a meeting with the Vice-Governor of the city.
- **Advocating for changing certain migrant labour policy practices** such as linking visas or work permits to a single employer; allowing the employer to have the sole responsibility for extension and renewal; the worker not being able to change employer; situations which may easily lead to exploitation and trafficking. This was one of many points the SR made during her visit to USA and her testimony at the U.S. Helsinki Commission hearing on 11 October 2007 on the topic *Combating Trafficking for Forced*

*Labour Purposes*³⁹. During her visit to Cyprus the SR highlighted the problems related to this issue because of practices used in connection with the so called “cabaret industry.”

- Advocating for the development and **strengthening of targeted bilateral co-operation between countries of origin and destination** with a view to improving prevention, victim identification and assistance, as well as mutual legal assistance in investigation and prosecution. In her meeting with the Chairman in Office the SR put forward a proposal to assist in facilitating such targeted co-operation between Spain and Romania. In parallel, the SR put forward a similar proposal in meetings with Romanian national authorities.
- Promoting **extra-budgetary contributions to specific anti-trafficking projects** in other participating States. In Monaco there was fruitful dialogue regarding supporting continuation of the co-operation between the SR and the Saint Petersburg NGO “Stellit” supervizing the shelter “Fedor” for homeless children – non-residents of the city, co-operation which had been established in 2005.
- Encouraging **analysis and research on implementation of anti-trafficking legislation**. In her visit to Sweden the SR discussed the criminalizing of the purchasing of sexual services, which has decreased human trafficking according to national reporting.
- Stressing the importance of research and data collection and of **systematic evaluation of anti-trafficking projects**. The SR highlighted this issue in her testimony before the U.S. Helsinki Commission and in her consultations with Italian senior officials.

5.1.2 Promoting the implementation of OSCE commitments

Two high-level conferences, held in Vienna within the framework of the *Alliance against Trafficking in Persons*, were of crucial importance as advocacy and capacity-building efforts to raise the political will to address critical issues in the implementation of OSCE commitments, namely the establishment of national monitoring and reporting mechanisms and victim identification and assistance.

“National Monitoring and Reporting Mechanisms to Address THB”

The *OSCE Action Plan* recommends that participating States:

“Consider appointing National Rapporteurs or other mechanisms for monitoring the anti-trafficking activities of State institutions and the implementation of national legislation requirements.”⁴⁰

In 2006 the *Brussels Ministerial Decision No. 14 Enhancing Efforts to Combat Trafficking in Human Beings, Including for Labour Exploitation, through a Comprehensive and Proactive Approach* further underscored the need to improve research and data collection and analysis in order to better assess the character and scope of THB at national level while developing effective and well-targeted policies on THB. It recommended the establishment of a National Rapporteur. As detailed above, the SR views the appointment of a National Rapporteur, or

³⁹ Testimony of Eva Biaudet on the topic *Combating Trafficking for Forced Labour Purposes*, US Helsinki Commission, Washington D.C., 11 October 2007, available at: <http://www.csce.gov>

⁴⁰ Section VI Para 1 *OSCE Action Plan*.

the establishment of an equivalent monitoring and reporting mechanism, to be a key part of her agenda in 2007.

"Countries need to turn commitments given 10 years ago into concrete actions, and establish a reporting mechanism to identify the scope of human trafficking within their borders. [...] Without good information, the policy will not address the real problems. Perpetrators will not be arrested or convicted, and victims will not be helped."⁴¹

International obligations and commitments in this area are not lacking and some even date back to a decade ago. The Hague Ministerial Declaration, adopted under the Dutch EU Presidency in 1997, was the first international document which recommended EU Members States to establish a new national reporting mechanism, thus giving birth to the concept. Similar recommendations followed in 2002 by the Council of Europe Parliamentary Assembly⁴², the European Council⁴³ and in 2003 by the OSCE Action Plan.

Despite the existence of several State obligations to report on the implementation of international conventional obligations⁴⁴, such reporting mechanisms do not require a comprehensive national self-assessment of THB in the country so they are not substitute for the rapporteur function.⁴⁵

The 6th *Alliance* conference on “*National Monitoring and Reporting Mechanisms to Address THB: The Role of National Rapporteurs*” (Vienna, 21 May 2007) was the first event of its kind which aimed at developing a broader understanding of how national rapporteurs, or equivalent monitoring and reporting mechanisms on THB, function and which common features they have. The event showcased existing practices in the few participating States that have set them up i.e. The Netherlands, Romania, Sweden, Czech Republic, Albania and United States. The overall goal of this event was to support and encourage participating States to establish or strengthen these mechanisms in order to develop more effective anti-trafficking policies based on empirical evidence.

To confirm the political relevance of the 6th *Alliance* conference, more than two hundred experts, including leading government representatives, national anti-trafficking co-ordinators, national and EU parliamentarians, international organizations and NGOs from the participating States and Partners for Co-operation gathered in Vienna. Speakers from six participating States introduced their national experiences, lessons learned and challenges, as well as elaborated on their work in formulating recommendations on related government policies (e.g. amendment to legislation, enhancement of victims’ service provision, identification of capacity building needs, exchange of information, networking and co-operation, etc.). The discussion centred on several important aspects of the function of a national rapporteur:

⁴¹ SR, Keynote Address at the OSCE *Alliance against Trafficking in Persons “National Monitoring and Reporting Mechanisms to Address THB: The Role of National Rapporteurs”*, Vienna 21 May 2007.

⁴² Council of Europe Parliamentary Assembly Recommendation No. 1545 of 21 January 2002.

⁴³ European Council Resolution of 20 October 2003 (2003/c 260/03) on *Initiatives to Combat Trafficking in Human Beings, in Particular Women*.

⁴⁴ For example the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child (CRC), and the UN TOC and its Trafficking Protocol.

⁴⁵ See forthcoming OSCE SR Occasional Paper on *Comparative Models of National Reporting Mechanisms on the Status of Trafficking in Human Beings*.

- The role played by such mechanisms in evaluating the scope of the THB problem and the impact of State anti-trafficking measures;
- The institutional approach chosen for this function and how it is distinguished from national co-ordination;
- The tasks of gathering and analysing information and monitoring the implementation of laws and policies;
- The challenges of tackling THB at national level and measuring progress.

The conference catalysed a fruitful discussion among experts from the OSCE capitals on costs and benefits of establishing this new function, on the variety of the approaches to national self-reporting, as well as on the advantages in terms of fulfilling obligations under international law.

Four important challenges emerged in the discussion; these are issues with a direct impact on the substance of national reporting:

1. Gaps in research on THB and problems in conducting quantitative analysis due to obstacles in obtaining information on the number of victims;
2. A tendency to focus primarily on the work of law enforcement (thus analysing responses from a crime-control perspective);
3. Lack of contribution from NGO and experts (including academia) to the report;
4. Overwhelming lack of reporting on trafficking for labour exploitation and child trafficking.

A main outcome was a step forward in States' recognition of the existing gaps between the estimated scope of human trafficking, the efforts invested and the results in terms of numbers of victims, prosecutions, convicted traffickers, etc. and, hence the necessity to invest in ensuring a valid and reliable national process to measure progress and develop evidence-based policies to tackle THB. In addition, the results from the conference led to a set of recommendations, which for the first time identified a number of common denominators for the establishment of the rapporteur function, assisting participating States to operationalize the recommendations contained in the *OSCE Action Plan*.

In conclusion, the ultimate goal of a self-monitoring and national reporting mechanism is to identify the scope of the problem at national level, assess the impact of government policies and actions against THB, and formulate actionable and clear recommendations to improve policies and practices addressing all forms of trafficking.

“Assistance to Trafficked Persons: We Can Do Better”

Concerned with the challenges and shortcomings in current practises of identification and assistance to women, children and men trafficked for various purposes of exploitation, the SR organized the two-day conference *“Assistance to Trafficked Persons: We Can Do Better”* (Vienna, 10-11 September 2007). This was the 7th *Alliance against Trafficking in Persons* conference and brought together over 270 experts, including leading government representatives, national anti-trafficking co-ordinators, national parliamentarians,

international organizations, NGOs and academics from OSCE participating States and Partners for Co-operation.⁴⁶

The initiative aimed to bridge the gap between research and policy-making by calling for more investment in evidence-based research on trafficking. The conference provided an excellent forum to advocate with the participating States for more resources invested in social services to trafficked persons and in researching the phenomenon providing rigorous empirical evidence to feed into policy and practice.⁴⁷

The research studies presented at the conference shed new light on a wide range of practices in identifying, protecting and assisting women, children and men trafficked for various purposes of exploitation and showed the significance of evidence-based research and of involving beneficiaries, both adults and children, to design better targeted programme and policy interventions both to assist trafficked persons and to prevent trafficking.

The research studies and the SR's concluding remarks at the conference pointed to a number of urgent shortcomings to be addressed:

- *Limited effectiveness of prevention efforts.* It is necessary to recognise that many preventative interventions (especially awareness raising campaigns) have been based on assumptions, educated guesses and on minor misconceptions, and there is lack of evidence on their impact. It therefore becomes crucial to explore further the factors which expose individuals/or groups to the risk of being trafficked. This should be done through learning from the experiences of trafficked persons to distil the interplay of factors of risk and resiliency, enabling both children and adults to speak out and articulate their perspective on the issue⁴⁸. For examples, interventions should aim at empowering people to take informed decision about their migration options “[...] it is evident that instead of focusing only on scaring children, anti-trafficking messages and accompanying interventions should be based on children’s perceptions, enhance children’s strengths, develop their decision-making skills and thereby help them to develop survival strategies in situations that might increase the risk of trafficking.”⁴⁹
- *Missed identification opportunities, lack of adequate support services and standards of care.* Women, men children trafficked for various purposes of exploitation have different needs in terms of support services. A very innovative victim-centred research conducted in South Eastern Europe⁵⁰ brought the perspective of beneficiaries on support services; it highlighted significant variations in the scope and quality of services within and among countries of destination and origin, lack of standards of care and difficult access to even the most basic social services, missed opportunities of identification (e.g. due either to inadequacy of skills of front-liners or to prevailing interests of immigration control and

⁴⁶ For a more extensive account please consult the Conference website:

http://www.osce.org/conferences/cthb_assist2007.html

⁴⁷ For a more extensive account of the outcomes of the two *Alliance* conferences see next chapter.

⁴⁸ See Terre des hommes, *A handbook on planning projects to prevent child trafficking*, 2007.

http://www.terredeshommes.org/pdf/publication/handbook_june8.pdf ; UNICEF and Terre des Hommes, *Action to prevent child trafficking in Southeastern Europe. A Preliminary Assessment*, 2006, http://www.unicef.org/ceecis/media_4857.html

⁴⁹ Save the Children, *Children speak out - Trafficking risk and resilience in Southeast Europe*, 2007 www.savethechildren.net

⁵⁰ Rebecca Surtees, *Listening to Victims – Experiences of Identification, Return and Assistance in South Eastern Europe*, ICMPD - Nexus, 2007 available at <http://www.anti-trafficking.net/>

order) and even cases of mistreatment. Furthermore, research on the physical and mental health consequences and risks stemming from the trafficking experience⁵¹ indicate that these also have often been a neglected area of intervention. This has often resulted in limited resources invested in safeguarding victims' right to health, and in providing them with necessary, often long term-care and treatment, for recovering their well-being in both countries of origin and destination. The absence of investment in the health rights of trafficked persons is evidenced also by front-line health personnel missing identification opportunities due to being unfamiliar with the trafficking paradigm. Therefore, further consideration should be given to more research on the health impact of THB and to the involvement of health experts in the design of services and procedures to support trafficked persons.

What also emerges from research is the overall question of necessary reform of social protection systems and the inadequacy of state-funded support services, which poses critical challenges to the development of qualitative targeted and long term interventions, tailored to individual victims' needs along the continuum from identification to social inclusion. It is obvious that without addressing such structural issues trafficked persons, as other vulnerable people, are not identified or are even mistreated, and overall this in turn impacts on their willingness and ability to participate and testify in criminal proceedings against traffickers.

- *Lack of specific evidence-based research on forms and patterns of THB and its gender implications*, e.g. on mechanisms of coercion and abuse in migratory processes of men, women and children, on changes in criminal patterns with regard to recruiting methods, places and forms of exploitation, on trafficking of men and boys etc.
- *Emerging trend of missing/disappearance of children*, this is an alarming phenomenon, increasingly reported by both State authorities and NGOs; it is also sometimes connected with children being trafficked.

Promoting regional co-operation

The SR launched several initiatives to promote regional responses to THB:

- **Central Asia.** Building on the success of the 2006 regional conference in Central Asia, the SR will organize a regional round table in Bishkek in December 2007 in co-operation with the Kyrgyz authorities and the OSCE field operations in the region. The meeting is designed as a follow-up to the 2006 Astana anti-trafficking conference and to focus on the implementation of its conclusions and recommendations, which were published in 2007 by the SR and the OSCE Centre in Almaty, and widely distributed to stakeholders in the region. It will also spur the co-operation with the anti-trafficking structures established in Central Asia and with NGOs active in the region.
- **Nordic-Baltic States.** In the course of 2007 the SR has revitalized and strengthened the partnership with the Nordic countries, as well as with the members of the Council of

⁵¹ London School of Hygiene & Tropical Medicine, *The health risks and consequences of trafficking in women and adolescents*, 2003 available at <http://www.lshtm.ac.uk/hpu/docs/traffickingfinal.pdf>

Baltic Sea States (CBSS). The Baltic region has developed substantial experience in combating THB for sexual exploitation and child trafficking. In this regard the SR, pursuing a comprehensive approach to combating THB in all its forms and for all purposes of exploitation, has proven a valuable partner and source of experience and expertise for countries from the region. The SR has promoted her position and commitments at a number of Nordic-Baltic events, including the 2007 annual meeting of CBSS contact points on combating child trafficking in Warsaw.

- **The Vilnius Conference:** engaging the media and business community in addressing THB. Further developing regional initiatives and bringing the OSCE expertise to the local stakeholders, in 2007 the SR focused on the Baltic States. The initiative has been fully supported by the Lithuanian authorities and led to the Vilnius Conference (25-26 October 2007) “*Preventing Trafficking in Human Beings: Challenges and Solutions*” which was jointly organized by the Government of the Republic of Lithuania, the OSCE and the UNODC in the framework of the United Nations Global Initiative to Fight Human Trafficking. The innovative aspect of this initiative is related to the efforts to engage the media and business community as active social partners in responses to human trafficking. The conference addressed the role of media and educational institutions, the significance of public-private co-operation and the need to improve prevention by decreasing the demand for ever cheaper labour and services (to the point of being unfair and unreasonable). A special session dedicated to the media gathered journalists in an active discussion, *inter alia*, on the difficulties and ethical considerations for the media when reporting and investigating human trafficking cases. Journalists from France and Great Britain who have conducted ground breaking investigations into trafficking presented their work, and shared with participants their experiences, findings and lessons learned. Excellent examples of social clips useful for other countries were presented by an Armenian journalist. A side-event was organized by the Belarus delegation (first showing of a documentary on the efforts of the State in combating THB). The Vilnius Conference has opened up new opportunities for engaging various social partners and encouraging them to take a proactive stand to prevent THB in all its forms.

5.1.3 Raising the visibility of OSCE action on human trafficking

Raising the public profile of combating human trafficking and promoting the OSCE work in this field is among the core activities of the SR and is done via participation in public events all over the OSCE region and through creative and pro-active work with the media which has the welcome by-product of creating more informed and socially responsible approaches to THB.

Participation in conferences and public events

To date the Special Representative and her team have contributed to over forty national and regional conferences and expert meetings convened by governments, civil society, educational institutions, foundations and international organizations in the OSCE region. From these, it is worth highlighting SR addresses at the following meetings:

- *Conference on Trafficking in Women and Girls: Informal thematic debate of the UN General Assembly on gender equality and the empowerment of women, Permanent*

Missions of Belarus and the Philippines to the United Nations (5 March 2007, New York)

- *Nordic Expert Seminar on Trafficking for Forced Labour*, Regeringskansliet in co-operation with ILO, OSCE Office of Special Representative and Co-ordinator for Combating Trafficking in Human Beings, UNODC (8 May 2007, Stockholm)
- *Conference on the International and National Experience of Combating Trafficking in Children and Spreading Pornography on the Internet*, Saint Petersburg NGO of Social Projects “Stellit” (19-20 June, Saint Petersburg)
- *The 854th Wilton Park Conference: Human Trafficking: How Best to Stem the Flow?* Wilton Park Conference in Co-operation with the Foreign and Commonwealth Office (28-30 June 2007 Wilton Park, West Sussex)
- *Conference on Trafficking in Human Beings and Gender*, EU Presidency Portugal (7-9 October 2007, Porto)
- *Testimony of SR Eva Biaudet on the topic Combating Trafficking for Forced Labour Purposes, US Helsinki Commission, (11 October 2007, Washington D.C.)*

This broad participation raises the visibility of the OSCE's commitment to fight THB vigorously, and provides a platform to promote the different substantive aspects of anti-trafficking work, which constitute the 2007 SR agenda, and moreover strengthens the organization's lead role in this field. Furthermore, participation in national events is usually combined with specific bilateral meetings with the local authorities and NGOs.

Working with the media

In the field of human trafficking sensationalism, stereotypes and assumptions on the profile of victims and circumstances of their exploitation unfortunately often prevail over in-depth investigative journalism. The linkages between issues such as globalization, migration policies, marginalization, discrimination and economic inequality and exploitation are rarely explored.

The SR is determined to advocate for socially responsible journalism and to promote the essential contribution of media to the awareness and understanding of human trafficking of the public. The media plays a critical role in providing public opinion and the politicians deeper insight into human trafficking. This is why the SR attaches critical importance to partnership with journalists with a view to improving their knowledge and understanding of the complexity of trafficking. More accurate reporting on the issue, avoiding prejudice, poor information and misinformation, and above all ensuring no harm to the people affected by the problem, is essential. The SR therefore aims to support media accessibility to OSCE anti-trafficking work and to promote investigative journalism.

The SR responds to media queries and provides timely information, updated and comprehensive background materials in order to facilitate a better understanding of the phenomenon by journalists, and, ultimately, improve news coverage of relevant issues. In briefings with journalists covering trafficking issues in Austria, Azerbaijan, Georgia, Russia, Spain and Ukraine, analysis of news was presented, highlighting the different ways in which the media tends to focus on stereotypical messages, failing to present different forms of exploitation and the diversity of modern-day slavery, such as trafficking in children, domestic servitude or forced labour in agriculture, textiles or construction.

Regular contacts with media contribute to improving media coverage of human trafficking, addressing aspects which are often overlooked, e.g. focusing on the story of traffickers and what happens in courts instead of portraying only poor helpless victims; exploring and denouncing the various coercive and abusive forms of exploitation of women, men and children in various economic sectors; and telling the story from the perspective and knowledge of psychologists, social workers, police and other service providers working with victims.

This ongoing work also contributes to increasing media coverage of human trafficking, and of the OSCE anti-trafficking work. Information about the SR anti-trafficking work has been disseminated by several important international agencies and newspapers (e.g. International Herald Tribune, Agence France-Presse, Swiss Info, RIA Novosti, Associated Press, or Efe). At the national level, newspapers and information services such as the Helsingin Sanomat, Deutsche Welle, Le Monde, El Pais, Cyprus Mail or the Turkish Daily Mail), radio interviews (e.g. Radio FM 4, ORF, Iceland Radio, Voice of America in Russian for the CIS audience), broadcast media reporting on daily newscast, and in-depth TV interviews (e.g. YLE News, SVT). Additionally, the SR has published several opinion articles in specialized scholarly publications such the article published for the Spanish think-tank “Fundación Centro de Investigación de Relaciones Internacionales y Cooperación” or the Finnish publication of the European Commission “Europa”. This work aims at increasing public awareness and understanding of human trafficking, and catalysing public opinion to demand further action by OSCE governments against trafficking as a form of modern slavery, as well as promoting the OSCE work in this area.

Furthermore, the SR has co-operated with the Project Co-ordinator in Ukraine (PCU) and the ODIHR within the framework of a ODIHR -PCU project on the development of a training handbook for journalists. The handbook is a practical tool kit for journalists on how to report on human trafficking. It is for Ukrainian journalists since it provides useful information on media law in the Ukraine. The handbook also includes a thorough review of the complexity of trafficking, and it provides multiple examples of social and ethical reporting on this issue, and therefore, can be easily adjusted to other national contexts. In this regard the SR has contributed to the “*Training for media professionals on trafficking in human beings*” jointly organized by the OSCE PCU and ODIHR (Kiev, 13-15 September 2007).

Significant efforts have also been invested in renewing, refreshing and promoting the SR website (www.osce.org/cthb) with the intent to ensure it is a genuine information gateway to the OSCE’s anti-trafficking work, the entry point for gathering information on the SR and other OSCE structures, institutions and field operations, and their activities in assisting participating States in tackling THB. The daily update of the website represents an effort to serve as the gateway to information on the work done in the entire Organization, since it includes latest news, press releases, feature stories and publications of the different OSCE institutions, structures and field operations working on combating human trafficking.

In 2007, the SR started producing a weekly press clippings report distributed to all OSCE personnel directly involved in anti-trafficking work. This is a weekly compilation of news reports through the entire OSCE region and in the official OSCE languages. In an effort to respond to continuous requests for updated information, links to the “best news reporting” have been made available directly on the SR web site for the general public. In this manner, the SR web page reflects not only the latest news on trafficking in the OSCE region but also serves as an updated source for news stories.

The SR seeks also to promote the tremendous work done by OSCE executive structures, including field operations, making it more visible by taking the lead in writing feature articles and increasing the opportunity for the field operations to illustrate and promote their activities, as well as learn from each other's work.

The SR has also been determined to contribute knowledge and expertise on THB by developing the OSCE "Occasional Papers Series" on combating THB. These publications are meant to provide information, analysis, and expertise on various aspects of human trafficking and the challenges in the practical responses to it. The first paper published was "*A Summary of Challenges Facing Legal Responses to Human Trafficking for Labour Exploitation in the OSCE Region*". Two more issues are in development, the first on THB for labour exploitation and a second on National Rapporteur or equivalent monitoring mechanisms.

5.2 Turning commitments into practice: assistance to participating States

The Ministerial Mandate tasks the SR to assist participating States with the implementation of commitments and recommendations of the *OSCE Action Plan*.⁵² In practice, this technical assistance is offered by the SR in the course of field visits or other bilateral consultations with the countries and is provided upon request by the country. Requests for assistance by the States are not, however, frequent. Among the most significant examples of specific direct assistance in 2007, it is worth mentioning the co-operation with the Danish Ministry of Social Affairs, with the Swedish Ministry of Employment, with the State Committee on Migration and Employment of Kyrgyzstan and with the EU Portuguese Presidency.

- At the request of the Danish Ministry of Social Affairs the SR was invited to provide advice in the framework of the "*Stop Trafficking Camp – Boosting the Social Dimension*" (18-20 April 2007, Elsinore, Denmark). The Danish initiative marked the beginning of a working process on the social dimensions of trafficking at EU level, both in terms of social root causes and social problems arising in turn from human trafficking. The Danish initiative aimed at formulating recommendations and proposals for the European Council of Employment, Social Policy, Health and Consumer Affairs (EPSCO) on 30 and 31 May 2007. The SR actively participated and contributed to the working groups (on prevention, identification, preparing victims' return to their home country, a new life for returning victims, documentation) and to the formulation of recommendations for practical initiatives. The innovative character of the Danish initiative rests in bringing THB to the agenda of EU Ministers of Social Affairs with concrete proposals to address the social factors that foster human trafficking in countries of origin and destination.⁵³
- At the request of the Kyrgyz State Committee on Migration and Employment, the SR in co-operation with the ODIHR and the OSCE Centre in Bishkek, provided technical assistance for the drafting of the National Programme to Combat THB, which is pending adoption by the authorities.

⁵² See OSCE MC.DEC/03/06 Para 1(a).

⁵³ See Note by the Danish Delegation to the European Council of Employment, Social Policy, Health and Consumer Affairs on *Social Aspects of Human Trafficking*, 23 May 2007

- At the request of the Swedish Ministry of Employment, the SR provided technical assistance in the organization and implementation of the Nordic Expert Seminar on *Trafficking for Forced Labour* (8-9 May 2007, Stockholm). The SR contributed to the planning and design of the initiative, as well as providing background materials, keynote address, reporting and expert advice in the working sessions. It was a fruitful co-operation and a significant opportunity for the SR to promote OSCE anti-trafficking commitments, follow up on the recommendations of the 2005 and 2006 *Alliance* conferences on THB for labour exploitation, network with key government officials from Sweden, Finland, Norway, and Denmark, gather important information on the THB situation in the countries, and identify emerging challenges (e.g. increasing number of missing and disappearing unaccompanied minors) and potential future joint initiatives.
- At the request of the Portuguese Presidency of the Council of the EU, the SR actively contributed and assisted in the conference “Trafficking in Human Beings and Gender” organized by the Presidency (Porto, 8-9 October 2007), which led to the Porto Declaration and to concrete recommendations to EU Member States in the areas of victim protection, trafficking for labour and sexual exploitation.

Finally, a special area of direct assistance relates to the close co-operation with the OSCE Chairmanship to respond to its political priorities by providing background analysis, advice, and implementing relevant tasks linked to multilateral interaction between the Chairmanship and the participating States, as, for example, previously mentioned when illustrating the SR work with the Human Dimension Committee.

6. Joining efforts against THB: Co-ordination and Co-operation

Co-ordination of anti-trafficking efforts within the OSCE and co-operation with relevant external international, inter-governmental and non governmental organizations are core components of the SR's mandate and work. Joining efforts is crucial to maximize the impact of actions to counter trafficking by setting common agendas, complementing and supplementing each other's work while respecting mandates and acknowledging differences in competencies and expertise and benefiting from mutual collaboration. This approach becomes in turn of benefit to a wide audience and it renders dialogue and advocacy with the participating States clearer, more effective and coherent.

6.1 *Internal co-ordination and co-operation*

The OSCE with its comprehensive and cross-dimensional approach to combating THB has a consolidated history of dealing with the problem, one which relies and builds on the solid work carried out by its various bodies. The SR, the ODIHR, the OCEEA, the SPMU, the Gender section, the field operations, as well as other structures of the OSCE Secretariat specifically tasked by the *OSCE Action Plan*, join efforts in their anti-trafficking work, and are committed to operating in a coherent and complementary manner on the basis of their respective institutional mandates with the common purpose of promoting the implementation of OSCE commitments at the national level. This requires regular exchanges, and consultations to inform each other, identify issues of concern and common priorities, setting agendas, and maximizing the use of limited resources by acknowledging and building on internal institutional resources of expertise when possible. Regular exchanges are also helpful in sharing experiences and lessons learned, in summing up and capitalizing on ongoing efforts, as well as strengthening the organization's institutional memory and expertise.

Co-ordination and co-operation are therefore ongoing processes that take various forms, including co-ordination meetings of structures in the Secretariat, where possible with participation of the ODIHR, annual meetings of all OSCE bodies (for example, Anti-Trafficking Focal Points meetings, annual Heads of Mission meetings), bilateral meetings between heads of unit and, at working level, continuous regular exchange of information, joint planning of activities and joint development of comments and assistance to participating States, where appropriate.

Some examples from 2007 work include the following: the Secretary General hosted a cluster meeting on THB in February 2007 with the participation of all relevant structures in the Secretariat (OSG, OSR, SPMU, ATU, OCEEA, Gender Section, Legal Services, PPIS, External Co-operation, CPC-PSP, CPC, Border Unit), the ODIHR and a representative from the Chairmanship. The SR hosted an annual meeting of OSCE Anti-Trafficking Focal Points, with the participation and contribution of field operations, ODIHR, OCEEA, Gender Section and SPMU (Vienna, 22 May 2007). The meeting was designed to respond to requests made by the OSCE focal points to share experiences in the areas of research on THB and capacity building and training for professionals on THB. The meeting also provided an update on priorities, current activities and plans for 2008, including issues related to working with the media. In addition, the SR used this opportunity to get firsthand information from the field and identify common areas of work and needs of field presences with a view to developing joint regional activities in 2008. The SR invited also experts from UNODC, ILO, ICMPD and

ECPAT to contribute their experience in the area of training (e.g. for police, prosecutors and judges on child trafficking and forced labour) and to share some of their policy and programmatic plans in the OSCE region.

The SR, together with the ODIHR and other relevant structures, also co-operates with field operations on project development, providing - when requested - advice and an exchange of information on good practices and regional initiatives. Furthermore, field operations provide strong support for the work of the SR, contributing their knowledge and expertise on the THB situation and efforts in the countries where they operate.

In addition, the SR maintains regular contacts with the field operations in Southern Caucasus in relation to their co-operation in the framework of a recently EC funded *project* “Development of a comprehensive anti-trafficking response in Armenia, Azerbaijan and Georgia”, which is managed by ILO in partnership with ICMPD.

The regional round table in Bishkek, scheduled for December 2007, will be organized also in close co-operation with the OSCE Centres in Central Asia, and other relevant OSCE structures.

The ODIHR initiated and hosted two expert meetings which, amongst others, also provided opportunities for exchanges of good practices, brainstorming, internal co-ordination and co-operation in view of upcoming initiatives. The first was the ODIHR *Civil Society Meeting on NRM and Labour Exploitation*⁵⁴ (Warsaw, 24 April 2007) which aimed at reviewing the application of the OSCE/ODIHR concept of National Referral Mechanism (NRM) to trafficking for labour exploitation and to contribute to further develop the NRM model in the EU region as foreseen by the *EU Action Plan on Trafficking*⁵⁵. The SR participation in the meeting was useful in terms of contributing to updating an important OSCE tool and building knowledge with a view to assist participating States in drafting a potential Ministerial Council decision on THB for labour purposes. The second was the ODIHR *Preparatory Meeting on the Supplementary Human Dimension Meeting on Combating Commercial Sexual Exploitation of Children* (Warsaw, 16 July 2007), which also provided an opportunity for identification of good practices and challenges, as well as for joint planning .

The SR has also been closely co-operating and co-ordinating with other structures in the Secretariat. For example, work with the SPMU to promote media visibility of the SPMU meeting “*Combating sexual exploitation of children on the internet*” (Vienna, 20-21 September 2007), and with the OCEEA, contributing to its activities in the field of migration (e.g. in relation to the international Forum on Migration and Development, and the OSCE/ILO/IOM Launching Seminar of the Mediterranean edition of the *Handbook on Establishing Effective Migration Policies* in Rabat). Furthermore, the SR has continued co-operation with the Training Section in the Secretariat in the framework of the General Orientation (GO) Programme which includes a THB module, promoting zero tolerance to THB and contributing to ensure that each OSCE staff member is familiar with the issue of human trafficking and aware of his/her duties and responsibilities, as specified in the Code of Conduct for OSCE officials and related rules and instructions.

⁵⁴ See ODIHR Report “The NRM Approach to Trafficking and its Application to Trafficking for Labour Exploitation” available at http://www.osce.org/documents/odihr/2007/07/25685_en.pdf

⁵⁵ EU Action Plan on best practices, standards and procedures for combating and preventing trafficking in human beings (OJ C 311, 9.12.2005)

The SR also participated in the Task Force on Organized Crime to contribute to identifying lessons learned in OSCE work. In accordance with *MC Decision No. 05/2006 on Combating Organized Crime* tasking the Secretary General, in co-operation with the ODIHR, to report to the Permanent Council on the OSCE efforts in combating organized crime,⁵⁶ the SR provided input to the relevant chapter of the report and contributed to the preparation of the document as a whole. The SR also participated in the meeting of Gender Focal Points discussing the linkages between promoting gender policies and prevention of THB.

In 2007 the SR has specifically strengthened and further developed OSCE internal co-ordination in the area of public information by developing an Annual Communication Plan in accordance with the overall OSCE Communication Strategy and in co-operation with PPIS, the anti-trafficking focal points, and public information officers in field operations. This has resulted in improving and promoting the visibility of the anti-trafficking work carried out by the OSCE structures, institutions and field operations.

6.2 External co-operation

6.2.1 Alliance against Trafficking in Persons

From 2004 the *Alliance against Trafficking in Persons* has provided OSCE participating States and Partners for Co-operation with harmonized approaches, sharing of best existing expertise and a channel of dialogue with civil society and International Organisations. A team of experts representing leading international organizations and NGOs, i.e. the *Alliance Expert Co-ordination Team*⁵⁷ (AECT) supports this platform providing an operational and consultative forum for strategic networking and joint actions in the OSCE region.

In an effort to renew and strengthen the partnership in the *Alliance*, the SR engaged in bilateral consultations with individual agency members of the Experts Co-ordination Team. These served to exchange views on critical issues in addressing THB, to identify common areas of work and advocacy and to discuss how to raise the engagement of governments in implementing agreed commitments and obligations and support the numerous local civil society actors working on THB.

Within the framework of the *Alliance against Trafficking in Persons*, the SR convened the 6th and 7th *Alliance* high level conferences⁵⁸ which served to promote national ownership in addressing THB and spotlight critical but still insufficiently implemented commitments in the area of identification, assistance and protection to trafficked persons. Partners of the *Alliance* participated and contributed their expertise and most recent research findings at the 7th high level conference, helping to achieve both the success of the events and the promotion of a common agenda for evidence-based research.

⁵⁶ Para. 11 (d)

⁵⁷ The AECT includes representatives from OSCE Structures and institutions (SR, SPMU, OCEEA, Senior Adviser on Gender Issues, ODIHR), UNOHCHR, UNHCR, UNDP, UNICEF, UNICEF Innocenti Research Center, UNIFEM, UNODC, ILO, WHO, IOM, International Federation of Red Cross and Red Crescent Societies, Council of Europe, ICMPD, Europol, Interpol, European Commission, EC Expert Group, Dutch National Rapporteur, Nexus Institute, Anti-Slavery International, Caritas, ABA CEELI, ECPAT, La Strada International, International Federation of Terre des Hommes, Save the Children International Alliance.

⁵⁸ See section 6.2 above for more information.

At the beginning of the year the SR convened a meeting of the AECT which focused on discussing thematic priorities and programmatic plans in anti-trafficking work. A number of issues were repeatedly raised as critical to advancing anti-trafficking work, including the need to review and enhance prevention strategies and work in the broad framework of social, economic and migration policies, to maintain a constant focus on child trafficking, to strengthen initiatives for victim protection and to improve research in this area. Furthermore, the SR engaged in bilateral high-level consultations with a number of AECT partners, including UNICEF, UNOHCHR, UNHCR, IOM, ILO and Terre des Hommes, with a view to strengthen co-operation and renew partnership.

As chair of the *Alliance* the SR addressed a letter to the President of the European Commission, a joint advocacy initiative to promote the signature and ratification of the *Council of Europe Convention on Action against Trafficking in Human Beings* among the EU Member States, in line with the provisions of the *EU Action Plan on THB*⁵⁹ and the *OSCE Ministerial Council Decision No.15/2005 Preventing and Combating Violence Against Women*.

6.2.2 Working with other multilateral groups and IGOs

In addition to the co-operation in the framework of the *Alliance*, the SR engaged in strengthening co-operation in other bilateral and multilateral forums, in particular with the European Commission, UNODC, and the Council of Europe, in full compliance with the relevant OSCE decisions taken by the Permanent Council.

At the beginning of the year the SR engaged in consultations with senior officials of the European Commission, including Commissioner for Enlargement and representatives of Directorates-General for Justice, Freedom and Security, for Research and for Social Affairs and Employment, and EuropeAid Co-operation, to exchange information on areas of mutual concern and strengthen partnership in concrete activities with a view to advance the anti-trafficking work.

At the invitation of the Directorate-General for Justice, Freedom and Security of the European Commission (EC/JLS), the SR and the ODIHR contributed to the consultative meeting of experts (Brussels, 18 June 2007) and successive consultations, which resulted in the elaboration of draft “*Recommendations on identification and referral to services of victims of trafficking in human beings*”⁶⁰, as a follow up to the *EU Action Plan on Trafficking*. The recommendations were discussed at the launching of the annual *European Day on Anti-Trafficking* and the SR contributed on their elaboration. The recommendations are significant and relevant for the OSCE work for a number of reasons, not least because they contribute to the implementation of OSCE commitments in the areas of identification, assistance and protection. More specifically, they are intended to create a non-binding European standard from the human rights approach which has been promoted by the EU Experts Group on THB, thereby addressing a major gap in anti-trafficking policies.

They cover the treatment of the presumed trafficked person in the identification process; the establishment of a national referral mechanism based on co-operation with civil society

⁵⁹ EU Action Plan on Best Practices, Standards and Procedures for Combating and Preventing Trafficking in Human Beings (OJ C 311, 9.12.2005)

⁶⁰ http://ec.europa.eu/justice_home/news/events/anti_trafficking_day_07/mecanisms_manual.pdf

organizations; a more specific focus on trafficking for labour exploitation; and tackle the relatively new problem of EU nationals falling prey to traffickers yet not being entitled to any assistance measures in some of the countries. This process contributed to strengthening the SR's co-operation with the EC/JLS, improving visibility of OSCE anti-trafficking work, and promoting the implementation of OSCE commitments with EU government officials and within the framework of the anti-trafficking initiatives led by the German and Portuguese Presidencies of the Council of the European Union.

UNODC is a valuable and natural partner in promoting the implementation of the *UN Convention against Transnational Organized Crime* and its *Trafficking Protocol* through participation in *Alliance* events and by addressing OSCE participating States directly, especially those still considering whether to become parties to this universal treaty (see footnote 14 above). Our co-operation with the UN "family" in 2007 took on a new dimension in the framework of the *UN Global Initiative to Fight Human Trafficking* (UN GIFT) which is co-ordinated by UNODC. The OSCE became the only regional organization based in Vienna which was invited to full membership of the UN GIFT Steering Committee. Being at the cradle of the planning process, in the course of 2007 the OSCE made its practical contribution in terms of providing expertise and assisting in the preparation of handbooks/manuals for the police, prosecutors, and judges and other topics. The OSCE also participated in the preparation of the agenda for the Vienna Forum (13-15 February 2008) which will conclude the first stage of the *Global Initiative* and be followed by a chain of anti-trafficking events all over the world.

Consultations held between the SR and high-level representatives of the Council of Europe and its various structures in the beginning of 2007 indicated extremely high potential to strengthen co-operation and further complement each other's efforts, avoiding unnecessary duplication. It was agreed to move from simple participation in each other's events to joint actions, as was recommended by a considerable number of participating States. However, the two organizations were aware of technical peculiarities relating to their composition and decision-making procedures which could hamper these ambitions. The first attempt at issuing a joint statement in March 2007 on the occasion of the bicentenary of the abolition of slavery by the British Parliament unfortunately failed, to the regret of both organisations.

The main common priority of the OSCE and Council of Europe is the joint promotion of a rights-based and comprehensive approach to combating human trafficking, in line both with the OSCE Ministerial Decisions, *OSCE Action Plan* and the *Council of Europe Convention on Action against Trafficking in Human Beings*. In this regard, the two organizations call for the signature and ratification of the Council of Europe Convention by States members of both organizations, in compliance with the *OSCE Ministerial Council Decision 15/05*⁶¹. At the same time, the OSCE and the Council of Europe also call for the full implementation of OSCE anti-trafficking commitments and jointly render their assistance to the participating and member-States in achieving this goal. Recent consultations in Paris led to concrete proposals from both sides on the development of co-operation in 2008 towards possible joint initiatives.

To the fullest extent possible, the SR broadens the scope of international co-operation by engaging in consultations with a wide variety of organizations, such as the European

⁶¹ OSCE MC.DEC/15/05 on *Preventing and Combating Violence against Women*, adopted in Ljubljana, 6 December 2005.

Commission, the Nordic Council of Ministers, the Council of Baltic Sea States, the CIS Executive Committee, *et al.* Overall these efforts at co-operation and co-ordination are significantly contributing to developing concrete common approaches, which facilitate bilateral and regional co-operation and render responses to THB more effective. Furthermore, they have also helped to elevate the visibility and raise the political profile of efforts to tackle human trafficking.

7. Challenges and the way forward

While OSCE participating States have begun implementing international obligations and OSCE commitments at national level, serious gaps still exist which demand adequate budgets and more effective and comprehensive responses. Therefore, in working to catalyse national actions, the SR encounters a number of different challenges. Some of these are of institutional nature, while others relate to the complexity of developing sustained actions necessary to eradicate human trafficking in the OSCE region. The SR has sought to analyse these challenges and will strive to turn them into opportunities for action in 2008. A summary of these is provided below, followed by an outline of responses and future plans.

7.1 Challenges arising in 2007

As previously outlined in the report, a number of participating States have not yet become a party to the main treaty, the *UN Convention against Transnational Organized Crime* and its *Trafficking Protocol*, while others have not fully implemented their commitments:

“Our challenge is to get countries to enact at least these minimum standards reflected in these international instruments. The fact that they have not reflects the continuing challenge of the need to increase political will, not the absence of sufficient international legal instruments.”⁶²

Improving ratification and implementation levels is therefore a continuing goal of the SR in her work. A related challenge is raising the political profile of combating THB and the level of engagement of national governments by acting both at country level and co-operating internationally to combat trafficking in human beings. Through multilateral and bilateral dialogue with the participating States, the SR strives to gain an understanding of the efforts made by participating States in terms of laws, policies and other measures, whilst also advocating to generate sustained political will, and improved funding for concrete actions at national level. The SR takes the view that resource constraints alone cannot justify inaction; there is always the possibility to begin with a basic response and with improving the protection of rights of vulnerable individuals and affording the minimum protections available to victims of this crime.

Another challenge for the SR is assisting the implementation of commitments in the whole OSCE region ensuring a cross dimensional and geographically balanced approach. In fulfilling her mandate the SR pragmatically strives to seek a balance between ensuring that work is undertaken with all the 56 participating States in a geographically balanced manner, while at the same time being carried out in a more in-depth way with a few countries or in a region. The SR constantly seeks to highlight issues of relevance to all participating States, while at the same time identifying what is important in a specific regional or country context, and taking into account what other actors have done. The aim of the SR is to ensure OSCE interventions bring added value, complement existing efforts and therefore have impact. Related to this is the difficulty of maintaining an updated information base of developments related to human trafficking in the 56 participating States of the OSCE region and of the

⁶² Testimony of Eva Biaudet on the topic *Combating Trafficking for Forced Labour Purposes*, *US Helsinki Commission*, Washington D.C., 11 October 2007, available at: <http://www.csce.gov>

efforts and actions undertaken at national level to combat THB⁶³. It should be noted that the contribution of all stakeholders, participating States, OSCE structures, institutions and field operations, and relevant international actors, is an essential asset to build such knowledge base. Furthermore, this process occurs with limited financial and human resources invested both at the international level and at the national level in research, regular monitoring and analysis of the problem.

Accurate information and analysis on THB and the status of implementation of anti-trafficking commitments in the OSCE region remains key to fulfilling the SR mandate and to target and tailor the actions in assisting the participating States. It is in this spirit that the SR carried out a focused survey on national anti-trafficking structures and policies among the participating States. On the basis of responses from participating States and the contribution of OSCE structures, institutions and field operations the SR intends to publish, in 2008, an analysis of achievements in the establishment of national anti-trafficking structures; the development of action plans; the setting up of a National Rapporteur or equivalent mechanisms for monitoring State anti-trafficking activities; and the implementation of national legislation. This work can only be achieved with full support and responses from the participating States. If these are received, the proposed report will contribute substantially to refining the SR's advocacy and assistance efforts with participating States. Additionally, it will assist in building reliable data and promoting systematic evidence-based research on THB and is also fundamental to improve our framework for prevention work.

In 2007 the SR has paid due attention to incorporating a gender perspective in all THB responses and to promoting that these comprehensively address *all* forms and purposes of trafficking. This also applies in the development of assistance responses to tackle trafficking of boys and girls where child protection measures should be inclusive and available to all children regardless of their status. Furthermore, this is relevant when improving national referral mechanisms and other protection measures to ensure they apply not only in the context of sex trafficking but also of all other forms of trafficking. Additionally the need for listening to and consulting with victims and other vulnerable people regarding the policies and programmes that affect them is apparent.

Raising the visibility of human trafficking as a modern form of slavery has been an ongoing challenge in the SR work. Working with the media has the potential to raise the public knowledge about the phenomenon. The mass media can present the problem in human terms and provide a help line for potential victims and community members to assist in combating the phenomenon and shaming the perpetrators. Nevertheless, journalists have been frequently criticized for failing to take a more active stance in raising public awareness of the phenomenon. In the future the SR intends to continue improving the dialogue with the media to promote ethical and investigative journalism and to engage them in promoting zero tolerance toward exploitation of individuals.

The SR's work has also shown that significant efforts and a collaborative attitude have been essential to the success of internal co-ordination and co-operation within the OSCE, and thus improve the efficiency and efficacy of all OSCE anti-trafficking work. Nevertheless, some challenges remain, especially in creating common long term operational strategies for

⁶³ This is foreseen in the *MC.DEC 13/05 on Combating Trafficking in Human Beings*, and implied in the *MC.DEC 3/06 Enhancing Efforts to Combat Trafficking in Human Beings*, including for Labour Exploitation, through a Comprehensive and Proactive Approach.

accelerating the OSCE anti-trafficking work in the whole region. The SR intends to strengthen this work by planning and developing new joint cross dimensional initiatives in the future.

Whilst being very productive in terms of building dialogue, the co-operation and assistance to the Human Dimension Committee posed a number of challenges to the work of the SR in seeking to balance the political role intrinsic to her mandate with requests for assistance and technical expertise. There were also practical challenges in the HDC work such as the feasibility of arranging meetings with national experts for substantive discussions and drafting sessions on the development of new commitments. In this regard, the SR found the reinforced HDC was an innovative and positive development, though its outcome was conditioned by the limited attendance of experts from capitals.

7.2 *The way forward*

Combating THB, a criminal phenomenon that has existed for ages all over the world, is a strategic issue. We all are committed to eradicate this modern form of slavery, and have to be both pragmatic and progressive in terms of tactics and step-by-step measures. In response to these challenges, the SR intends to build on the work carried out in 2007. The future programme of work includes continuing to pursue the issues raised in the 2007 agenda and complement them with responses to new developments. It will entail activities and actions addressed to all 56 participating States, such as *Alliance* conferences as well as initiatives at all levels: regional, national, multilateral and bilateral.

The SR intends to continue systematically building and enriching the OSCE knowledge-base on national implementation of commitments and on the scope of national responses to THB. The SR will advocate for the establishment of national self-reporting mechanisms in the participating States and for evidence-based research on THB and its responses. In this regard, in accordance with PC Declaration No.670⁶⁴ the SR will continue co-operating with the Council of Europe and other parties and follow up on the 6th *Alliance* conference with a technical seminar regarding rendering assistance to participating States and facilitating the establishment of a National Rapporteur or equivalent mechanism. The overall goal of this initiative is to assist interested participating States, exchange expertise, and share lessons learned in this practice.

Stepping up the efforts to prevent human trafficking, a leitmotif in 2007, remains a challenging and priority area for the future. The SR will therefore strive to explore and specify the linkages between THB and the structural problems arising from the economic and social developments of the 21st century which foster an environment where the exploitation of individuals is possible. The SR therefore plans to initiate a high-profile debate with the participation of prominent personalities, intellectuals, world leaders and policy makers. The aim is to generate a political discussion on how human trafficking affects our societies, how it is related to globalization, economical development, migration policies, gender discrimination and other structural factors. A wider result of such an initiative would be to raise the political profile of the OSCE and its efforts to combat trafficking in human beings. Prevention will also be at the centre of our co-operation and events with UNODC in the

⁶⁴ PC.DEC670 Declaration on Co-operation between the Council of Europe and the Organization for Security and Co-operation in Europe, 28 April 2005.

framework of the UN GIFT, and steps will be taken to achieve better knowledge of vulnerabilities to THB in the OSCE area.

Many participating States have amended their national laws to comply with UNTOC requirements; some have also established special units investigating THB and begun training police investigators, border guards, prosecutors and judges on THB; yet the number of prosecutions remains limited and that of convictions is even smaller across the OSCE region. In the 2008 programme of work the SR intends to add a more specific focus on prosecution and access to justice. In this regard the SR plans to convene a meeting of experts to review existing case law, challenges in THB investigations and prosecutions and in co-operating with counterparts in other countries, as well as identifying lessons learned.

The SR regards child trafficking as a major priority for 2008 and wishes to build on the work already undertaken by the OSCE making the special obligation to protect children and ensure a child perspective visible in all efforts. She is currently consulting with all major actors in order to plan an initiative in this area within the framework of the *Alliance*.

At the regional level, the SR intends to follow up to the regional initiatives in Central Asia and in the Baltic region, as well as launching two initiatives. Governments, parliaments, NGOs and international organizations in South Eastern Europe have been engaged in sustained efforts against human trafficking for several years, both at the national and regional level. Much has been done in prevention, protection and prosecution, as well as at the policy and institutional level. In the spirit of co-operation, the SR intends to engage policy makers in South Eastern Europe in a policy dialogue on the gender dimensions of trafficking and in drawing lessons from anti-trafficking action in the region. Additionally, the SR will invite participating States to take part in a regional seminar on trafficking for labour exploitation in the agricultural sector. The overall aim of the seminar is to consider in greater depth good and bad practices in the areas of victim identification and protection, multi-agency partnership and co-ordination, as well as prosecution of criminal cases.

Work at national level will continue and gain more focus with plans to conduct public country assessments in a spirit of fruitful dialogue and co-operation with participating States and with a view to spurring the implementation of commitments and step up national efforts against THB. The first assessments will target a country of destination (initial discussions with the Spanish Chairmanship have been initiated), as well as a country of origin. The assessments also intend to provide a better basis for setting up comprehensive bilateral co-operation fighting trafficking between a country of origin and one of destination.

The SR will continue taking an active role in promoting in-depth, balanced and comprehensive coverage of human trafficking through *inter alia* continued dialogue with the media, facilitating media access to research and expertise, disseminating best practices in reporting on the phenomenon, taking the lead in writing opinions and feature articles, promoting opportunities and resources for media education on the issue. The SR also intends to continue to establish a role as a clearing house on the issue. The office will enrich its digital library of audio-visuals and other graphic materials that help communicating messages whilst also ensuring respect of the privacy of the individuals involved. The SR has also started to gather high resolution broadcast material to distribute to media thanks to the support of law enforcement agencies and national police forces. The goal is to be able to provide broadcast material on concrete cases, on specific actions that highlight the situation in which exploitation occurs.

2007 established a *Platform for Action*. The SR intends to build on the advances made and regards consultations, planning and preparation for 2008 as essential to this process. In this spirit, the SR welcomes all forms of feedback from participating States regarding the overview of work presented in this Annual Report, as well as on the challenges and plans for 2008. The SR looks forward to the continued support and partnership of the participating States and OSCE institutions, structures and field operations, in building an effective bulwark against trafficking, a modern form of slavery.

8. Annex

Keynote addresses and interventions in conferences, seminars and other events by the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings:

- *Regional Seminar on Action against Trafficking in Human Beings: Prevention, Protection and Prosecution*, Directorate General of Human Rights of the Council of Europe in Co-operation with the Ministry of Interior of Cyprus (14-17 February 2007, Nicosia)
- *Conference on Trafficking in Women and Girls: Informal thematic debate of the UN General Assembly on gender equality and the empowerment of women*, Permanent Missions of Belarus and the Philippines to the United Nations (5 March 2007, New York)
- 658th Permanent Council of the OSCE (22 March 2007, Vienna)
- *Launch of the United Nations Global Initiative to Fight Human Trafficking* in the House of Lords (26- 27 March 2007, London)
- *Stop Trafficking Camp 07-Boosting the Social Dimension*, Danish Ministry of Social Affairs (18 April 2007, Copenhagen)
- *Civil Society Meeting on National Referral Mechanisms and Labour Exploitation*, OSCE/ODIHR (24 April 2007, Warsaw)
- *Promise to Protect, Campaign Against Children Trafficking in Children, Panel Discussion for Trafficking in Children*, US State Department, Federal Ministry for European and International Affairs, UNODC and OSCE (24-25 April 2007, Vienna)
- *Fighting back on Human Trafficking in Europe: Human Rights Approach to Human Trafficking* , Finnish Committee for European Security (7 May 2007, Helsinki)
- *Nordic Expert Seminar on Trafficking for Forced Labour*, Regeringskansliet in co-operation with ILO, OSCE Office of Special Representative and Co-ordinator for Combating Trafficking in Human Beings, UNODC (8 May 2007, Stockholm)
- *Conference on Fighting Trafficking in Children, Unaccompanied and Trafficked Children in the Baltic Sea Region*, Polish Ministry of Interior and Administration in cooperation with Council of the Baltic States (8-9 May 2007, Warsaw)
- *Human Security Meeting, Promoting the Concept of Human Security in the OSCE area*, OSCE Asian Partners for Co-operation (15 May 2007, Vienna)
- *Alliance against Trafficking in Persons, National Monitoring and Reporting Mechanisms to Address THB: the Role of National Rapporteurs*, OSCE

(21 May 2007, Vienna)

- *Human Security and the OSCE Approach to Combat Trafficking in Human Beings*, Queens's University Belfast, Department of Foreign Affairs of Ireland (25 May 2007, Belfast)
- *OSCE Conference on Combating Discrimination and Promoting Mutual Respect and Understanding, Follow up to the Cordoba Conference on Anti Semitism and Other forms of Intolerance*, OSCE (7-8 June 2007, Bucharest)
- *Seminar on the Misuse of the Internet for the Recruitment of Victims of Trafficking in Human Beings*, Council of Europe (7-8 June 2007, Strasbourg)
- *Policy Dialogue on Human Trafficking in the EU and the Balkans: Equal Protection*, European Policy Centre (12 June 2007, Brussels)
- *Seminar on the EU legislation in the field of Temporary Residence Permit and Capacity Building Scheme in the SEE experience*, IOM and King Baudouin Foundation (12-13 June 2007, Brussels)
- *Networking against Human Trafficking*, Network against Human Trafficking Transnational Cooperation Agreement and European Social Fund (13- 14 June 2007, Brussels)
- *Conference on the International and National Experience of Combating Trafficking in Children and Spreading Pornography on the Internet*, Saint Petersburg NGO of Social Projects "Stellit" (19-20 June, St. Petersburg)
- *International Symposium Headway Improving Social Intervention Systems for Victims of Trafficking*, Italian Rights and equal Opportunities Department (24-26 June 2007, Rome)
- *Trafficking in Persons-Current Trends and Challenges, International Instruments and Conventions on Combating THB Implementation, Commitments and Challenges*, Vienna Migration Group, Federal Ministry of the Interior, IOM (26 June 2007, Vienna)
- *The 854th Wilton Park Conference: Human Trafficking: How Best to Stem the Flow?* Wilton Park Conference in Co-operation with the Foreign and Commonwealth Office (28-30 June 2007 Wilton Park, West Sussex)
- *Seminar on Action against Trafficking in Human Beings: Measures to Prevent, Protect and Prosecute*, Council of Europe in Co-operation with the Ministry of Foreign Affairs of Armenia (5-6 September 2007, Yerevan)
- *Alliance against Trafficking in Persons, Assistance to Trafficked Persons: We Can Do Better*, OSCE (10-11 September 2007, Vienna)

- *Seminar on Action against Trafficking in Human Beings: Criminal and Procedural Measures*, Council of Europe (27-28 September 2007, Paris)
- *OSCE Human Dimension Implementation Meeting*, Office for Democratic Institutions and Human Rights (1-2 October 2007, Warsaw)
- *Conference on Strengthened Co-operation against Trafficking in Women from National to Regional Strategies*, Nordic-Baltic pilot project, European Women's Lobby (5 October 2007, Vilnius)
- *Conference on Trafficking in Human Beings and Gender*, EU Presidency Portugal (7-9 October 2007, Porto)
- Testimony of the SR Eva Biaudet on the topic *Combating Trafficking for Forced Labour Purposes*, US Helsinki Commission, (11 October 2007, Washington D.C.)
- *Supplementary Human Dimension Meeting: Combating Sexual Exploitation of Children*, OSCE/ODIHR (18 October 2007, Vienna)
- *Vilnius Conference on Preventing Trafficking in Human Being: Challenges and Solutions*, jointly organised by the Government of the Republic of Lithuania, OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings and UNODC in the framework of the UNGIFT (25-26 October 2007, Vilnius)