

The OSCE/ODIHR has been actively engaged in preventing and combating trafficking in human beings since 1999. This paper gives a brief overview of some of the most important areas of our current and future anti-trafficking work. Based upon these key priorities, the scope and impact of the ODIHR's anti-trafficking efforts will continue to develop. It is also important to note that the ODIHR Anti-Trafficking Project Fund has allowed the ODIHR and OSCE field missions to deepen and develop their activities in the areas outlined below.

PRIORITIZING VICTIM/WITNESS PROTECTION—NATIONAL REFERRAL MECHANISMS

In the short-term, the area that demands our most urgent and effective response is the need for better human rights protection for victims and at-risk groups, e.g. women, youth, migrant workers. The joint UNICEF/UNOHCHR/ODIHR report *Trafficking in Human Beings in South Eastern Europe* estimates that 65% of trafficked women and girls are not identified and therefore receive no assistance. This is one key area where we must focus our work—on how relevant actors can best identify who is a victim and on how these actors can best co-operate to fulfill the related aims of victim protection and successful prosecution.

In this regard, we are fortunate to have a common starting point—the definition of trafficking as found in the UN Anti-Trafficking Protocol. Yet, in practice, a common definition is not enough to clarify the responsibilities and competencies of law enforcement personnel, non-governmental organizations (NGOs) and others, who may come into contact with a trafficked victim. There is a compelling need for clearer guidance on how to identify a trafficked victim, how to investigate related crimes and how to co-ordinate assistance. In order to respond to human rights violations and break the cycle of abuse, a mechanism must be developed through which state actors can fulfill their obligations to protect and promote the human rights of trafficked persons in co-ordination and strategic partnership with civil society and other actors dealing with trafficked victims.

During the internal OSCE regional co-ordination meeting (Sarajevo, June 2002), it was agreed upon that the establishment of such national referral mechanisms is a key priority for on-going OSCE anti-trafficking efforts. Therefore, the ODIHR is currently developing a handbook on the establishment of effective and inclusive national referral mechanisms (including identification, referral and assistance) addressing all target groups as defined in the UN Protocol, which the OSCE participating States have committed themselves to ratify.

Proposed future plans: The ODIHR is currently developing the *Handbook on Guidelines and Principles to Design and Implement National Referral Mechanisms*. The ODIHR is prepared to assist participating States in establishing NRMs. In this regard, while designing and implementing relevant trainings, the ODIHR will collaborate closely with OSCE field missions and the OSCE Strategic Police Matters Unit.

CO-ORDINATING EFFORTS AND MAINSTREAMING ANTI-TRAFFICKING ISSUES

In order for the ODIHR's anti-trafficking work to be most effective, we strongly feel that enhancing our information exchange and co-operation within the OSCE and with other relevant international organizations, governmental bodies and NGOs is of crucial importance. This co-operation results in complementary efforts avoiding duplication and maximizing the use of limited resources to combat trafficking in human beings throughout the OSCE region. It also leads to the creation of joint projects and furthers the development of international and national standards to prevent trafficking, to prosecute perpetrators and, most importantly, to protect the human rights of victims.

Proposed future plans: The ODIHR will continue contributing regularly to co-ordination mechanisms such as the SPTF and IGO Contact Group. Regarding internal OSCE matters, there is clearly an already recognized need for increased co-ordination among OSCE institutions and field missions on different thematic issues, not only anti-trafficking issues. One proposal is to establish internal OSCE competency teams or thematic working groups. The groups could be chaired by the ODIHR, the CPC, SPMU or others depending on the theme.

MONITORING IMPLEMENTATION OF OSCE COMMITMENTS AND NATIONAL ACTION PLANS

Upon request, the ODIHR and OSCE field missions have been very active in assisting participating States with the development of National Action Plans. Furthermore, the ODIHR has structured and contributed to the Supplementary Human Dimension Meeting (2000) and Human Dimension Implementation Meetings (HDIM) with the aim of providing a forum for reviewing the implementation of commitments in this field. As a complement to the 2002 HDIM, the ODIHR supported the Co-Chairs of the Permanent Council's Informal Group on Gender Equality and Anti-Trafficking in Human Beings in soliciting country reports from participating States. These reports are now publicly available on the ODIHR web site.

In addition to supporting and organizing human dimension meetings, the ODIHR has also designed and implemented projects with a significant monitoring and assessment component. The most developed model is the SEE RIGHTS project, which the ODIHR implements in co-operation with UNICEF and the UNOHCHR.

Proposed future plans: The model and methodology of the successful joint ODIHR/UNICEF/UNOHCHR initiative "SEE RIGHTS" will be adapted and applied in other OSCE regions to provide an up-to-date inventory, needs assessment and gap analysis with respect to anti-trafficking activities.

PROVIDING EXPERTISE IN THE FIELD OF LEGISLATIVE REVIEW AND REFORM

Under the framework of the Stability Pact Task Force on Trafficking in Human Beings the ODIHR, together with the CoE and UNODC, co-ordinates the area regarding "Legislative Review and Reform". Moreover, the ODIHR co-operates with the CoE in its "Lara" project on "Criminal Law Reform in South Eastern Europe" and supports these efforts through exchange of

expertise and complementary political lobbying. In addition to our work in South Eastern Europe and the Russian Federation, the ODIHR has provided expertise to the legislative review and reform efforts of OSCE field missions and participating States in the Caucasus and Central Asia.

The *ODIHR Reference Guide for Anti-Trafficking Legislative Review and Reform* is a valuable tool for raising awareness about the complexity of the trafficking issue and the need for relevant legislative changes.

Proposed future plans: The ODIHR will continue to assist participating States in their efforts to reform domestic legislation and to bring it into compliance with international standards such as the UN Trafficking Protocol.

RAISING AWARENESS

Since the very beginning of its anti-trafficking work, the ODIHR has contributed to research efforts and carried out awareness-raising activities. Such work has included facilitation of NGO-government round tables, training and support to hotline consultants and direct work with the media. Effective awareness raising creates a foundation for our joint work based on a common UN definition and the realization that trafficked persons are victims of a crime. Awareness raising also empowers at-risk groups and decisionmakers to make appropriate, informed choices.

Proposed future plans: The ODIHR will continue this crucial work in co-operation with relevant partners, especially grassroots NGOs. In addition to continuing such activities in countries of origin, the ODIHR will put more resources into raising awareness in countries of destination.

CAPACITY BUILDING

It was also noted as a priority at the Sarajevo meeting that measures to develop, implement and monitor national referral mechanisms should include capacity building of all relevant agencies and strengthening of the legal framework. The ODIHR's work aims to assist and strengthen national institutions and civil society with a view to ensuring sustainable solutions for the future. The ODIHR designs, implements and supports a wide variety of capacity building initiatives including training of state authorities, professional exchanges and the provision of materials and publications.

Proposed future plans: Within the framework of OSCE commitments and the draft OSCE Action Plan, it is clear that the ODIHR and OSCE field missions will continue to play a crucial role in assisting in the development of curricula, trainings and institution building. Furthermore, as requested in the Vienna Ministerial Decision, the ODIHR will work to assist the OSCE Secretariat and OSCE field missions to intensify anti-trafficking training for OSCE field personnel in order to enhance their capacity to monitor, report and respond to the problem of trafficking.

ASSISTING IN ADVOCACY WORK AND POLICY DEVELOPMENT

As the fight against trafficking is still a relatively new area in the human rights field, there is still much work to be done in developing and refining standards and policies. Internal OSCE meetings have recommended the development of a more coherent OSCE anti-trafficking policy, as well as the development of relevant guidelines. The ODIHR seeks to provide expertise to these processes, which should result in a more consistent, human rights based response, as well as greater visibility for the work of the OSCE in this field.

Proposed future plans: The ODIHR will continue to incorporate human rights based standards, guidelines and good practice in its on-going anti-trafficking work. The ODIHR will promote and assist in the development of progressive policies based on OSCE commitments and international human rights standards. This work will include co-operation with and assistance to NGOs in their advocacy work on the national and regional levels.

FUNCTIONING AS A CLEARINGHOUSE

In addition to organizing annual co-ordination meetings with focal points from OSCE field missions and institutions, the ODIHR has increasingly made it a priority in its work to function as a clearinghouse for information, contacts, materials and good practice. In this way, the ODIHR seeks to build institutional memory and capacity, as well as to support developments in the field.

Proposed future plans: The ODIHR will allocate more resources to better management and exchange of information and good practice. In particular, an effort should be made to make materials available to the widest possible audience ideally on-line through such resources as www.legislationline.org and the soon to be introduced www.seerights.org.