



**ANTI-TRAFFICKING**

**OSCE ODIHR**

**PROGRAMMES AND PROJECT OUTLINES**

**2004-2005**

**Warsaw, 17 November 2003**



## **PROGRAMME OUTLINE**

### **1. Programme Information**

#### **ODIHR ANTI-TRAFFICKING CONTACT POINT PROGRAMME**

**Location:**

OSCE region-wide

**Summary:**

As requested by the OSCE Ministerial Council and OSCE Permanent Council on various occasions, the ODIHR is well positioned to fulfil a comprehensive clearinghouse function. The ODIHR Anti-Trafficking Contact Point will serve as a clearinghouse and central turntable for the collection and distribution of information and assistance to support project and policy development. This programme will build on proven research and monitoring methods with the aim of providing up-to-date inventories of activities and needs assessments. These materials will be made available on-line to reach the widest possible audience and will also be used strategically in the design and prioritisation of anti-trafficking activities at the national and regional levels.

Access to better quality information and up-to-date research and analysis will strengthen OSCE participating States' efforts and ability to comply with their commitments and to effectively fight trafficking in human beings.

Target groups are all actors engaged in anti-trafficking efforts, including governments, civil society, relevant international partners as well as other OSCE institutions and field operations.

The main activities of the programme:

- research, information exchange and networking;
- monitoring and needs assessment inter alia through the SEE RIGHTS methodology;
- continued development and maintenance of web site resources such as [www.seerights.org](http://www.seerights.org) and [www.legislationline.org](http://www.legislationline.org); and
- assistance in facilitating annual anti-trafficking meetings in Vienna as mandated by the Permanent Council Decision No. 557.

**Objectives:**

- To promote synergies and to ensure co-ordinated, effective responses against trafficking in human beings through networking and information sharing;

- To improve and support project design and implementation by providing access to good practice, proven materials, an experts roster and other resources;
- To inform and influence project design and policies, as well as to encourage compliance with OSCE anti-trafficking commitments;
- To create and maintain an on-line clearinghouse that will function as an institutional archive; and
- To provide donors and interested actors with an inventory of on-going anti-trafficking efforts in selected OSCE participating States.

**Justification:**

Anti-trafficking work over recent years has resulted in an increased level of awareness about the complex nature of trafficking in human beings. This in turn has stimulated the engagement of a multitude of actors and the allocation of additional resources in the fight against trafficking. There is an urgent need to sift through, compile and utilise the wide range of available resources and expertise for ongoing and upcoming anti-trafficking project activities.

The wide geographic and programmatic scope of the OSCE, coupled with the high turnover of OSCE field personnel and the involvement of new institutional actors, calls for concentrated efforts to preserve and make available institutional memory. Ever increasing anti-trafficking activities, resources and standards should be collected and made available to partners in order to avoid reinventing the wheel or duplication.

It is to this end that the ODIHR Anti-Trafficking Unit was called upon to further develop its clearinghouse function by facilitating consultation, networking and information exchange. The trans-border character of trafficking in human beings requires tremendous networking between actors from different OSCE countries and regions. The ODIHR Anti-Trafficking Clearinghouse will support increased exchange and co-operation across borders.

**Approach:**

The ODIHR will continue to support research and monitoring activities throughout the OSCE region. In the field of combating trafficking in human beings, the ODIHR has designed and implemented projects with a significant monitoring and assessment component since 1999, and has gained in-depth experience and insight into effective project development. The ODIHR Anti-Trafficking Clearinghouse will build upon this experience through supporting continuing efforts, as well as to develop new projects and activities according to upcoming needs and responding to new trends.

This programme will support the design, development and maintenance of an anti-trafficking resource library on the ODIHR web site, making research, monitoring, project reports and related materials available on-line. Project activities will contribute to existing resources broadening the geographic scope of the SEE RIGHTS methodology and increasing the documentation found on the Legislationline website.

Using the OSCE's broad network of field missions and institutional contacts, this programme will facilitate close co-operation with relevant local and international actors in OSCE participating States, in order to ensure a swift and well-targeted information exchange and sharing of experiences. To this end the ODIHR will strengthen its strategic partnership with OSCE institutions and field operations, as well as with other key international partners.

**Description of activities:**

The most-developed monitoring methodology is being applied in the SEE RIGHTS project, which the ODIHR implements in co-operation with UNICEF and the United Nations Office of the High Commissioner for Human Rights (UNOHCHR) in Southeast Europe. The methodology of SEE RIGHTS will be adapted and applied in other OSCE regions – starting with the Caucasus – in order to provide an up-to-date inventory, needs assessment and gap analysis with respect to anti-trafficking activities. Findings and reports will be issued on the SEE RIGHTS web site.

The ODIHR Anti-Trafficking Unit will further develop an expert roster to match and flexibly respond to incoming requests from the field and OSCE participating States. Moreover, this programme is expected to compile and group relevant materials such as standards, guidelines, training materials, analysis reports, policy papers, et al. in an on-line library on the ODIHR web site in order to make this information available to project partners and interested persons. In that regard the consultation process between the ODIHR and OSCE field missions in the framework of the ODIHR Anti-Trafficking Project Fund will prove as a useful tool for exchanging lessons learned, good practices and other relevant information.

Moreover, the ODIHR Anti-Trafficking Clearinghouse will continue to assist OSCE participating States in their efforts to exchange in a more formalised way at different occasions such as OSCE Human Dimension meetings and the newly foreseen annual OSCE anti-trafficking meetings in Vienna. These events will be an excellent opportunity to assess the implementation of OSCE commitments throughout the OSCE region as well as to serve as a platform for networking and exchanging experiences between governmental, non-governmental and international partners.

**2. Expected Results**

**Estimated impact on target groups:**

Effective monitoring, situation analysis and needs assessment will contribute to the further development of comprehensive responses to trafficking in human beings. Furthermore, these materials will assist donors and other actors in setting priorities and avoiding duplicative efforts. The programme's activities are expected to ensure a swift information exchange in order to draw experience from lessons learned as well as to avoid duplication. OSCE actors will particularly benefit from this programme by gaining easy access to a broad range of categorised resources and expertise.

**Publications and other material outputs:**

The following material outputs are to be expected:

- Reports on Trafficking in Human Beings in Southeast Europe , the Caucasus and possibly other regions, mapping out the situation and assessing responses to trafficking.
- SEE RIGHTS web site containing relevant information on the countries assessed, contacts and links.
- Development and maintenance of an experts roster as well as on-line resource library on the ODIHR web site.

**Multiplier effects:**

The outcomes of this programme will continuously be used for future project design and implementation, as well as assist in monitoring and evaluating other on-going initiatives. Through exchanging information and building networks, more effective responses will be developed to combat trafficking in human beings.

**Sustainability:**

The ODIHR programmes seek to achieve a maximum sustainability through activities proposed, particularly at the policy and institutional levels. Therefore, a programme approach has been chosen to ensure a longer-term perspective including a monitoring component.

**REGIONAL: SOUTHEAST EUROPE: SEE RIGHTS  
ODIHR ANTI-TRAFFICKING CONTACT POINT PROGRAMME  
JOINT MONITORING AND POLICY DEVELOPMENT PROJECT: RESPONSES TO  
TRAFFICKING IN HUMAN BEINGS IN SOUTHEAST EUROPE**

**Objectives**

- To further develop common policy approaches to trafficking in human beings in Southeast Europe (SEE) based on international human rights standards and principles;
- To support and monitor under the framework of the Stability Pact Task Force the establishment and further development of effective and inclusive National Referral Mechanisms addressing all target groups as defined in the UN Protocol; and
- To regularly up-date and maintain an electronic database available on the web that presents an overview of the situation on trafficking in human beings, all involved actors and their contacts in Stability Pact countries in Southeast Europe.

**Background**

Since 2001, within the framework of the Stability Pact Task Force on Trafficking in Human Beings (SPTF), the United Nations Children's Fund (UNICEF), the United Nations Office of the High Commissioner for Human Rights (UNOHCHR) and the OSCE/ODIHR carry out a joint monitoring and policy development project called SEE RIGHTS. The findings of the joint project are published in two consecutive reports as well as on the web site [www.seerights.org](http://www.seerights.org), which reflect the current situation on trafficking in human beings in Southeast Europe.

According to key findings of the report, only a small number of trafficked persons in SEE are identified as such, and only a fraction of this number receives long-term assistance and support. The report identifies obstacles to adequate protection and support of victims, and includes a set of recommendations for improving the current response by state authorities, non-governmental and international organisations.

**Approach**

An expert on anti-trafficking issues will elaborate policy papers/guidelines on trafficking in human beings in Southeast Europe based on international human rights standards and principles. Particular focus will be given to special protection measures for children. The expert will present bi-annual progress reports at the SPTF meetings on the implementation of anti-trafficking measures in the region including the implementation of the UNHCHR's Principles and Guidelines on Human Rights and Human Trafficking, the UNICEF Guidelines for Protection of the Rights of Children Victims Trafficking in Southeast Europe and the ODIHR Handbook on National Referral Mechanisms. Together with a project assistant, the expert will regularly up-date an electronic database available on the web, presenting the findings of the project. The results and recommendations of this project will be used for lobbying efforts and further strategy and policy development in different international fora.

**Timeframe:** 2004

**REGIONAL: CAUCASUS: SEE RIGHTS  
ODIHR ANTI-TRAFFICKING CONTACT POINT PROGRAMME  
JOINT MONITORING AND POLICY DEVELOPMENT PROJECT: RESPONSES TO  
TRAFFICKING IN HUMAN BEINGS IN THE CAUCASUS**

**Objectives**

- To map out situation, actors, ongoing activities to combat trafficking in human beings in Armenia, Azerbaijan and Georgia;
- To prepare an assessment and analysis of available information, identify gaps and needs of potential, on-going and completed initiatives, assess national and regional co-ordination mechanisms and effective response capacities, identify areas of concern in programme/project implementation and possible solutions, develop concrete recommendations for further action; and
- To draft a report including findings and recommendations, as well as a collected reference information of materials and ongoing initiatives and contact information of relevant persons/organisations in the region/countries.

**Background**

Trafficking in human beings is a multifaceted problem and requires a multifaceted response. Efforts, including international co-operation and technical assistance programmes, to eradicate trafficking in persons, demand strong political commitment by, and the active co-operation of, all Governments of countries of origin, transit and destination, assistance of the international organisations and NGOs and support from donors. Since 2001, the United Nations Children's Fund (UNICEF), the United Nations Office of the High Commissioner for Human Rights (UNOHCHR) and the ODIHR carry out the joint monitoring and policy development project SEE RIGHTS in Southeast Europe. The model and methodology of this successful joint initiative will be adapted and applied in other OSCE regions – starting in the Caucasus region, in order to provide an up-to-date inventory, needs assessment and gap analysis with respect to anti-trafficking activities.

**Approach**

In order to assist all partners in co-ordinating their efforts and identifying gaps for action, the ODIHR, together with UNICEF and UNOHCHR, will commission an inventory of the current situation and responses to trafficking in human beings in Armenia, Azerbaijan and Georgia. This report should provide a comprehensive summary of the situation in each country. Furthermore, it will serve as a practical and programmatic reference to the ongoing initiatives and projects addressing trafficking in human beings in the Caucasus regionally and for each country. The report will also include an analysis of available research on the background of victims of trafficking as well as an outline database of major issues and recommendations for programmatic interventions.

**Timeline:** 2004



## **PROGRAMME OUTLINE**

### **1. Programme information**

#### **ODIHR ANTI-TRAFFICKING PROJECT FUND**

**Location:**

OSCE region-wide

**Summary:**

The ODIHR established the Anti-Trafficking Project Fund in 2001 to encourage the development and implementation of OSCE field mission and ODIHR projects and activities that address trafficking in human beings and associated human rights abuses. The OSCE field operations should generally be actively involved in implementation of the projects under this initiative. From mid-2001 to mid-2003, the Fund has supported over 30 anti-trafficking projects in 13 OSCE countries, as well as a number of regional activities. Through administering the Fund, the ODIHR seeks to enhance its co-operation with the field (e.g. provide expertise, promote information sharing and exchange of best practices, formulate overall regional perspective, etc.) and to address diverse and urgent anti-trafficking priorities, which may arise throughout the OSCE region.

In most cases, direct beneficiaries will be local project partners such as anti-trafficking non-governmental organisations (NGOs), at-risk groups, trafficked persons and relevant government agencies. In this respect, many projects supported through the Fund facilitate contacts between the OSCE and local actors who combat trafficking and promote the development of local capacity to combat trafficking and to assist victims.

The main activities of the programme are:

- solicitation of project proposals from the OSCE field operations;
- consultation on project design and throughout the implementation process;
- financial support for approved projects; and
- assistance with review and evaluation of related initiatives and materials.

**Objectives:**

- To encourage the development and implementation of national and regional initiatives to prevent and address trafficking in human beings;



- To empower OSCE field operations and the ODIHR to respond in a timely and flexible manner to ensure protection and direct assistance to victims of trafficking;
- To enhance co-operation between the ODIHR, OSCE field missions and other local actors in the fight against trafficking.

**Justification:**

The ODIHR and OSCE field operations possess both the mandate and the expertise to assist participating States in fulfilling their anti-trafficking commitments and to support efforts on the part of civil society to prevent trafficking and assist its victims. However, opportunities for co-operation and assistance (e.g. legislative reform or interventions relating to an individual case) may emerge urgently or unexpectedly, demanding an immediate and co-ordinated response.

As stated above, the target group for the Fund’s support is OSCE field operations, as well as priority ODIHR activities. Direct beneficiaries will be local project partners such as anti-trafficking NGOs, at-risk groups, trafficked persons and relevant government agencies. The Anti-Trafficking Project Fund strengthens strategic partnerships among the ODIHR, OSCE field operations and local partners.

**Approach:**

In co-operation with OSCE field operations, NGOs and host Governments, the ODIHR will continue to support projects to combat trafficking by facilitating constructive engagement between State and NGO actors to influence institutional change. Where State authorities demonstrate their will to collaborate, the ODIHR and OSCE field operations will provide expertise and resources to carry out legislative review and reform projects, as well as necessary training of state authorities such as police, border guards, social workers, judges and prosecutors. High priority will be attached to co-ordinating with other key international agencies such as the International Organisation for Migration and the Council of Europe to avoid duplication and encourage complementary efforts.

Preference will be given to projects that:

- have a concrete impact and are likely to show short-term results;
- include national partners and strengthen grassroots capacities for sustainable solutions;
- enhance co-operation between State and NGO actors; and
- encourage regional networking and project development.

**Description of activities:**

The ODIHR receives proposals on a rolling basis and is in continual exchange with OSCE field operations regarding the development of anti-trafficking efforts. Decisions on proposals to the Fund are generally made quarterly, while urgent requests are responded to immediately. From time to time, ODIHR experts may also travel to the field to participate as experts in projects supported by the Fund, consult further with project implementers and assist in the evaluation of project activities supported through the Fund.

The Fund has supported a wide variety of activities from research, awareness raising and hotlines to direct assistance for victims and support for the development of witness protection measures. A complete list of projects supported through the Fund is available.

## **2. Expected Results**

### **Estimated impact on target groups:**

Continued support of the ODIHR's Anti-Trafficking Project Fund will enhance and increase the impact of the OSCE's anti-trafficking work as outlined in the OSCE Action Plan to Combat Trafficking in Human Beings. As a result of closer co-ordination and exchange of good practice, all projects will address trafficking with a human rights based approach and build on proven field experience. On the national level, projects will contribute to strengthening local institutions and co-operation with the aim of ensuring an effective multi-disciplinary response.

### **Publications and other material outputs:**

It is envisioned that some projects will result in the publication of research, awareness raising and training materials. Previous publications supported include: the Handbook for the design and implementation of National Referral Mechanisms, training materials for law enforcement, research on trafficking in Central Asia and an assessment of trafficking in children from Roma and Egyptian communities in Albania, as well as legislative reviews.

### **Multiplier effects:**

The ODIHR assists in the design, implementation and evaluation of projects supported through the Fund. Therefore, related resources, good practice and expertise will be made available through the ODIHR Anti-Trafficking Clearinghouse and used in the design and implementation of future activities.

### **Sustainability:**

The ODIHR programmes seek to achieve a maximum sustainability through activities proposed, particularly at the policy and institutional levels. Therefore, a programme approach, including a monitoring component, has been chosen to ensure a longer-term perspective.



## **PROGRAMME OUTLINE**

### **1. Programme Information**

#### **ANTI-TRAFFICKING AWARENESS RAISING: MEDIA AND NGO TRAINING PROGRAMME**

**Location:**

OSCE region-wide

**Summary:**

This programme aims to train media professionals on issues related to trafficking in human beings and to encourage responsible media coverage of such issues as violence against women and trafficking. The programme will also stimulate exchange and co-operation in this field between media professionals and experts from civil society and governmental structures. Finally, through programme activities, NGO awareness-raising campaigns will be developed and carried out.

This programme is targeted at media professionals and NGOs. It indirectly targets the public at large. The main activities of the programme include:

- Consultation with BBC, Internews, the International Center for Journalists and other media experts;
- Training of media professionals and networking activities;
- Design and implementation of a writing competition for journalists; and
- Support to awareness raising campaigns in co-operation with NGOs.

**Objectives:**

- To sensitise media professionals about the complexity of trafficking, as well as the rights and vulnerability of trafficked persons;
- To encourage media professionals to adopt codes of ethics for their reporting on sensitive issues such as trafficking in human beings; and
- To build the capacity of NGOs and to support co-operation between NGOs and media professionals with the aim of raising awareness about the risks of trafficking and rights of trafficked persons.

**Justification:**

Good practice shows that the media is a valuable partner for awareness-raising efforts and influencing public opinion. Unfortunately, media professionals often sensationalise issues related to trafficking in human beings. This tendency reinforces stereotypes and distorts the true complexity of trafficking. Furthermore, media professionals require more training not only on the issue of trafficking in human beings, but also on professional codes of ethics

and how to cover alleged cases of trafficking. By raising awareness about the victim's right to privacy and the impact unethical behaviour may have on the victim and their family, as well as on prosecution efforts, the programme will promote the adoption of principles and ethical guidelines for the media.

In the OSCE Action Plan to Combat Trafficking in Human Beings the ODIHR is tasked to continue promoting and carrying out awareness-raising initiatives in co-operation with relevant partners throughout the OSCE region, as well as to enhance training activities with regard to the responsibility of the media for dealing with the topic of trafficking in a sensitive manner and without reinforcing negative stereotypes. Training will stress the complexity of the trafficking phenomenon and the need for a comprehensive response. This programme is targeted at media professionals and NGOs. It indirectly targets the public at large.

**Approach:**

In co-operation with media experts and trainers, the ODIHR will design and implement trainings on anti-trafficking issues for media professionals. The ODIHR will also stimulate and support co-operation between NGOs and media professionals, in particular writing competitions for journalists and awareness raising campaigns in co-operation with NGOs. Finally, the ODIHR will devote a section of its Anti-Trafficking Clearinghouse to compiling professional codes of ethics for media and related standards for the appropriate coverage of sensitive issues such as trafficking.

**Description of activities:**

- Consultation and exchange with BBC, Internews, International Center for Journalists and other media experts;
- Training of media professionals;
- Design and implementation of a writing competition for journalists; and
- Support to awareness raising campaigns in co-operation with NGOs such as La Strada.

**2. Expected Results**

**Estimated impact on target groups:**

This programme will sensitise selected media professionals to the complexity of trafficking and the most appropriate ways to cover related stories, which will result in better coverage, more realistic analysis and increased public awareness. NGO campaigns will raise awareness among at-risk groups, as well as among decision-makers. Finally, co-operation and communication between civil society and the media will be promoted and supported. This will also enhance reporting, expert contributions and coverage of current developments.

**Publications and other material outputs:**

This programme will result in the development of training materials and compilation of good practice in the field of ethical standards for media professionals. In addition, articles and other awareness raising materials will be produced by media professionals and NGOs in consultation with the ODIHR.

**Multiplier effects:**

Materials produced will raise public awareness of the risk of trafficking and the rights of trafficked persons. Trained media professionals will be entered in the ODIHR's expert database and their materials will serve as models for others.

**Sustainability:**

The ODIHR programmes seek to achieve a maximum sustainability through activities proposed, particularly at the policy and institutional levels. Therefore, a programme approach, including a monitoring component, has been chosen to ensure a longer-term perspective.



## **PROGRAMME OUTLINE**

### **1. Programme Information**

#### **STANDARD SETTING AND CAPACITY-BUILDING PROGRAMME**

**Location:**

OSCE region-wide

**Summary:**

The multifaceted nature of trafficking in human beings demands a multidisciplinary approach and comprehensive response. The ODIHR considers efforts and initiatives to strengthen co-ordination and communication as an essential tool in achieving the standards outlined in OSCE commitments. This programme, therefore, seeks to assist OSCE participating States through supporting the design, development, adoption and implementation of anti-trafficking standards and guidelines. These efforts will support overall strategy and policy decisions for the OSCE in the fight against trafficking in human beings.

Target groups are actors engaged in anti-trafficking efforts, including governments, civil society, international partners as well as other OSCE bodies. In particular, persons and institutions that provide services to victims and, hence, trafficked persons themselves will benefit from this programme.

The programme will include the following main activities:

- design, development and implementation of anti-trafficking standards and guidelines as well as support for the drafting process of the new European Convention;
- facilitation of OSCE internal co-ordination meetings and capacity building of OSCE staff on anti-trafficking issues; and
- consultation and co-ordination in international fora with partner organisations such as United Nations agencies, the Council of Europe, the European Union, the Stability Pact Task Force on Trafficking in Human Beings and others in order to promote OSCE anti-trafficking commitments on different levels.

**Objectives:**

- To design, develop and promote anti-trafficking standards, guidelines and training materials;
- To assess and identify priorities and strategies for co-ordinated anti-trafficking responses;

- To co-ordinate with actors engaged in anti-trafficking efforts, including governments, civil society and particularly international partners; and
- To further cultivate co-ordination and co-operation among OSCE bodies.

**Justification:**

Case-study assessments and actual practice in the field make it apparent that there is an urgent need for the development of practical standards, guidelines and training materials addressing different areas in the fight against trafficking in human beings. Furthermore, other international and regional organisations working in the OSCE region are developing anti-trafficking strategies and policies, some of which will have a legally binding character. The OSCE anti-trafficking commitments and their comprehensive approach in responding trafficking in human beings should be promoted during the negotiation process for upcoming standards set by other organisations, which will be implemented at the national level in OSCE participating States.

In recent years, the institutional capacity of the OSCE to tackle trafficking in human beings has increased significantly. The complexity of trafficking, diverse mandates and a constant readjustment of priorities and needs require OSCE anti-trafficking staff – particularly in the field – to broaden and deepen their activity portfolio as well as to continuously build their capacity.

As stated above, the target groups are all actors engaged in anti-trafficking efforts, including governments, civil society, international partners, as well as other OSCE bodies. In particular, direct beneficiaries will be persons and institutions that provide services to trafficked persons and, hence, trafficked persons themselves will indirectly benefit from this programme.

**Approach:**

Decision-makers have come a long way in identifying necessary target areas to effectively respond to trafficking in human beings. Human and financial resources to implement operational anti-trafficking work in the field are constantly growing. This programme seeks to connect the level of policy development with the level of concrete action by developing and sharing quality standards and guidelines. In particular, OSCE actors should meet regularly to exchange materials, good practices and lessons learned, which would feed future anti-trafficking activity design and implementation.

The multifaceted nature of trafficking in human beings requires a well co-ordinated and well-targeted approach by a variety of actors building on each other’s work. The ODIHR Anti-Trafficking Unit through this programme will continue its efforts to consult and co-ordinate in various international circles with partner organisations such as United Nations agencies, the Council of Europe, the European Union and the Stability Pact Task Force on Trafficking in Human Beings.

**Description of activities:**

The ODIHR is a member of the Expert Co-ordination Team of the Stability Pact Task Force on Trafficking in Human Beings (SPTF). In this capacity, the ODIHR Anti-

Trafficking Unit closely consults with all members of the Expert Co-ordination Team on a regular basis and supports the SPTF through expertise and advice. In this capacity the ODIHR provides technical assistance, particularly in the field of legislative review and reform, to OSCE participating States.

On behalf of the OSCE, the ODIHR Anti-Trafficking Unit will take on the role as an observer during the negotiations of the Ad Hoc Committee on Action Against Trafficking in Human Beings (CAHTEH). This Council of Europe Committee was tasked to facilitate the drafting process of the new European Convention on action against trafficking in human beings. The ODIHR will support the work of CAHTEH and will advocate for the inclusion of relevant OSCE commitments.

The intergovernmental organisation (IGO) Contact Group on Human Trafficking and Smuggling focuses its efforts on key issues of law and policy relating to trafficking in persons and smuggling in migrants. The ODIHR Anti-Trafficking Unit co-ordinates closely with the Geneva-based IGO Contact Group based through regular exchange, both via email and (irregular) participation in the monthly meetings. The ODIHR will actively contribute to the IGO Contact Group's plans on a number of activities for the proposed United Nations Year Against Trafficking in the near future.

This programme will facilitate close co-ordination among different OSCE actors, in headquarters and the field. In this regard, ODIHR experts will actively participate in meetings of the Informal Working Group on Gender Equality and Anti-Trafficking in Human Beings. The constant exchange with different actors on newly emerging needs and priorities will feed into the development of practical standards, guidelines and training materials.

The ODIHR Anti-Trafficking Unit will organise and facilitate OSCE internal co-ordination meetings for OSCE anti-trafficking focal points and other relevant OSCE actors. These meetings will include a skill building component in order to stimulate proactive and progressive approaches to trafficking in human beings.

## **2. Expected Results:**

### **Estimated impact on target groups:**

The programme's activities are expected to result in complementary efforts avoiding duplication and maximising the use of limited resources to prevent and combat trafficking in human beings throughout the OSCE region.

### **Publications and other material outputs:**

Following material outputs are to be expected:

- Guidelines and standards promoting the human rights protection of trafficked persons; and
- Policy papers.



**Multiplier effects:**

The programme will likely lead 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.

**Sustainability:**

The ODIHR programmes seek to achieve a maximum sustainability through activities proposed, particularly at the policy and institutional levels. Therefore, a programme approach has been chosen to ensure a longer-term perspective including a monitoring component.

**OSCE REGION**  
**STANDARD SETTING AND CAPACITY-BUILDING PROGRAMME**  
**STANDARD SETTING AND CAPACITY-BUILDING: CAPACITY BUILDING OF OSCE STAFF**

**Objectives**

- To exchange materials and best practices on strategic approaches for concerted action to prevent and combat trafficking in human beings;
- To facilitate a forum where anti-trafficking expertise is introduced and exchanged; and
- To set priorities and discuss strategies for future OSCE anti-trafficking initiatives.

**Background**

The OSCE Action Plan to Combat Trafficking in Human Beings tasks a greater number of various OSCE actors to engage in the fight against trafficking in human beings, as well as calling for enhanced co-ordination efforts among the OSCE bodies. The ODIHR Anti-Trafficking Unit will continue to closely co-ordinate anti-trafficking activities with other OSCE bodies, in headquarters and with the field.

During the last years, in part due to the ODIHR's advocacy, all OSCE field missions appointed anti-trafficking focal points within their mission structures. As a result of the effective and prompt co-operation between OSCE field missions and the ODIHR, many meaningful anti-trafficking initiatives throughout the OSCE region have been carried out responding to the identified needs on the ground, as well as, initiating long-term structural/institutional changes. Furthermore, the ODIHR Anti-Trafficking Unit has taken the initiative to facilitate regional meetings with OSCE field mission experts in Vienna (June 2000), Pristina (September 2001), Sarajevo (June 2002) and Ioannina (February 2003). Reports of these meetings are available from the ODIHR upon request.

**Approach**

In order to ensure a coherent and co-ordinated approach, all relevant OSCE actors engaged in anti-trafficking work should meet on a regular basis to exchange on project design, assess needs, set priorities and discuss further strategies. Such meetings shall be organised around official OSCE events such as the annual meeting mandated by the OSCE Action Plan and the Human Dimension Implementation Meeting. The ODIHR Anti-Trafficking Unit will continue to facilitate thematic exchange among OSCE field missions through analytical project review as well as sharing materials and good practices on strategic approaches for concerted anti-trafficking action.

The ODIHR Anti-Trafficking Unit in close co-operation with the OSCE Training Unit will develop training materials for OSCE staff. Additionally, experts on various thematic issues will be invited on specific occasions to share their expertise and experience with OSCE anti-trafficking focal points and other relevant staff.

**Timeframe:** 2004



## **PROGRAMME OUTLINE**

### **1. Programme Information**

#### **COUNTRIES OF DESTINATION: PROMOTION OF VICTIM PROTECTION PROGRAMME**

##### **Location:**

OSCE Region, with emphasis on EU member States, Norway, Switzerland, Canada and the United States of America

##### **Summary**

This programme will support monitoring and networking activities in Western Europe, as well as training of non-governmental organisations (NGOs) on advocacy and lobbying skills. As a result, project partners will design targeted campaigns to raise awareness among decision-makers at the national and regional levels. The human rights protection of trafficked persons will be at the centre of all activities, including monitoring, advocacy and exchange of best practices. Advocacy efforts will promote compliance with OSCE anti-trafficking commitments in countries of destination, particularly in Western Europe.

The target groups of the programme include NGOs, governmental representatives and decision-makers at the national level, as well as national representatives working on anti-trafficking issues in the European Union (EU) and Council of Europe (CoE). Activities will include:

- Training of NGOs from selected EU Member States on monitoring and advocacy;
- Monitoring and information exchange;
- The design and implementation of national and regional advocacy campaigns in co-operation with NGOs from selected EU Member States;
- Supporting NGO advocacy efforts during the drafting process for the European Convention against trafficking in human beings at the CoE;
- Promotion of the implementation of comprehensive National Referral Mechanisms at the regional and national levels; and
- A conference on victim protection in countries of destination.

##### **Objectives:**

- To monitor and raise awareness about human rights violations of trafficked persons in countries of destination;
- To advocate for better human rights protection in countries of destination and, in particular, that such measures should become legally binding at both the national and regional level; and

- To strengthen the efforts of NGOs in lobbying for the inclusion of comprehensive human rights protection measures at the EU and CoE level, including the drafting process for the European Convention on action against trafficking in human beings.

**Justification:**

While there are high-level commitments to combat trafficking and protect its victims throughout the entire OSCE region, the focus of anti-trafficking work often remains on countries of origin. However, violations of the rights of trafficked victims regularly take place in countries of destination and most of these countries still lack adequate human rights protection to ensure the rights and safety of victims.

In recent years, OSCE participating States have adopted some very progressive and important commitments to promote and protect the rights of trafficked persons. Strategic efforts should be made to ensure that these commitments are taken into consideration during the elaboration of legally binding measures at both the national and regional levels. Furthermore, this programme places special emphasis on decisions taken within the EU framework since these measures and policies will serve as models for accession countries and beyond.

The programme's primary target groups include:

- relevant governmental institutions in countries of destination;
- civil society actors in selected EU countries; and
- the indirect beneficiaries will be trafficked persons.

**Approach:**

In October 2001, the ODIHR, in co-operation with the German Ministry of Foreign Affairs, organised the conference "Europe Against Trafficking in Persons," which focused on anti-trafficking policies and measures in countries of destination. This conference was the first European conference specifically addressing the situation and needs of trafficked persons in countries of destination. Participants elaborated a comprehensive set of recommendations in the areas of prevention, protection and prosecution that, together with OSCE commitments, serve as the basis for the ODIHR's anti-trafficking activities in countries of destination.

It is necessary to support NGOs in their efforts to monitor and to raise awareness about responses to trafficking in countries of destination, as well as to propose solutions and means of co-operation with relevant governmental agencies. Monitoring and advocacy efforts are essential tools to stimulate action that will lead to the effective implementation of OSCE commitments.

**Description of activities:**

In its efforts to raise awareness about the human rights aspects of trafficking in human beings in countries of destination, this programme will strengthen the capacity of NGOs from selected EU Member States. Following a needs assessment, NGOs will receive training on how to carry out monitoring and advocacy campaigns. Subsequently, the selected NGOs will monitor the situation in their countries, exchange information and

experiences and advocate for the application of human rights standards with decision- and lawmakers on the national and regional levels.

Materials produced during NGO monitoring and awareness raising advocacy campaigns will be highlighted during the conference on victim protection measures for trafficked persons in countries of destination. The conference will particularly address the need for a multidisciplinary victim protection system and legally binding victim protection provisions. Working groups may deal with the following topics: residence permits vs. irregular immigration; lack of awareness and attitudinal changes; informalisation of the labour sector and migrant workers' rights; organised criminal networks and corruption; identification of trafficked persons; addressing the demand for unprotected/irregular migrant workers.

Finally, as a follow-up to the Berlin Conference in 2001 and the Brussels Conference in 2002, the ODIHR Anti-Trafficking Unit engages in regular consultation with the European Commission on anti-trafficking policies and strategies. Therefore, this programme will also include participation in EU meetings such as the EU Forum on the Prevention of Organised Crime.

## **2. Expected Results**

### **Estimated impact on target groups:**

Training and skill-building activities will strengthen the capacity of NGOs to monitor and to carry out awareness raising and advocacy campaigns. This programme will not only provide support to NGOs at the national level, but will also stimulate networking at the regional level and provide NGOs with guidance regarding methods for lobbying decision-makers in regional intergovernmental organisations.

In addition to the NGO monitoring and advocacy work, the conference on victim protection measures will also raise awareness among decision-makers and assess priorities for action including the implementation of national action plans and National Referral Mechanisms. ODIHR and NGO awareness raising and advocacy work in different fora will sensitise decision-makers about the rights of victims and the need to improve victim protection measures.

### **Publications and other material outputs:**

The following material outputs are to be expected:

- Training materials
- Awareness raising and monitoring materials
- Conference report
- Occasional papers

### **Multiplier effects:**

Examples of best practices in victim protection mechanisms, advocacy materials and networking skills can be evaluated and adapted for use in other regions. Standards agreed

upon and included into legally binding measures at the regional level will eventually be incorporated in legislation and implemented at the national level.

**Sustainability:**

The ODIHR programmes seek to achieve a maximum sustainability through activities proposed, particularly at the policy and institutional levels. Therefore, a programme approach has been chosen to ensure a longer-term perspective including a monitoring component.

**REGIONAL: WESTERN EUROPE**  
**COUNTRIES OF DESTINATION PROGRAMME**  
**ANTI-TRAFFICKING AWARENESS RAISING AND ADVOCACY CAMPAIGNS**

**Objectives**

- To monitor and raise awareness about human rights violations of trafficked persons in Western Europe;
- To design and implement national and regional advocacy campaigns in co-operation with non-governmental organisations (NGOs) from selected European Union (EU) Member States;
- To promote the implementation of comprehensive National Referral Mechanisms; and
- To support NGO advocacy efforts during the drafting process for the European Convention on action against trafficking in human beings.

**Background**

In May 2003, in co-operation with Anti-Slavery International and local NGOs, the ODIHR conducted a preliminary assessment of victim protection measures and assistance to trafficked persons in several Western European countries. The results show that the human rights situation of trafficked persons in countries of destination urgently needs to be addressed and improved. The Berlin Conference “Europe against Trafficking in Persons” brought forward a comprehensive set of recommendations in the areas of prevention, protection and prosecution. These recommendations, together with OSCE commitments and other relevant international standards, will serve as the basis for lobbying efforts to promote victim protection measures in countries of destination.

**Approach**

The ODIHR, in co-operation with NGOs, will work in selected EU Member States to develop awareness raising and advocacy materials highlighting key areas of human rights protection, including mechanisms for identifying and protecting victims of trafficking, provision of residency permits and opportunities for legal redress for trafficked persons. Building on needs assessments, selected NGOs will receive training on how to effectively carry out monitoring work and advocacy campaigns.

Subsequently, the selected NGOs will monitor the situation in their respective countries and will exchange information and experience. Materials will be prepared to specifically target decision-makers and parliamentarians in EU Member States, as well as national representatives to relevant regional intergovernmental organisations. The awareness raising advocacy campaign will be developed by each NGO to be implemented at the national level with the potential to feed into a broader regional campaign. The ODIHR will provide input and feedback on effective advocacy strategies. NGOs will share the results of their campaigns and exchange best practices in advocacy strategies and lessons learned. A network of NGO experts will lobby at the regional level, including during the drafting process for the European Convention on action against trafficking in human beings.

**Timeframe:** 2004

<b>OSCE REGION</b> <b>COUNTRIES OF DESTINATION PROGRAMME</b> <b>CONFERENCE ON VICTIM PROTECTION IN COUNTRIES OF DESTINATION</b>
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**Objectives**

- To raise awareness about the human rights situation of trafficked victims in countries of destination and standards in this field;
- To promote strategies and best practices of victim protection such as the implementation of National Referral Mechanisms; and
- To facilitate networking between key decision-makers and NGO experts.

**Background**

Comprehensive protection and assistance for trafficked persons in Europe is still more a vision than a reality in most countries of destination. Therefore, in recent years numerous non-governmental and international organisations worked to identify gaps and assess needs in this area.

In October 2001, the ODIHR, in co-operation with the German Ministry of Foreign Affairs, organised the conference “Europe Against Trafficking in Persons,” which focused on anti-trafficking measures and policies in countries of destination. The recommendations developed and agreed upon during the conference contain victims’ protection provisions, including the development of comprehensive National Referral Mechanisms (NRM). The ODIHR has since elaborated a Handbook on the design and implementation of NRMs.

Furthermore, the Council of Europe Committee of Ministers tasked a committee to draft a European Convention on action against trafficking in human beings, which will primarily focus on the protection of the rights and interests of trafficked victims.

**Approach**

The ODIHR plans to organise a conference in Western Europe in order to discuss and promote human rights protection measures for trafficked persons in countries of destination. The conference will particularly address the need to develop multidisciplinary victim support systems based on the inclusive and co-operative NRM concept. Working Groups may focus on the following topics:

- Residence permits vs. irregular migration
- Lack of awareness and attitudinal changes
- Informalisation of the labour sector and migrant workers’ rights
- Organised criminal networks and corruption
- Identification of trafficked persons
- Addressing the demand for unprotected/irregular migrant workers

During the conference NGOs will have the opportunity to present and discuss their awareness raising and advocacy work on the national and regional levels.

**Timeframe:** 2004





## **PROGRAMME OUTLINE**

### **1. Programme Information**

#### **ANTI-TRAFFICKING COMMITMENTS: TECHNICAL ASSISTANCE PROGRAMME**

**Location:**

OSCE region-wide

**Summary:**

This programme is designed to assist OSCE participating States in fulfilling their anti-trafficking commitments, specifically in developing and implementing National Plans of Action (NPAs) and National Referral Mechanisms (NRMs). As requested by OSCE participating States, the ODIHR will provide training and expertise to these efforts. Furthermore, the ODIHR will closely co-operate with the Strategic Police Matters Unit (SPMU) and law enforcement agencies in order to promote and to assist in the training of law enforcement and the development of NRMs.

Target groups include all actors engaged in anti-trafficking efforts. Indirect beneficiaries include at-risk groups and trafficked persons. The main activities include assisting in:

- Elaboration and implementation of National Plans of Action;
- Review and reform of legislation; and
- Training and capacity building.

**Objectives:**

- To strengthen the legal and policy framework for anti-trafficking efforts in OSCE participating States. In this regard, the ODIHR will continue to assist participating States in drafting national plans of action and reviewing national legislation;
- To promote and encourage co-operation between law enforcement and civil society, especially in the design and implementation of National Referral Mechanisms; and
- To assist OSCE participating States and OSCE field missions in developing NRMs and to identify priority areas for the further development of standards and guidelines necessary for the effective functioning of NRMs.

**Justification:**

OSCE participating States have made strong commitments to prevent trafficking, as well as to prosecute perpetrators and to assist trafficked persons. In order to implement these commitments and bearing in mind human rights standards, participating States should seek

to design comprehensive, multidisciplinary responses to trafficking such as the establishment of NRMs. The ODIHR stands ready to assist this process with tools for needs assessment, legislative review, training and capacity building.

Target groups include all actors engaged in anti-trafficking efforts. Indirect beneficiaries include at-risk groups and trafficked persons.

**Approach:**

The ODIHR will assist participating States, upon their request, in developing NPAs and establishing NRMs. These activities will promote and encourage transparency, institution building and, in particular, co-operation between law enforcement and civil society.

Within this programme, the ODIHR will collaborate with the OSCE Strategic Police Matters Unit (SPMU), and other law enforcement experts to further develop guidelines to address specific themes requiring more attention such as the identification and interrogation of alleged trafficked persons. Furthermore, together with the SPMU, the ODIHR will continue to develop training materials targeted at law enforcement authorities.

**Description of activities:**

This programme will have several key components including assistance in the development of NRMs and co-operation with law enforcement. Upon request the ODIHR will review legislation and NPAs and make recommendations for reform based on international standards.

In the framework of this programme, the ODIHR will further develop the training methodology for the design and implementation of NRMs, which will be piloted in several OSCE participating States in co-operation with OSCE field missions and in consultation with relevant governmental agencies and actors from civil society.

With regards to training for law enforcement, the ODIHR will collaborate more closely with the SPMU and other law enforcement experts in the elaboration and implementation of law enforcement training materials. In particular, programme activities will include the further development of guidelines on identification and interrogation of alleged trafficked persons.

**2. Expected Results**

**Estimated impact on target groups:**

Technical assistance in the fields of legal reform and policy development will ensure that participating States meet international human rights standards while fulfilling their OSCE anti-trafficking commitments.

The establishment and training of effective, inclusive NRMs will build on local capacities promoting and ensuring a transparent, multidisciplinary response. Functioning NRMs will

prioritise the rights and needs of trafficked persons, while enhancing co-operation, which is a necessary component of successful prosecution efforts as well.

Training for law enforcement will sensitise them and provide them with practical guidance for identifying and interviewing trafficked persons.

**Publications and other material outputs:**

This programme will support the development and publication of training materials, which will assist in the implementation of NRMs. Programme materials may include joint publications with the SPMU, as well as other collaborative efforts such as the publication of guidelines for the identification and interrogation of alleged trafficked persons. Materials relating to legislative developments, legislative review and reform will be made available on [www.legislationline.org](http://www.legislationline.org).

**Multiplier effects:**

Materials and good practice from programme activities will be made available through the ODIHR's Anti-Trafficking Clearinghouse. In the design and implementation of programme activities, expertise from on-going initiatives will be transferred from one country to another, thus, also strengthening bilateral and regional ties.

**Sustainability:**

The ODIHR programmes seek to achieve a maximum sustainability through activities proposed, particularly at the policy and institutional levels. Therefore, a programme approach, including a monitoring component, has been chosen to ensure a longer-term perspective.

<b>OSCE REGION</b> <b>ANTI-TRAFFICKING COMMITMENTS: TECHNICAL ASSISTANCE PROGRAMME</b> <b>IMPLEMENTATION OF NATIONAL REFERRAL MECHANISMS</b>
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**Objectives**

- To raise awareness of the need for the establishment and development of National Referral Mechanisms to identify, assist and protect trafficked victims;
- To provide the ODIHR's Handbook on the design and implementation of National Referral Mechanisms to experts throughout the OSCE region;
- To assist OSCE participating States in the implementation of the OSCE Action Plan to Combat Trafficking in Human Beings.

**Background**

The National Referral Mechanisms (NRMs) create a co-operative framework through which participating States fulfil their obligations to protect and promote the human rights of trafficked persons in co-ordination and strategic partnership with civil society and other actors working in this field.

In the beginning of 2004, the ODIH will publish its Handbook on the design and implementation of National Referral Mechanisms. The Handbook serves as a practical tool for all relevant stakeholders in international organisations, governments and non-governmental organisations in the identification, design and implementation of an effective referral system, which should put human rights protection first while pursuing the complementary aims of a successful prosecution and victim assistance.

The *OSCE Action Plan to Combat Trafficking in Human Beings* encourages OSCE participating States to establish National Referral Mechanisms in their respective countries. Furthermore, it tasks the ODIHR to render necessary technical assistance to participating States in developing National Referral Mechanisms.

**Approach**

This project will be comprised of following components:

- Translation of the Handbook into Russian and other languages;
- Distribution and promotion of the handbook throughout the OSCE region;
- Further development of training methodology. The training methodology shall be flexible for different target groups in the governmental and non- governmental sectors. For each target group the materials shall include a "train-the-trainers" component;
- Identification of governmental and non-governmental focal points to promote NRMs;
- Co-ordination with OSCE field missions including possible site visits and training activities;
- Trainings in close co-operation with OSCE field missions and respective focal points;
- ODIHR expert consultations with OSCE field missions to technically assist in the implementation process.

**Timeframe:** 2004