

Learning BRIEF



Summary of Learning from the Evaluation of the OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings

In 2013, the OSCE marked the tenth anniversary of the 2003 OSCE Action Plan to Combat Trafficking in Human Beings and the Ministerial Council Decision that created the OSCE’s Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR/CTHB).¹ To mark this milestone, OSCE’s participating States reaffirmed their commitment to combating human trafficking by adopting an Addendum to the OSCE Action Plan “One Decade Later.”² The Addendum addresses current and emerging trends in, pressing challenges on, and the need for partnerships to combat human trafficking.

At this ten-year mark, the OSR/CTHB decided to take stock of their achievements and challenges over the past decade: what has worked, what has been challenging, and how to strategically pursue their key objectives. To support this effort, the OSCE Office of Internal Oversight undertook an independent evaluation of the OSR/CTHB’s work, 2004–2014. The study focused on (1) reviewing the Office’s working processes; (2) compiling and assessing its progress toward objectives and key results; and (3) identifying strategic actions to guide work moving forward.³ In 2014, the OSR/CTHB welcomed Ambassador Madina Jarbussynova as the new OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings. [Ambassador Jarbussynova](#) used the results of the evaluation to inform her strategic focus and priorities.

Evaluation Benchmarks ↔ OSR/CTHB Objectives



Engage participating States in a high-level policy dialogue to strengthen the political will to combat THB



Encourage accountability + implementation of OSCE CTHB commitments and recommendations



Pursue strategic co-ordination of OSCE CTHB efforts and synergies for stakeholder collaboration⁴

What We Achieved

Over the past decade, the OSR/CTHB has made notable progress toward meeting all of their mandated objectives. They have successfully raised the political profile of trafficking in human beings; supported OSCE participating States in implementing their CTHB commitments; and helped strengthen internal and external stakeholder co-ordination and co-operation.



Additional Key Achievements

- Emerged as a thought leader in the fight against human trafficking
- Respected for dedication, expertise, collegiality and cross-dimensionality
- Effectively promoted a comprehensive response to all forms of human trafficking
- Expanded the range of actors engaged in combating trafficking

Raising the political profile and developing solutions. The evaluation found that the OSR/CTHB has played a key role in keeping human trafficking on the political agenda. The Office promoted good practices and helped to inspire new responses as the forms of trafficking evolved and our understanding of the issue increased. The OSR/CTHB helped keep trafficking visible using three key strategies: (1) high-level dialogue with political leaders, (2) technical assistance to OSCE participating States on anti-trafficking laws, policies and guidelines, and (3) collaboration and network building with NGOs and other international organizations. An important strategy focused on convening experts for frank discussions of emerging forms of trafficking and innovative responses – integrating new information into their work. Together, these strategies have helped the OSR/CTHB develop and disseminate more effective responses to all forms of human trafficking throughout the OSCE region.



Russian Foreign Minister Sergey Lavrov invites Ambassador Madina Jarbussynova for a country visit to Russia. December 2014. Photographer: Ruth F. Pojman

Advancing knowledge and understanding. The OSR/CTHB’s work has filled key knowledge gaps in the anti-trafficking sector – and is poised to contribute to additional ones. Using their political influence and network positioning, the team has helped put a number of under-examined issues into the discussion – and encouraged action in response to them. This includes the critical questions of the non-punishment of victims and of domestic servitude in diplomatic households. Their careful listening to NGOs and encouraging of collaboration among key stakeholders has helped identify gaps in knowledge and practice in the sector, which they have sought to address by producing cutting edge publications on changing modalities and responses to trafficking.



Spreading the word.

The OSR/CTHB has invested in high-quality publications on a diversity of CTHB issues – trafficking for the purpose of domestic servitude, trafficking for organ removal, exploring how trafficking can amount to torture, and preventing trafficked labour in supply chains. The anti-trafficking community has used these and other OSR/CTHB publications to increase their understanding of the issue and how to combat it, to inform their advocacy work, and to develop new anti-trafficking legislation and policies. The interest in the OSR/CTHB’s publications has been so strong that many stakeholders have asked for them to be translated into more languages, especially Russian.

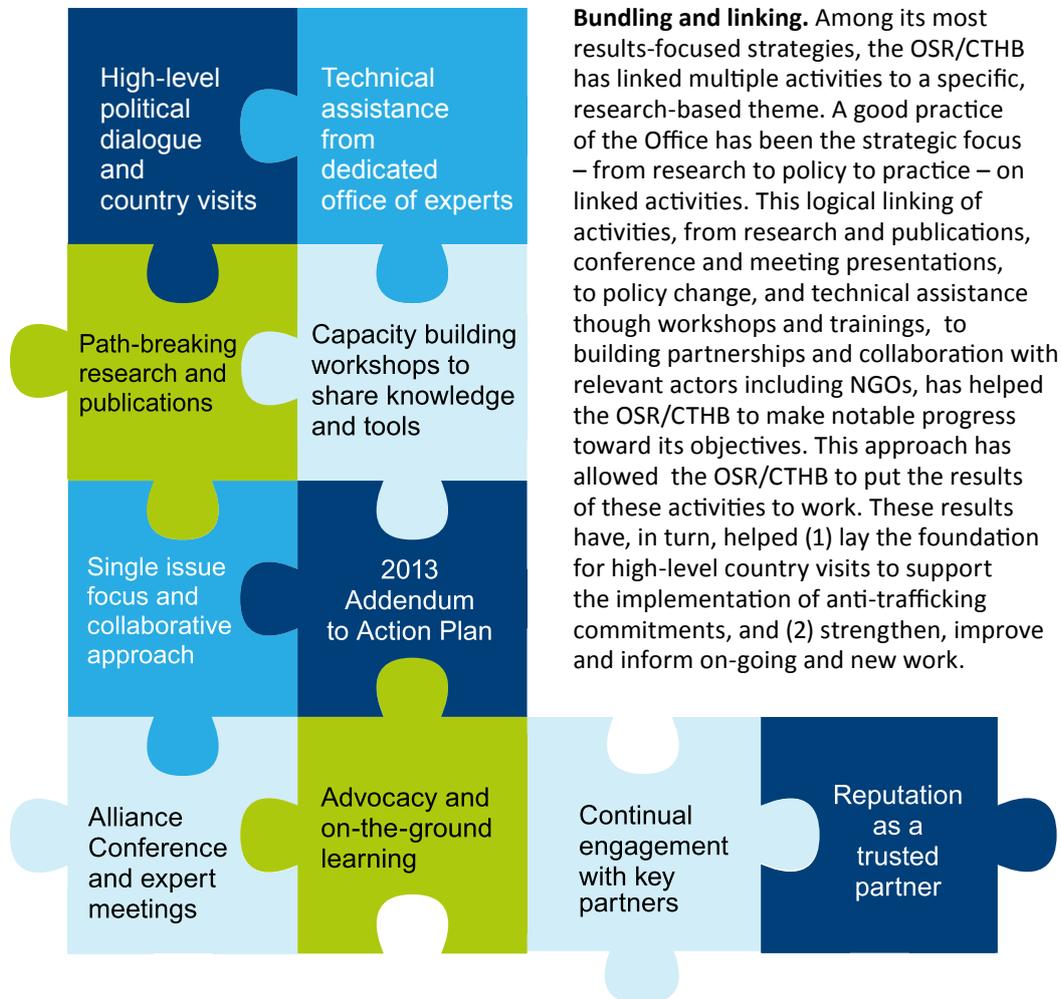


Local government, social services and NGO staff participate in a training on ensuring domestic violence in conflict situations does not lead to human trafficking, Dnipropetrovsk, Ukraine (November 2015). Photographer: Alberto Andreani

Overcoming stereotypes and changing attitudes. Through their work, the OSR/CTHB has challenged the stereotyping of women as passive victims and increased understanding of how structural factors affect the vulnerability of both men and women. They have worked to broaden sector focus to include all forms of trafficking and to further understanding of (1) how men are also vulnerable to trafficking, and (2) how trafficking occurs in many different industries.

What We've Learned About What Works

The OSR/CTHB team has shown a unique commitment to understanding how and what helps make progress toward their mandated objectives. Examining their internal practices and processes, the evaluation found that the Office's success was grounded in its singular focus on combating trafficking, team dedication and collaboration, and activity-bundling strategies.



Bundling and linking. Among its most results-focused strategies, the OSR/CTHB has linked multiple activities to a specific, research-based theme. A good practice of the Office has been the strategic focus – from research to policy to practice – on linked activities. This logical linking of activities, from research and publications, conference and meeting presentations, to policy change, and technical assistance through workshops and trainings, to building partnerships and collaboration with relevant actors including NGOs, has helped the OSR/CTHB to make notable progress toward its objectives. This approach has allowed the OSR/CTHB to put the results of these activities to work. These results have, in turn, helped (1) lay the foundation for high-level country visits to support the implementation of anti-trafficking commitments, and (2) strengthen, improve and inform on-going and new work.

How We Are Improving

The evaluation helped the OSR/CTHB identify the following critical areas on which to focus moving forward:

Setting goals, establishing priorities and linking them together. The Office has been very effective in promoting a comprehensive and cross-dimensional response to trafficking in human beings and constantly expanding the range of actors engaged. To build on this success, the OSR/CTHB has refined Office priorities and strategically reallocated resources to implement the 2013 Addendum and to pursue three, linked priorities: (1) improving victim identification and assistance, (2) strengthening criminal justice responses, and (3) enhancing prevention of human trafficking. They are

also working to focus their annual work plans and activities on results, link work plans directly to objectives and goals, and increase the relevance and efficiency of what and where they invest their resources.

Sharing information early, often, and effectively. The hallmark publications of the OSR/CTHB have been a major focus of Office resources – from staff time to internal skills to annual budgets. This had led to highly-valued, but sometimes densely packed publications, which can be challenging to digest across national boundaries and in a digital age. The OSR/CTHB Annual Report is one such



Publication Spotlight:

Ending Exploitation. Ensuring that Businesses do not Contribute to Trafficking in Human Beings: Duties of States and the Private Sector

How the private sector can prevent THB in their workplaces and those of their suppliers:

- Explains how THB can occur in conventional businesses
- Provides key steps businesses can take to rid their workplaces and suppliers of THB
- Suggests practical steps OSCE participating States can take to protect workers from exploitation
- Offers key lessons about developing good business practice verification systems
- Recommends that OSCE participating States take action to implement the 2013 Addendum and make statements about the unacceptability of THB and worker exploitation

publication – frequently consulted, but often long and complex. In response, the team is working to focus and to shorten their publications, streamline their production processes, and make OSR/CTHB materials and publications available in more languages.

Focusing and following up. The OSR/CTHB team has taken on a wide array of activities over its ten years of existence. Over time, there have been trade-offs between tackling new issues and ensuring old ones remain visible and current. To ensure their achievements last, they are working to strengthen collaboration with other OSCE experts and field operations, sharpen their focus on areas where they can make the greatest contributions, reduce redundancy within and beyond the OSCE, and increase strategic follow-up. One key area of focus is the annual high-level Alliance Conference – ensuring that the Conference shares new and highly relevant information and provides

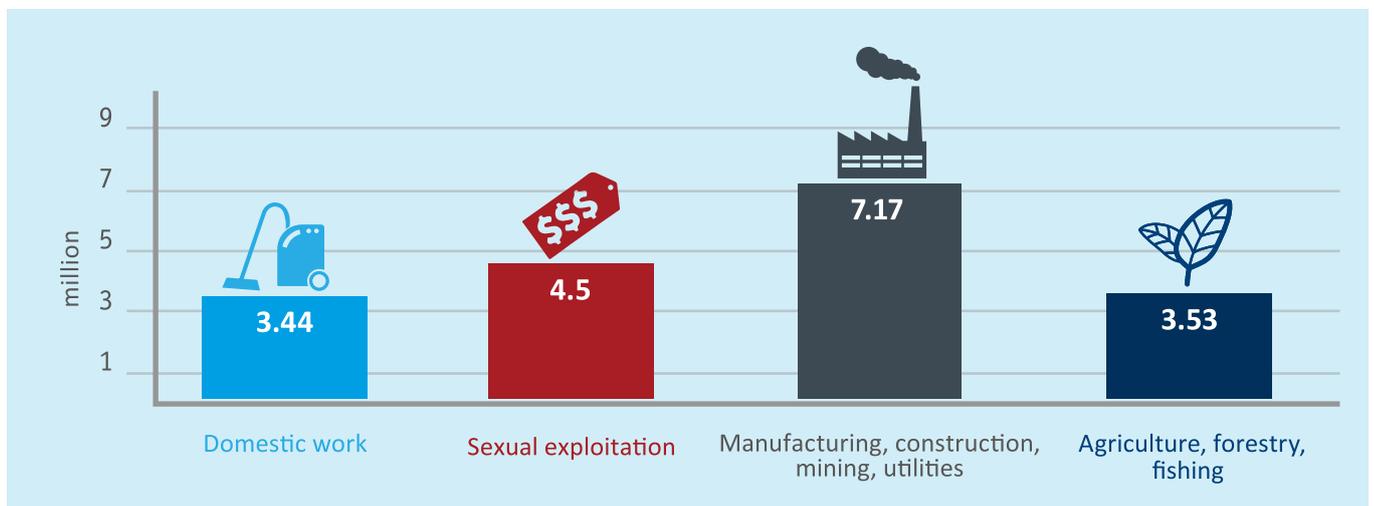
opportunities to explore key themes. The goal is to help bridge gaps between high-level political work and on-the-ground learning flowing especially from partner NGOs.

Sustaining results. The OSR/CTHB team has embedded processes to ensure that their results continue after they pivot to new issues and challenges. Because it commits participating States to continue the fight against human trafficking, the 2013 Addendum forms a central plank in this strategy. Providing technical input on anti-trafficking legislation and policies has formed another key strategy – and is now reflected in the national laws of some participating States. There is more work to be done to safeguard progress to date, especially increases in knowledge, capacity, skills, and formal and informal networks. The OSR/CTHB team is working to develop additional ways to sustain these results, while continuing to explore new strategies and to advance the anti-trafficking field.



OSCE Secretary General Lamberto Zannier and Ambassador Madina Jarbussynova speak at the 2015 Alliance Against Trafficking in Persons Conference. Photographer: Mickey Kroell

Estimated scale of trafficking in human beings and forced labour by sector



Based on the International Labour Organization's *Profits and Poverty: The Economics of Forced Labour*. Geneva, Switzerland: ILO, 2014.

Where We Are Going

The OSR/CTHB has cultivated key comparative advantages in the fight against human trafficking and is poised to leverage their advantages to address additional gaps in the sector. New solutions from the OSR/CTHB to improve their work and move the anti-trafficking field forward include:



Ruth Pojman, Deputy Co-ordinator, OSR/CTHB visits a shelter for victims of trafficking in Kokshetau, Kazakhstan, April 2014. Photographer: Alfred Kueppers



From Research into Action

To measure and encourage progress on OSCE CTHB commitments, the OSR/CTHB is:

- Surveying OSCE participating States about implementation of CTHB commitments
- Verifying operationalization of commitments with NGOs
- Documenting critical progress and gaps in implementation
- Sharing relevant measures, approaches and learning with the CTHB field
- Identifying key areas for follow-up and action by the OSR/CTHB and their partners

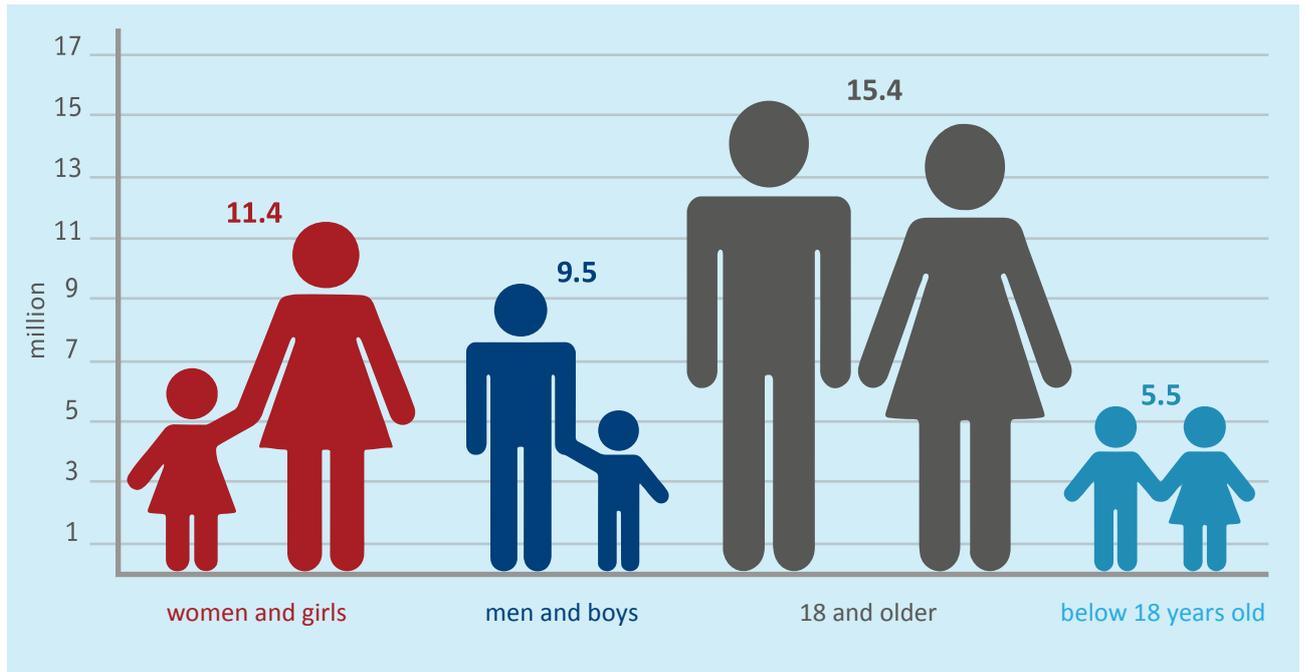
Monitoring progress and informing the future. The evaluation recommended that the OSR/CTHB use its strong convening power “to work with other organizations to bring together high-level expertise to develop common measures of progress and rationalize information collection.” The OSR/CTHB has engaged the Council of Europe and UNODC in a pilot project to improve data collection and share what we are learning. The OSR/CTHB has developed key measures of OSCE anti-trafficking commitments and is surveying all participating States on the current status of their implementation. This effort will serve as a baseline against which the OSR/CTHB team and its partners can benchmark progress toward legislative, programmatic and other anti-trafficking goals. They will also help the team identify new, critical areas of work and provide new information to share across their broad networks and with the field.

Reviewing and refocusing. The OSR/CTHB continues to take stock of its many strategies and activities to avoid dispensing resources too widely. Following the evaluation’s primary recommendation, the OSR is working to increase their strategic direction and focus their work on those issues most directly tied to results. This refocusing will help strengthen the links between their activities and outcomes and position the Office to make additional progress towards their objectives.

Filling gaps. The OSR/CTHB has begun to develop strategies to strengthen the response to current key challenges and gaps in the anti-trafficking sector, including (1) using financial tools to detect trafficking cases, for example, by encouraging review of official and informal money transfers that could be linked to laundering the profits of human trafficking; (2) addressing the market for goods and services produced with trafficked and exploited labour and reducing the profits of the trafficking business by developing capacity and new tools for participating States to use to prevent trafficking for labour exploitation in supply chains, especially through strengthening checks in government procurement processes; and (3) expanding avenues for detecting cases of trafficking by helping key actors to recognize the signs of it and to provide help to potential victims.

Strengthening processes and outputs. To maximize their effectiveness and respond to challenges identified in the evaluation, the OSR/CTHB team has been working on strategic planning to strengthen their internal processes and to further focus in-house expertise and resources on the fight against human trafficking. This also involves improving key communication processes – conferences, meetings, publications and the website – to hone in on new issues and disseminate new learning and skills across their networks and the sector more broadly.

Estimated scale of trafficking in human beings and forced labour by gender and age



Based on the International Labour Organization’s *Profits and Poverty: The Economics of Forced Labour*. Geneva, Switzerland: ILO, 2014.

¹ OSCE Permanent Council, Decision No. 557, OSCE Action Plan to Combat Trafficking in Human Beings, PC.DEC/557 (24 July 2003).

² OSCE Permanent Council, Decision No. 1107, Addendum to The OSCE Action Plan to Combat Trafficking in Human Beings: One Decade Later, PC.DEC/1107 (6 December 2013).

³ This brief draws upon the document *Independent Evaluation of the OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (2014)*, as well as the OSR/CTHB’s follow-up on it. The evaluation used a participatory, retrospective approach and outcome mapping to assess progress toward the OSR/CTHB’s documented objectives. Data included key OSR/CTHB documents and publications and a survey and interviews with staff and a set of external stakeholders. The analysis of these data provided insights into the work of the OSR/CTHB. All analysis was descriptive, which means that the findings cannot be interpreted as making causal inferences about the impact of OSR/CTHB activities, nor can findings be generalized to other OSCE or external CTHB-focused efforts. A more complete discussion of the evaluation study design, methodology and limitations is available upon request.

⁴ Unified Budget Proposals, 2008 – 2015.