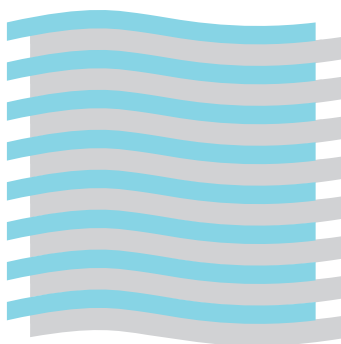


The BSPP Working Group on Trafficking
in Human Beings

**Final report of the BSPP
Working Group on Trafficking
in Human Beings**

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August 2011



Final report of the Working Group
on Trafficking in Human Beings
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The Baltic Sea Parliamentary Conference

(BSPC) was established in 1991 as a forum for political dialogue between parliamentarians from the Baltic Sea Region. BSPC gathers parliamentarians from 11 national parliaments, 11 regional parliaments and 5 parliamentary organizations around the Baltic Sea. The BSPC thus constitutes a unique parliamentary bridge between all the EU- and non-EU countries of the Baltic Sea Region. BSPC aims at raising awareness and opinion on issues of current political interest and relevance for the Baltic Sea Region. It promotes and drives various initiatives and efforts to support a sustainable environmental, social and economic development of the Baltic Sea Region. It strives at enhancing the visibility of the Baltic Sea Region and its issues in a wider European context. The Baltic Sea Parliamentary Conference is the annual general assembly in the Baltic Sea Region for broad political debate on Baltic Sea issues. The Conference resolutions are political tools which enables the BSPC to launch and sustain political initiatives, and to approach the governments and regional organizations on issues of common interest. The BSPC has a number of working bodies at its disposal, which serve as resources for driving and implementing BSPC priorities and objectives. A Standing Committee is responsible for the follow-up of BSPC resolutions, for identifying and addressing issues within the BSPC field of responsibility, and for preparing the annual Conferences. The BSPC Working Groups are political vehicles with the overall objective of elaborating joint political positions and recommendations on issues of common interest in the Baltic Sea Region. BSPC external interfaces include parliamentary, governmental, sub-regional and other organizations in the Baltic Sea Region and the Northern Dimension area, among them CBSS, HELCOM, the Northern Dimension Partnership in Public Health and Social Well-being (NDPHS), the Baltic Sea States Sub-regional Cooperation (BSSSC) and the Baltic Development Forum.

Contents

Preface	5
Political recommendations.....	7
Setting the scene.....	11
Background.....	15
Working Group's activities	
Own activities	
Related activities	
Inquiries	17
Members of the Working Group.....	21
 Annex 1	
Mandate of the Working Group.....	23
 Annex 2	
Selected Basic Texts and Activities by International Organizations concerning the Fight against Trafficking in Human Beings.....	25
 Annex 3	
Midterm Report – Working Group Chairman's speech at the 19th Baltic Sea Parliamentary Conference 29–31 August 2010 in Mariehamn, Åland.....	42
 Annex 4	
Final Report – Working Group Chairman's speech at the 20th Baltic Sea Parliamentary Conference Helsinki, 28–30 August 2011.....	47
 Annex 5	
List of experts who have addressed the Working Group	51



1. Preface

The political recommendations from the Working Group consist both of the recommendations submitted to the 19th BSPC in 2010 (paras 1 - 6) and the supplementary recommendations discussed at the Working Group meetings since then. The input from the Working Group to the main resolution of the 20th BSPC in Helsinki 28-30 August 2011 will only consist of paras 7 - 15 below.

The basic format of the recommendations is that they are addressed to the governments in the Baltic Sea Region, the CBSS and the EU.

The Working Group has made an effort to be very precise when formulating the recommendations, but each of them deals with its own specific theme which can be formulated as follows:

1. Signing and ratification of international conventions
2. Recognition of trafficking as an international cross-border crime
3. Secure and long term funding
4. Coordinated and transparent system for information exchange
5. Victim-based approach respecting human rights
6. Strengthening the operational capacity
7. Follow the money
8. Forced labour
9. Children
10. The efficiency of existing legislation and political and judicial system
11. Awareness raising
12. Joint understanding among all actors in the region
13. Continuous evaluation and reporting on the progress
14. Reducing the drainage of experienced personnel
15. Identification and incrimination of the middlemen and to the parliamentarians themselves to establish networks of parliamentarians

Trafficking is an international cross-border crime that requires international cooperation and concerted action across borders. According to the Working Group the most important elements in the fight against this crime are to secure long term funding of for instance public authorities, specialized agencies, NGOs and inter-governmental organizations and projects, to apply victim-based, with particular emphasis on children, approach respecting human rights and to follow the money flows stemming from trafficking.



2. Political Recommendations

1. sign, ratify and accede, for those countries that have not already done so, to all relevant international conventions, protocols and decisions, such as the Trafficking in Persons Protocol (“The Palermo Protocol”), the Council of Europe Convention on Action Against Trafficking in Human Beings, and other international agreements; consequently, national legislation and administration of justice should, where necessary, be reviewed and amended in order to ensure conformity with international conventions and protocols and to enable legislation that criminalizes all chains of trafficking in human beings;
2. recognize that trafficking in human beings (THB) is an international cross-border crime that requires international cooperation and concerted action across borders, but also that the actual exploitation of victims is perpetrated locally and therefore should be fought by enhanced local plans and resources, including efforts to curb the demand for sexual services from victims of trafficking;
3. allocate sufficient, permanent and dedicated funds and resources to, for instance, public authorities, specialized agencies, NGOs, and inter-governmental organizations and projects, such as the CBSS Task Force on Trafficking in Human Beings, in order to maintain the pursuit of persistent and sustained efforts against trafficking in human beings, for example by measures such as the Nordic Council internal instruction on using only those hotels that can issue a guarantee that they do not engage in any facilitation of selling or buying sexual services;
4. promote the development of an interoperable, coordinated and transparent system for the collection, analysis, exchange and dissemination of information on trafficking in human beings, in order to enhance the understanding of the problem, develop adequate measures against it, improve the capacity to identify victims of trafficking, support investigation and prosecution of trafficking cases, and provide best possible assistance to victims of trafficking;
5. ensure that a victim-centered approach is adopted in all measures and actions against trafficking in human beings, meaning that trafficking is exploitation irrespective of where it takes

place or what form it takes, that the human rights of trafficked persons should be at the centre of all efforts against trafficking, that victims should be protected, assisted and empowered, and that victims and relatives of victims should receive unconditional assistance regardless of their status, their willingness to participate in criminal proceedings against traffickers or the kind of exploitation experienced;

6. promote and support the development of the operational capacity to fight trafficking in the field; efficient cooperation models should be developed both between relevant state actors – such as the police, prosecutors, social welfare authorities and migration authorities – and with NGOs, in order to strengthen the chain of assistance and protection of witnesses, victims and relatives of victims and to increase the number of convictions of the perpetrators.
7. initiate and support extended analyses of the economic aspects of trafficking in human beings, promote coordination between relevant authorities and institutions to detect money flows stemming from trafficking in human beings, enhance the capabilities and cooperation of police, tax authorities and other relevant institutions to track money emanating from THB and strengthen the legal and administrative means to confiscate proceeds from, as well as imposing stern fines on, those engaged in THB;
8. promote efforts to gain more extensive knowledge of the nature and scope of trafficking in human beings for forced labour, initiate and support the development of joint strategies in cooperation with trade unions and employer's organizations and relevant authorities, strengthen legislative and operational means of identifying and combating trafficking in human beings for forced labour and conduct public information campaigns about trafficking in human beings for forced labour;
9. address the special problems of trafficked children in legislation and in administrative guidelines, employing a multi-disciplinary approach and multi-sectoral coordination with the child's best interest as an overarching priority; this includes e.g. that a child should not be detained as a matter of principle, a formal policy of non-punishment, and a guaranteed provision of shelters with suitable facilities tailored to the needs of the children, including professional personnel trained in building trust with children in order to prevent their disappearances from the shelters;

10. investigate, e g by requests to responsible authorities, the efficiency and relevance of existing legislation and legal measures against trafficking in human beings, and develop and adapt, where appropriate, legislation to adequately respond to current and developing forms of trafficking in human beings and strengthen coordination between various sectors of the political and judicial system;
11. make efforts to raise awareness of trafficking in human beings, e g by supporting and conducting public information campaigns and outreach activities, such as the “Safe Trip” campaign by CBSS (www.safetrip.se) as well as similar initiatives by e g private companies and NGOs, and also support measures to facilitate the reporting to authorities of suspect cases of trafficking in human beings, e g by means of hotlines;
12. initiate and support measures to enhance the joint perception and understanding of THB among all actors in the region, thereby advocating a closer cooperation and coordination among them, and furthermore expand exchange and cooperation with international organizations active in the fight against trafficking in human beings, such as UN, IPU, OSCE, Council of Europe, ILO, IOM and others;
13. present continuous evaluation and reporting of the progress and results in the fight against trafficking in human beings, based on jointly developed and agreed success criteria on factors such as e g the number of convictions, safe returns of victims, and the like; they should also monitor that programmes and strategies are continuously updated and adapted to new and changing forms of trafficking in human beings;
14. promote the development of favourable working conditions for those active in the fight against trafficking in human beings, for the purpose of reducing the drainage of experienced personnel and enabling continuity of work and accumulation of competencies;
15. promote actions to strengthen the capacity to identify and incriminate the middlemen in trafficking in human beings, meaning persons indirectly profiting from trafficking in human beings by e g facilitating contacts between potential buyers and traffickers and/or trafficked persons, e g in the taxi, hotel or ferry industries.

Furthermore, the Working Group urges the member parliaments of the BSPC to

- establish networks of parliamentarians on the fight against trafficking in human beings, in order to secure continuity of commitment and visibility of the issue, to continuously monitor progress of various activities in the fight against trafficking in human beings, and to develop the relations between the executive and legislative powers concerning the fight against trafficking in human beings; in this endeavour, the networks should make use of handbooks and guidelines produced by e.g. UN, IPU, PACE, ILO, and others.



3. Setting the scene

Article from Balticness – autumn 2010

Are you supporting human trafficking?

Human trafficking is often associated with women who, through coercion or promises of work, are sold across national borders and forced to prostitute themselves. This is not a distorted picture, but the victims of human trafficking – or slavery as it should perhaps more tellingly be called – not only find themselves in unsavoury surroundings that are far removed from the lives of ordinary people. They also include women, men and children who function as slaves in our private homes – as cleaning ladies, labourers and gardeners. They are exploited in the restaurants where we eat and the hotels where we sleep. They are sold as factory workers and agricultural labourers, as beggars and illegal adoptees or as organ donors.



People can be sold again and again

There is a simple reason for this. On the one hand there is a demand for cheap labour and sexual services, and on the other hand there are people with poor living conditions and no or little hope for the future. This market is exploited by criminals who lure or coerce their victims into slavery. They take advantage of people who have little or no opportunities to provide for themselves and their family. This is something that goes on not only in poor, remote countries. It happens also here within our own region. People are sold on an equal footing with drugs and weapons but unlike drug and weapon, where profit can only be made once, victims of trafficking can be sold again and again. And this is the brutal perspective that makes human trafficking such an extremely lucrative business with a very high profit margin. At the same time, there is little risk of the people responsible being caught and punished, which is why human trafficking is one of the most rapidly-growing types of criminality, not only in the Baltic region and Europe, but also in a global context.

A local and an international problem

International organisations have released estimates which indicate that there are approximately 2.5 million people who are victims of human trafficking worldwide. But it is difficult to provide a precise picture of the extent of human trafficking. This is partly because it is a question of organised criminality which, in the nature of the case, is covert, and partly because there is no systematic and comparable collection of data.

Just as the victims of human trafficking not only end up far removed from ordinary people's everyday lives, trafficking is not only something that involves crossing borders where people are exported. People are also sold within the borders of our countries. The problem is thus local and international and must therefore be placed high on the political agenda at both levels. It is not enough to leave the problem to international organisations. Human trafficking is very much a local problem. We must fight the factors that make people vulnerable and we have to make sure that victims find the necessary support to regain control over their lives. We all have to help fighting it by making sure that we are not contributing to the exploitation in one way or the other. We must demand that we are not serviced by victims of trafficking in hotels and restaurants, and we must make sure that the food we are buying is not produced by victims. In other words, we all need to be better at identifying the victims of trafficking and act accordingly.

Agreement across borders and parties

Human trafficking was a focal point at the 2009 annual Baltic Sea Parliamentary Conference. The working group that was set up at the conference has since drawn up a list of political recommendations designed to support the fight against human trafficking. The grave nature of the subject has made it possible for the working group to reach agreement on these recommendations across countries, regions and political parties. When the Baltic Sea Parliamentary Conference meets in the Åland Islands from 29–31 August it is expected to result in a resolution with recommendations addressed to the governments of the Baltic Sea States and the EU Member States. The working group has forwarded six recommendations in connection with this potential resolution.

- All countries are called on to subscribe to all relevant international conventions, treaties and decisions and adapt their national legislation in order to criminalise all aspects of human trafficking.
- The countries must recognise that human trafficking is international criminality that requires international cooperation to combat. At the same time victims are exploited locally so it must also be combated locally.
- Countries must earmark adequate, permanent, goal-oriented funds and resources for the public authorities, NGOs, international organisations and projects such as the Baltic Sea Task Force against Trafficking in Human Beings.
- Countries must strive to develop and coordinate data collection on human trafficking in order to heighten understanding of the problem, to develop appropriate measures against human trafficking, support research and legal proceedings and provide victims of human trafficking with the best possible support.
- Countries must strive to ensure that the focus is always on victims. Human trafficking is exploitation irrespective of where it is practiced and which form it takes. Human rights must constitute the core of these measures.
- Countries must strive at operational level to develop efficient methods and models to ensure that the relevant national players and NGOs help victims and their relations and to increase the number of convictions of the criminals and exploiters behind human trafficking.

Human trafficking is an issue that concerns us all, irrespective of where we come from and which political beliefs we have. We have

a duty to act as private individuals and at political level. We must demand that the exploitation of women, men and children who have been sold into slavery is not part of our daily lives. We have shown in the working group that it really is possible to set out common goals across the political spectrum. It is now up to the governments of the Baltic Sea States and EU Member States to commit themselves to the attainment of these common goals.

4. Background

The 18th Baltic Sea Parliamentary Conference (BSPC), assembling in Nyborg, Denmark, 31 august – 1 September 2009, asked the Standing Committee of the BSPC to establish a Working Group on Civil Security, especially Trafficking in Human Beings to submit a report to the 20th BSPC. The Working Group got the following mandate:

In accordance with the objectives of the BSPC Work Programme 2009–2010 the Working Group shall elaborate political positions and recommendations on civil security issues; Guidelines and practical political proposals to this end should be elaborated by the Working Group. The Working Group shall have Trafficking in Human Beings as its main focus, but could also address other civil security issues.

Furthermore, the Working Group should exchange experience on successful efforts of the countries. The Working Group and its members should raise political focus on civil security issues – especially on Trafficking in Human Beings – on the national agendas of members of the Working Group.

The Working Group should pursue to draft political recommendations for the resolution to be adopted by the 20th BSPC. A middle report of the Working Group shall be presented at the 19th BSPC, to be held on 29–31 August 2010 in Mariehamn, Åland.

5. Working Group's activities

Own activities

The Working Group has held seven meetings with specific focuses for each meeting. The meetings were conducted as shown below:

Date, venue	Activity
3 February 2010 Copenhagen, Denmark	First meeting of the Working Group Constitution, discussion on priorities and working plan
8 April 2010 Stockholm, Sweden	Second meeting of the Working Group Focus: National and Regional Perspectives on Trafficking in Human Beings
10 June 2010 Oslo, Norway	Third meeting of the Working Group Focus: The Economic Aspects of Trafficking
29–31 August 2010 Mariehamn, Åland	<i>Presentation of the Working Group's Midterm Report to the 19th BSPC</i>
25 October 2010 Hamburg, Germany	Fourth meeting of the Working Group Focus: The Victims
18 January 2011 Helsinki, Finland	Fifth meeting of the Working Group Focus: Children
4 March 2011 Riga, Latvia	Sixth meeting of the Working Group Focus: Police, Prosecution and Court of Law
16 June 2011 Vilnius, Lithuania	Seventh meeting of the Working Group Focus: Awareness on Trafficking in Human Beings
28–30 August 2011 Helsinki, Finland	<i>Presentation of the Working Group's Final Report to the 20th BSPC</i>

Experts were invited to address the Working Group at each meeting. The experts' presentations can be retrieved from www.bspc.net/page/show/216

Related activities

Ms Line Barfod and Ms Maria Stenberg attended the IPU seminar on trafficking in human beings 22–23 February 2010 in London.

Ms Gabi Dobusch and Dr Armin Jäger attended a conference on forced labour in the autumn 2010 in Berlin.

Members of the Working Group attended a conference on trafficking in human beings in work life 3–4 February 2011 in Helsinki.

Ms Line Barfod met with members of the Council of Europe Group of Experts on Action against Trafficking in Human Beings (GRETA) in spring 2011.

Mr André Oktay Dahl attended the DEFLECT Project Expert Conference on Forced Labour and Counter-Trafficking in the Baltic Sea Region 7-8 June 2011 in Oslo.

Inquiries and answers

The Working Group has asked a number of questions to governments and others. Answers and reports can be retrieved from www.bspc.net/page/show/216





6. Members of the Working Group

Ms Line Barfod, MP, Parliament of Denmark, Chairman of the Working Group

Mr André Oktay Dahl, MP, Parliament of Norway, Vice Chairman of the Working Group

Mr Johan Linander, MP, Parliament of Sweden, Vice Chairman of the Working Group

Ms Silva Bendrāte, MP, Parliament of Latvia

Ms Tatjana Muravjova, MP, Parliament of Estonia

Mr Gediminas Navaitis, MP, Parliament of Lithuania

Ms Leena Harkimo, MP, Parliament of Finland

Ms Sonja Steffen, MP, Parliament of the Federal Republic of Germany

Ms Gabriele Dobusch, MP, Parliament of Free and Hanseatic City of Hamburg

Mr Vladimir Nikitin, MP, Parliament of Kaliningrad Region

Dr Armin Jäger, MP, Parliament of Mecklenburg-Vorpommern

Ms Maria Stenberg, MP, Nordic Council

Ms Sonja Mandt, MP, Nordic Council

Ms Luise Amtsberg, MP, Parliament of Schleswig-Holstein

Ms Gun-Mari Lindholm, MP, Parliament of Åland

The International Secretariat of the Danish Parliament has been secretariat for the Working Group. From October 2009 till October 2010 the secretary was Ms Kamilla Kjellaard, and from October 2010 till August 2011 Ms Mette Vestergaard acted as secretary to the Working Group.

Annexes

Annex 1

Mandate of the BSPC Working Group on Trafficking in Human Beings

11 February 2010

Constitution

The Working Group is constituted as an ad-hoc working group under the auspices of the Standing Committee of the Baltic Sea Parliamentary Conference in accordance with the BSPC Rules of Procedure.

At its first meeting the Working Group nominates the chairmanship, consisting of a Chairperson and 1–2 Vice Chairpersons. Further, one or more rapporteurs for specific issues or information collection could be nominated among the participants as agreed upon.

The Working Group, at its first meeting, adopts the mandate and an activity plan/time schedule (tentative). The Working Group furthermore discusses the mode of operation for the work.

Decisions of the Working Group shall be made by unanimity.

The working language will be English for documents as well as negotiations. Russian translation will be provided on a need basis. Translation of background material and other documents for the Working Group meetings to any other language than English will only be done on request. The costs in such case shall be borne by the requesting member parliament.

Members and staff of the Working Group are expected to cover their own travel and accommodation costs and other expenses in connection to activities in the group. Meeting costs and related expenditures will be covered by the BSPC joint budget. Basic secretariat resources will be provided by the chairmanship in cooperation with the BSPC secretariat in Copenhagen.

Mandate

In accordance with the objectives of the BSPC Work Programme 2009–2010 the Working Group shall elaborate political positions and recommendations on civil security issues; Guidelines and practical political proposals to this end should be elaborated by the Working Group. The Working Group shall have Trafficking in Human Beings as its main focus, but could also address other civil security issues.

Furthermore, the Working Group should exchange experience on successful efforts of the countries. The Working Group and its members should raise political focus on civil security issues – espe-

cially on Trafficking in Human Beings – on the national agendas of members of the Working Group.

The Working Group should draft political recommendations for the resolution to be adopted by the 20th BSPC. A mid-way report of the Working Group shall be presented at the 19th BSPC, to be held on 29–31 August 2010 in Mariehamn, Åland.

Participants

All participating parliaments of BSPC shall be invited to take part in the work.

Also the Nordic Council, the Baltic Assembly, the European Parliament, the Parliamentary Assembly of the Council of Europe and the Parliamentary Assembly of the Organisation for Security and Co-operation in Europe (OSCE) shall be invited.

Representatives of other national parliaments and relevant international organizations might be involved by unanimous decision of the Working Group members.

Each institution is invited to participate with one member and one substitute accompanied by one advisor and/or one interpreter if needed.

Each participating parliament/parliamentary body should cover its own expenses. Six or seven meetings are anticipated – one of which might be conducted together with a conference or seminar.

Secretariat

Secretarial assistance to the Working Group arrangements and meetings will be provided by the Chairperson of the Working Group and the BSPC Secretariat. The Baltic Assembly and the Nordic Council have kindly offered to make advisory expertise available to the Secretariat.

Secretarial assistance to members of the Working Group shall be provided by the home parliaments. Additional secretarial assistance to the Chair, Vice-Chair(s) and possible rapporteurs shall be provided by the home parliament of the nominees.

As to the practical preparation of the meetings (booking of meeting facilities and meals, suggestions for accommodation, necessary transportation, help in finding relevant local guest speakers etc.) the secretariats of the hosting parliament/parliamentary organisation will assist.

Annex 2

Selected Basic Texts and Activities by International Organizations Concerning the Fight Against Trafficking in Human Beings (THB)

9.3.2010/Update 6.7.2011

0. Introduction

This memo contains a cursory overview over the main actors and activities within the field of fight against trafficking in human beings (THB). The texts are mainly based on excerpts from the organization's homepages. The list is by no means exhaustive; the organizations mentioned here usually run more activities than the ones exemplified. Moreover, there are several other organizations and actors engaged in the fight against THB than the ones mentioned here. Adding to that, programmes and measures against THB undertaken by individual states are not included in this compilation.

It is clear even from this short overview that

- There is a wide array of initiatives and means to perpetuate the fight against THB, which in turn is testimony of a deep and wide engagement;
- There seems to exist a fairly well developed practice of contacts and exchange between actors;
- Shortcomings and setbacks in the fight against THB are persistent, e.g. regarding resource allocation and prosecution;
- There is a continuous need to exert political pressure on governments and other responsible actors to sustain and step up the fight against THB.

For the BSPC WG Civil Security/Trafficking, it is a primary task to find out firstly, the specific comparative advantages and the added value that parliamentarians can bring to the fight against THB, and secondly, to find out in which specific issues or areas a parliamentary pressure is most likely to yield significant results in the fight against THB.

1. The United Nations

The United Nations has launched numerous initiatives and actions against THB. The *United Nations Convention against Transnational Organized Crime*, adopted by General Assembly resolution 55/25 of 15 November 2000, is the main international instrument in the fight against transnational organized crime. It was opened

for signature by Member States at a High-level Political Conference convened for that purpose in Palermo, Italy, on 12–15 December 2000 and entered into force on 29 September 2003. The Convention is further supplemented by three Protocols, which target specific areas and manifestations of organized crime, among them the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (for texts, see: <http://www.unodc.org/unodc/en/treaties/CTOC/index.html>).

The *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children* (“Palermo Protocol”), was adopted by General Assembly resolution 55/25. It entered into force on 25 December 2003. It is the first global legally binding instrument with an agreed definition on trafficking in persons. The intention behind this definition is to facilitate convergence in national approaches with regard to the establishment of domestic criminal offences that would support efficient international cooperation in investigating and prosecuting trafficking in persons cases. An additional objective of the Protocol is to protect and assist the victims of trafficking in persons with full respect for their human rights. To date, over 117 countries have signed the Palermo Protocol.

Pursuant to article 32 of the United Nations Convention against Transnational Organized Crime, a *Conference of the Parties* to the Convention was established to improve the capacity of States Parties to combat transnational organized crime and to promote and review the implementation of this Convention (see: <http://www.unodc.org/unodc/en/treaties/CTOC/CTOC-COP.html>). Its first meeting was held in 2004.

The *United Nations Office on Drugs and Crime* (UNODC) has the primary responsibility for initiating and implementing UN activities within the field of THB. A description of its mandate and tasks, as well as definitions and analyses of trafficking etc, can be found on its website (<http://www.unodc.org/unodc/en/human-trafficking/index.html?ref=menuaside>).

In March 2007, UNODC launched the *United Nations Global Initiative to Fight Human Trafficking* (UN.GIFT). Its purpose is to promote the global fight on human trafficking, on the basis of international agreements reached at the UN. (see: <http://www.ungift.org/ungift/en/about/index.html>).

On 6 March 2009, UNODC launched the **Blue Heart Campaign against Human Trafficking**. The aim of the Campaign is to mobilize support and to inspire people to act against human

trafficking. The Blue Heart Campaign, largely channeled through social media, raises awareness of the problem and inspires those with decision-making power to effect change. (see: <http://www.unodc.org/blueheart/index.html>).

The Conference of Parties has established a number of Working Groups (see: <http://www.unodc.org/unodc/en/treaties/CTOC/working-groups.html>). At its fourth session, in 2008, the Conference of the Parties decided to establish a **Working Group on Trafficking in Persons** to advise and assist the Conference in the implementation of its mandate with regard to the Palermo Protocol (see: <http://www.unodc.org/unodc/en/treaties/CTOC/working-group-on-trafficking-in-persons-protocol.html>). The second and latest meeting of the WG was held 27–29 January 2010.

In April 2009, UNODC, in cooperation with IPU and in the framework of UN.GIFT, published “**Combating Trafficking in Persons. A Handbook for Parliamentarians**” (see: <http://www.unodc.org/unodc/en/frontpage/ipu-and-united-nations-join-forces-to-combat-trafficking-in-persons.html>).

On 9 October 2009, UN launched the **International Framework for Action** to Implement the Trafficking in Persons Protocol. The Framework is a technical assistance tool that supports United Nations Member States in the effective implementation of the Palermo Protocol, supplementing the United Nations Convention against Transnational Organized Crime (text: http://www.unodc.org/documents/human-trafficking/Framework_for_Action_TIP.pdf).

1.1 UN OHCHR, UNHCR

The **Office of the High Commissioner for Human Rights (OHCHR)**, a department of the United Nations Secretariat, is mandated to promote and protect the enjoyment and full realization, by all people, of all rights established in the Charter of the United Nations and in international human rights laws and treaties (see: <http://www.ohchr.org/EN/Pages/WelcomePage.aspx>). In 2002, OHCHR published a handbook titled **Recommended Principles and Guidelines on Human Rights and Human Trafficking** (see: <http://www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?page=category&docid=3f1fc60f4>).

The **Office of the United Nations High Commissioner for Refugees (UNHCR)** is mandated to lead and co-ordinate international action to protect refugees and resolve refugee problems worldwide (see: <http://www.unhcr.org/pages/49c3646c2.html>). Its primary purpose is to safeguard

the rights and well-being of refugees. UNCHR is active within the field of THB (for a current position paper from 2009, see: <http://www.unhcr.org/4ae1a1099.html>).

1.2 UNICEF

The United Nations Children's Fund (UNICEF) is very active in the fight against Trafficking in Human Beings, especially children. It is, e.g., operating a number of anti-trafficking projects in Eastern and South-Eastern Europe.

According to UNICEF, adopting and enforcing strong laws protecting children, overseeing government activity, allocating financial resources, raising awareness and providing advocacy are what parliamentarians can do to help alleviate children's suffering. In order to facilitate the activities in this field by parliamentarians, UNICEF together with IPU published in 2004 a **Handbook for Parliamentarians on Child Protection** (http://www.unicef.org/publications/index_21134.html). In 2005, it was followed by a **Handbook for Parliamentarians on Combating Child Trafficking** (http://www.unicef.org/publications/index_33882.html).

Together with ILO and the Global Initiative to Fight Human Trafficking (UN.GIFT), UNICEF launched a **“Training manual to fight trafficking in children for labour, sexual and other forms of exploitation”** on 15 September 2009 (http://www.unicef.org/protection/index_exploitation.html). It is one of few manuals on trafficking that specifically focuses on children, includes a focus on labour issues, and is geared towards training. It is comprised of textbooks for self study and an exercise book with a menu of assignment options that trainers can choose from for tailor-made training courses. It also includes a facilitators' guide for use by those facilitating training.

1.3 ILO

In November 2001, following the publication of the first Global Report on forced labour, the ILO Governing Body created a **Special Action Programme to combat Forced Labour (SAP-FL)**, as part of broader efforts to promote the 1998 Declaration on Fundamental Principles and Rights at Work and its Follow-up (see: <http://www.ilo.org/sapfl/AboutSAPFL/lang-en/index.htm>).

Since its inception, SAP-FL has been concerned to raise global awareness of forced labour in its different forms, as a necessary prerequisite for effective action against it. Several thematic and country-specific studies and surveys have since been undertaken, on such diverse aspects of forced labour as bonded labour, human

trafficking, forced domestic work, rural servitude, and forced prison labour. SAP-FL has also assisted governments in developing and implementing new laws, policies and action plans; developed and disseminated guidance and training materials on key aspects of forced labour and trafficking; and implemented innovative programmes which combine policy development, capacity building and direct support for both prevention of forced labour and identification and rehabilitation of its victims. Together with the European Commission, ILO has developed harmonized definitions and associated indicators on trafficking. A first list of indicators was published in March 2009 (for the list, see: http://www.ilo.org/wcmsp5/groups/public/—ed_norm/—declaration/documents/publication/wcms_105023.pdf).

2. Council of Europe and PACE

On 3 May 2005, the Committee of Ministers adopted **the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197)** (full text: http://www.coe.int/t/dghl/monitoring/trafficking/Source/PDF_Conv_197_Trafficking_E.pdf). The Convention was opened for signature in Warsaw on 16 May 2005 on the occasion of the 3rd Summit of Heads of State and Government of the Council of Europe. On 24 October 2007, the Convention received its tenth ratification thereby triggering the process whereby it entered into force on 1 February 2008.

While other international instruments already exist in this field, the Council of Europe Convention, the first European treaty in this field, is a comprehensive treaty focussing mainly on the protection of victims of trafficking and the safeguard of their rights. It also aims to prevent trafficking and to prosecute traffickers. In addition, the Convention provides for the setting up of an effective and independent monitoring mechanism capable of controlling the implementation of the obligations contained in the Convention. The Convention is not restricted to Council of Europe member states; non-members states and the European Community also have the possibility of becoming Party to the Convention.

The Convention is based on recognition of the principle, already stated in Recommendation No R(2000)11 of the Committee of Ministers on action against trafficking in human beings for the purpose of sexual exploitation, that trafficking in human beings constitutes a violation of human rights and an offence to the dignity and integrity of the human being.

The Council of Europe Convention is a comprehensive treaty which aims to (3 Ps):

- **Prevent trafficking**
- **Protect the Human Rights of victims of trafficking**
- **Prosecute the traffickers.**

The Convention applies to:

- all forms of trafficking: whether national or transnational, whether or not related to organised crime
- whoever the victim: women, men or children
- whatever the form of exploitation: sexual exploitation, forced labour or services, etc.

The entry into force of the Convention on 1 February 2008 triggered the setting-up of its monitoring mechanism which is now fully operational (the CoE Trafficking homepage is here: http://www.coe.int/t/dghl/monitoring/trafficking/default_en.asp). The monitoring mechanism consists of two pillars: the first is **GRETA**, a group of independent experts on action against trafficking in human beings. GRETA will monitor implementation of the Convention. To this end, GRETA will regularly draw up reports evaluating the measures taken by the Parties. GRETA held its fourth and latest meeting in December 2009 (see: http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Monitoring/GRETA_en.asp#TopOfPage). The second pillar is the **Committee of the Parties**, which is composed of the representatives in the Committee of Ministers of the Parties to the Convention and of representatives of Parties non-members of the Council of Europe (see: http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Monitoring/COP_en.asp#TopOfPage).

The Convention has been ratified by Albania, Armenia, Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Denmark, France, Georgia, Latvia, Luxembourg, Malta, Moldova, Montenegro, Norway, Poland, Portugal, Romania, Serbia, Slovak Republic, Slovenia, Spain, "the former Yugoslav Republic of Macedonia" and the United Kingdom

It has also been signed but not yet ratified by another 15 Council of Europe member states: Andorra, Finland, Germany, Greece, Hungary, Iceland, Italy, Ireland, Lithuania, Netherlands, San Marino, Sweden, Switzerland, Turkey and Ukraine.

The **Parliamentary Assembly of the CoE (PACE)** has adopted several resolutions and recommendations in the field of THB, for instance **Recommendation 1695** (2005) on "Draft Council of Europe convention on action against trafficking in human beings"

(full text: <http://assembly.coe.int//Main.asp?link=http://assembly.coe.int/Mainf.asp?link=/Documents/AdoptedText/ta05/EREC1695.htm>).

In **Resolution 1702** adopted 26 January 2010, the Assembly called on Council of Europe member states which had not yet done so to sign and/or ratify the Council of Europe Convention on action against trafficking in human beings, and encouraged the European Union to accede to it (text: <http://assembly.coe.int//Main.asp?link=http://assembly.coe.int/Mainf.asp?link=/Documents/AdoptedText/ta10/eRES1702.htm>). It also spoke out in favour of intensified co-operation with other international organisations, taking special care to avoid all risk of duplication between the different monitoring mechanisms. The parliamentarians also asked that the GRETA should be able to command the financial and human resources needed for its activity. Finally, PACE proposed to organize a **conference in 2010** on action against trafficking, involving all partners

PACE has appointed a **Rapporteur** on "Action against trafficking: parliamentarians' involvement in promoting the widest possible ratification of the Council of Europe Convention on Action against Trafficking in Human Beings".

Moreover, PACE has published a 111-page **Handbook for Parliamentarians** (updated 2009) which sets out ways parliamentarians can press for the ratification and the application of the new Council of Europe Convention against Trafficking in Human Beings by introducing legislation, allocating funding and lobbying their governments (see: http://assembly.coe.int/committeedocs/2007/Trafficking-human-beings_E.pdf). The handbook is intended as a practical tool for parliamentarians. It is designed to suggest working approaches for elected representatives who want to combat this scourge and promote the convention.

3. OSCE and OSCE PA

The OSCE plays an active role in the fight against Trafficking in Human beings (THB). All participating States have agreed on numerous political commitments that confirm their primary responsibility for addressing THB.

Maastricht Ministerial Council Decision No. 2, **Combating Trafficking in Human Beings** (2003) (see: http://www.osce.org/documents/mcs/2003/12/4161_en.pdf), endorsed the **OSCE Action Plan to Combat Trafficking in Human Beings** (2003) – the key document which provides a framework for the anti-

trafficking efforts of the entire organization. This Action Plan contains far-reaching recommendations for the participating States on the best ways and means to implement the various anti-trafficking commitments (see: http://www.osce.org/documents/pc/2003/07/724_en.pdf). A special addendum to the Action Plan concerning the special needs of child victims was made in 2005 (see: http://www.osce.org/documents/pc/2005/07/15591_en.pdf).

OSCE has a number of institutions active in the fight against trafficking:

- Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings;
- Office for Democratic Institutions and Human Rights (ODIHR);
- Office of the Co-ordinator of OSCE Economic and Environmental Activities;
- Secretariat – Action against Terrorism Unit;
- Secretariat – Conflict Prevention Centre;
- Secretariat – Strategic Police Matters Unit.

The Office of the **Special Representative and Co-ordinator for Combating Trafficking in Human Beings** (SR) assists participating States in their anti-trafficking effort by providing support at four levels: policy-making, field work, technical expertise and co-ordination of international actors. The Office has produced numerous reports, handbooks, analyses and other documents, all available through its homepage (<http://www.osce.org/cthb/>). A fundamental exhortation of the SR is that all OSCE States should establish National Co-Ordination Mechanisms, National Action Plans and a National Rapporteur on THB (see the SR's latest report: http://www.osce.org/cthb/item_11_41953.html).

The first SR initiated a close partnership with relevant international actors under the heading of the **Alliance Against Trafficking in Persons**, which meets twice a year. The Office of the SR is responsible for coordinating the activities of the Alliance, as well as the **Alliance Expert Co-ordination Team** (AECT), which is a consultative forum involving leading agencies and experts in the field of combating human trafficking. It aims to develop strategic networking and partnerships among active players, facilitating exchanges of experience, best practices and lessons learned, as well as joint actions across the OSCE region (see: <http://www.osce.org/cthb/13413.html>).

The **OSCE Parliamentary Assembly** repeatedly addresses the issue of THB, e.g. in the resolution from its latest Annual Session

in Vilnius 2009 (see: http://www.oscepa.org/images/stories/documents/activities/1.Annual%20Session/2009_Vilnius/Final_Vilnius_Declaration_ENG.pdf e.g. paras 82, 83, 89).

4. European Union and European Parliament

Since 1997 the European Commission has been actively engaged in EU activities developing a comprehensive and multidisciplinary approach towards the prevention and the fight against trafficking in human beings. The main responsibility for dealing with THB issues lies with the Directorate-General for Justice, Freedom and Security of the European Commission.

The Council Framework Decision of 19 July 2002 on combating trafficking in human beings (2002/629/JHA – OJ 2002/L 203/1, 1.8.2002) provides for measures aimed at ensuring approximation of national penal legislation concerning the definition of offences, penalties, jurisdiction and prosecution, protection and assistance to victims (text: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2002:203:0001:0004:EN:PDF>). This decision has been superseded by a new directive from 21 March 2011 (see below).

An Expert Group on Trafficking in Human Beings was set up in 2003. The group regularly submits reports and opinions. The Group adopts a human rights-centered approach to the prevention and fight against trafficking in human beings and elaborates indications for the development of effective action in all the areas of anti-trafficking policy (decision, see: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2007:277:0029:0032:EN:PDF>).

The Council Directive 2004/81/EC of 29 April 2004 on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities (OJ 2004/L 261, 6.8.2004) establishes an obligation for Member States to provide for reflection period and residence status, with related assistance and support measures, to victims of trafficking in human beings (text: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2004:261:0019:0023:EN:PDF>).

The Council EU plan on best practices, standards and procedures for combating and preventing trafficking in human beings (“EU Action Plan”) from 2005 (OJ 2005/C 311/1, 9.12.2005, COM(2006)437) provides for actions to be implemented by Member States, the Commission and other EU

bodies concerning coordination of EU action, scoping the problem, prevention, reducing the demand, investigating and prosecuting, protecting and supporting victims of trafficking, returns and reintegration (text: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2005:311:0001:0012:EN:PDF>). See also an evaluation of the implementation of the Action Plan (<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0657:FIN:EN:PDF>).

In 2007, an expert sub-group on trafficking in human beings decided to develop harmonized definitions and associated indicators that will facilitate greater compatibility of data across EU member states on the crime area under consideration. A joint European Commission-ILO project was established to reach consensus on operational indicators of trafficking. A first list was published in March 2009 (for the list, see: http://www.ilo.org/wcmsp5/groups/public/-ed_norm/-declaration/documents/publication/wcms_105023.pdf).

In 2007, the **EU Anti-Trafficking Day** was established on 18 October every year, following a recommendation of the European Parliament (for 2009, see: <http://europa.eu/rapid/pressReleasesAction.do?reference=IP/08/1544&format=HTML&aged=0&language=EN&guiLanguage=en>).

Financial programmes are an important tool to develop or strengthen policies in the fight against human trafficking. The new financial programme covering trafficking in human beings is 'Prevention of and Fight against Crime', which runs over the period 2007–2013, and covers different areas including trafficking in human beings, which has been a priority for 2007 and 2008.

The **European Parliament** is a driver in issues concerning the fight against THB. The latest **Resolution from EP on preventing trafficking in human beings** was adopted 10 February 2010 (see: <http://www.europarl.europa.eu/sides/getDoc.do?type=TA&reference=P7-TA-2010-0018&format=XML&language=EN>).

A new **EU Directive (2011/36/EU) on Prevention and Combating Trafficking in Human Beings and Protecting its Victims** was adopted on 21 March 2011 (replacing the decision from 2002). The adoption follows a Commission Directive proposal from 2010, with binding legislation to prevent trafficking, to effectively prosecute criminals, and to better protect the victims, in line with the highest European standards. The new Directive takes

a victim centred approach, including a gender perspective, to cover actions in different areas such as criminal law provisions, prosecution of offenders, victims' support and victims' rights in criminal proceedings, prevention and monitoring of the implementation (see: <http://ec.europa.eu/anti-trafficking/download.action?nodeId=9c9ba3cd-794b-4a57-b534-ad89effac575&fileName=Directive+THB+L+101+15+april+2011.pdf&fileType=pdf>).

5. Council of the Baltic Sea States (CBSS)

Civil Security is one of the five long-term priorities of the CBSS. It includes a very developed and practical expert cooperation in the field of fighting against trafficking in human beings, and a specialized network focusing on safety and well-being of children at risk, in particular. Unlike pure law enforcement structures, these two structures focus more on the social dimension of the problems, that is, more on the victims than the criminals (see: <http://www.cbss.org/Civil-Security-and-the-Human-Dimension/creating-a-safe-and-secure-region>).

The overall objective of the **CBSS Task Force against Trafficking in Human Beings (TF-THB)** is to counteract trafficking in human beings in the Baltic Sea Region through preventive and protective activities (see: <http://www.cbss.org/Civil-Security-and-the-Human-Dimension/the-task-force-against-trafficking-in-human-beings-with-focus-on-adults>). The mandate of the TF-THB is to fight against trafficking in human beings and all of its forms of exploitation. Its actions aim at strengthening assistance to victims, promoting cooperation, abolishing gaps in existing approaches and improving legislation. The Task Force is composed of experts from relevant Government ministries in all the CBSS capitals. The Chair of the TF-THB rotates among the Member States on an annual basis following the CBSS Presidency (from July 1 to June 30). The current mandate of the Task Force runs until 30th June 2011 (for objectives etc, see the link above). The Task Force focuses on people over the age of 18 and is thereby complementing the work of the Expert Group for Cooperation on Children at Risk (EGCC).

The TF-THB is the only regional intergovernmental forum in Europe of its kind dealing with trafficking in human beings. The TF-THB brings together EU and non-EU Member States, which are all differently affected by trafficking in human beings and constantly exchange experiences with international and nongovernmental organizations.

For 2008–2010 the TF-THB has agreed on the following Strategy for the CBSS Region:

- Trainings on Human Trafficking for Diplomatic and Consular Personnel in the CBSS Region in cooperation with the International Organization for Migration (IOM)
- Joint Project with the United Nations Office on Drugs and Crime (UNODC) on Fostering NGO Law Enforcement Cooperation in Preventing and Combating Human Trafficking in, from and to the Baltic Sea Region
- Regional Information Campaign against Trafficking in Human Beings
- Improved Data Collection and Support to Research on Human Trafficking in the Region
- Comparative Regional Legal Analysis on Human Trafficking

A **Joint Project** is operated between the Task Force against Trafficking in Human Beings (**TF-THB**) and the United Nations Office on Drugs and Crime (**UNODC**) on Fostering NGO-Law Enforcement Cooperation in Preventing and Combating Human Trafficking in, from and to the Baltic Sea Region. The project aims at strengthening cooperation between different governmental institutions and nongovernmental actors within and between the CBSS Member States. Only with improved cooperation victims can be adequately assisted and protected. By collecting and analysing data through country assessment missions, the project will develop assessment reports for each Member State of the CBSS on the existing cooperation mechanisms between state actors, in particular law enforcement, and NGOs. A **Joint CBSS TF-THB/UNODC Conference** was held 7–8 December 2009, Stockholm. The Conference presented the findings of the regional assessment of the joint project with the United Nations Office on Drugs and Crime (UNODC) on fostering NGO and Law Enforcement Cooperation in Preventing and Combating Human Trafficking in, from and to the Baltic Sea Region.

TF-THB and UNODC has jointly published a report entitled **Human Trafficking in the Baltic Sea Region: State and Civil Society Cooperation on Victims' Assistance and Protection**. This in turn has resulted in a project on a **Model Memorandum of Understanding between Law enforcement Agencies and Specialist Service Providers**. Another outcome of the TF-THB – UNODC project is the project **Data and Education on Forced Labour Exploitation and Counter Trafficking (DEFLECT)**, which held its kick-off meeting 7–8 June 2011. On 18 October 2010, TF-THB launched the **Safe Trip** information and awareness raising campaign. In 2011, TF-THB also published a study called

Hard Data: Data Collection Mechanisms on Human Trafficking in the Baltic Sea Region. Building on the experiences from the training programme for diplomatic and consular personnel conducted by TF-THB between 2008–2010, a **Handbook for Diplomatic and Consular Personnel on how to Assist and Protect Victims of Human Trafficking** was published in spring 2011.

The **CBSS Expert Group for Cooperation on Children at Risk (EGCC)** is a group of senior officials from the ministries responsible for children's issues in the member countries to the CBSS and the European Commission (homepage: <http://www.childcentre.info/>). The EGCC identifies, supports and implements cooperation on children at risk between countries and organizations in the region. It also examines and reviews areas of concern with regard to children, as identified by its network of National Coordinators and experts. Based on these findings the EGCC adopts programmes and implements actions within areas of concern. Activities and programmes are carried out together with national authorities, agencies and organizations in cooperation with regional and international organizations.

The Prioritized areas for the period until July 2011 for the EGCC are:

- The protection of children from all forms of sexual exploitation
- Unaccompanied and trafficked children
- Children abused by being offered money or other forms of remuneration in exchange for sex
- Children and online sexual exploitation
- The protection of children from all forms of sexual abuse and sexual violence
- The rights of children in institutions and in other forms of out of home care

6. Nordic Council and Nordic Council of Ministers

The Nordic Council and Nordic Council of Ministers work with Russia, Estonia, Latvia and Lithuania to fight against trafficking and help the victims out of their difficult situation. This trade must be fought through international co-operation. Trafficking in women is no longer the only form of human trafficking in the region. Experience from other parts of Europe indicates that trade in human beings who are being exploited in agriculture, construction and housework, such as, for example, au pair jobs, is becoming more widespread. People are also being exploited for the sale of organs and forced labour, and children are traded for begging and sexual exploitation.

To be able to stop this development there is a need for shared knowledge and understanding of the new forms of organized criminal exploitation of labour. This requires regional and international co-operation between the authorities and NGOs. The Nordic gender equality, social, health and justice ministers have taken a large number of initiatives to co-operate in the Nordic countries to stop human trafficking.

Nordic Council has repeatedly addressed the issue of trafficking. Within the Nordic Council, it is the Citizens' and Consumer Rights Committee that deals with issues concerning the rights of citizens and consumers, as well as associated overall matters concerning democracy, human rights, gender equality, trafficking etc. Nordic Council has submitted a number of **recommendations** to the Nordic governments concerning trafficking:

- Fight against trafficking in human being (Rec. 25/2005);
- Report on the fight against trafficking in human beings (Rec. 26/2005);
- Campaign against selling sex (Rec. 18/2006);
- Safe house for victims of trafficking in human beings (Rec. 19/2006);
- Prevention of trafficking in human beings for sexual exploitation (Rec. 20/2006);
- Prevention of trafficking in human beings (Rec. 15/2007);
- Member's proposal on asylum children (Rec. 21/2008);
- Member's proposal on human trafficking for forced labor (Rec. 22/2008).

Together with the **Baltic Assembly** and the **Benelux Interparliamentary Consultative Council**, the Nordic Council organized a trilateral conference on "**Fight against Trafficking in Human Beings**" in Latvia, Riga on 24–25 April 2008 (see: <http://www.baltasam.org/?DocID=724>).

The **Nordic Council of Ministers** has started up several concrete projects. Emphasis is placed particularly on the social aspects of human trafficking and gender equality. In 2001 the Council of Ministers took the initiative for a **Nordic-Baltic Campaign Against Trafficking in Women** to create public debate in the Nordic and Baltic countries (final report: <http://www.norden.org/en/publications/publications/2004-715>). In 2005, the **Nordic-Baltic Taskforce Against Trafficking** launched a 3-year pilot project, which aimed at developing victim-centred and durable models for support and reintegration of women victims of trafficking for sexual exploitation in and between the Nordic and

Baltic countries (website: <http://nordicbaltic-assistwomen.net/>). An **international conference** was organized in St. Petersburg in April 2008 with focus on preventative work in Northwest Russia, the Baltic countries and the Nordic countries (see: <http://www.norden.ru/News.aspx?id=159&lang=en>).

The Nordic and Baltic ministers for gender equality decided in May 2008 to draw up a joint **Nordic Baltic Strategy to Fight Trafficking** with the focus on sexual exploitation. The **Nordic Gender Institute (NIKK)** (website: <http://www.nikk.uio.no/English/>) concluded a research project entitled “Prostitution in the Nordic countries” with a conference in October 2008. It focused on prostitution and human trafficking for sexual exploitation, including men and women’s attitudes to paying for sexual favours.

7. Inter-Parliamentary Union (IPU)

The Inter-Parliamentary Union, in cooperation with the United Nations Office on Drugs and Crime (UNODC) and the Austrian Parliament, organized a **one-day Parliamentary Forum on 12 February 2008** as a prelude to the main event, the Vienna Forum.

The **Vienna Forum to Fight Human Trafficking** – a global event – took place from 13 to 15 February 2008 under the framework of the United Nations-sponsored Global Initiative to Fight Human Trafficking (conference report: <http://www.ipu.org/splz-e/vienna08/report.pdf>).

In April 2009, IPU, in cooperation with UNODC and in the framework of UN.GIFT, published “**Combating Trafficking in Persons. A Handbook for Parliamentarians**” (see: <http://www.unodc.org/unodc/en/frontpage/ipu-and-united-nations-join-forces-to-combat-trafficking-in-persons.html>).

On 22–23 February 2010, IPU arranged a **Regional Seminar on Human Trafficking** in London. The overall objective of the seminar was to highlight how parliamentarians should become more involved in ensuring the implementation of existing legislation (see: <http://www.ipu.org/splz-e/london10.htm>).

8. NATO

The Alliance initiated a zero-tolerance policy on human trafficking, which was endorsed at the Istanbul Summit in June 2004. The policy commits NATO member countries and other troop-contributing nations participating in NATO-led operations to reinforce efforts to prevent and combat such activity, and calls for military and civilian personnel and contractors taking part in NATO-led

operations to receive appropriate training on standards of their behavior during the operations. NATO regularly reviews the policy on combating trafficking in human beings to make sure that it's effectively implemented by the Allies, Partners and NATO as an organization. In 2007, NATO completed a comprehensive review, which led to a range of policy and practical.

All efforts of the Alliance in this field are coordinated by the **Senior Coordinator on Combating Trafficking in Human Beings** (also NATO ASG for Defence Policy and Planning), a position created as a follow up to 2007 review of the implementation (see: http://www.nato.int/cps/en/SID-81B6B56F-E01F3B06/natolive/news_1725.htm?selectedLocale=en).

9. Save the Children

The fight against Trafficking in Human Beings, especially children, is an integral part of the work of Save the Children, although they do not seem to have a dedicated programme or policy on this issue. In 2007, they released a research report on children's insights on the risks of human trafficking in Europe (<http://www.savethechildren.net/alliance/media/newsdesk/2007-09-18.html>).

10. The Red Cross

The International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC) do not seem to have any dedicated programmes or projects on the fight against THB, although it is an endeavour that is frequently mentioned in their publications and reports and streamlined into their activities. THB was addressed in an issue of IFRC's paper *The Bridge* in 2005 (<http://www.ifrc.org/docs/pubs/insight/bridge-spring05.pdf#xml=http://search.ifrc.org/cgi/texis.exe/webinator/search/pdfhi.txt?query=trafficking&pr=english&prox=page&rorder=500&rprox=500&rdfreq=500&rwfreq=500&rlead=500&sufs=0&order=r&cq=&id=43d509597>). IFRC is also active on THB issues in Eastern Europe (see e.g. <http://www.ifrc.org/docs/news/09/09031201/>). A concept paper (undated) on a Europe-wide programme against THB has been published, but it is unclear whether it has actually been set in motion (http://www.ifrc.org/docs/pubs/events/berlin02/trafficking_conceptpaper.pdf).

11. The International Organization for Migration (IOM)

Established in 1951, IOM is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners.

With 127 member states, a further 17 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants (see: <http://www.iom.int/jahia/jsp/index.jsp><http://www.iom.int/jahia/jsp/index.jsp>).

IOM takes a comprehensive approach to trafficking in persons within the wider context of managing migration. IOM's wide range of activities are implemented in partnership with governmental institutions, NGOs and international organizations. IOM has been working to counter the trafficking in persons since 1994. In this time, the Organization has implemented almost 500 projects in 85 countries, and has provided assistance to approximately 15,000 trafficked persons. IOM's primary aims are to prevent trafficking in persons, and to protect victims of the trade while offering them options of safe and sustainable reintegration and/or return to their home countries. IOM has produced a number of handbooks and manuals on various issues of trafficking (see: <http://www.iom.int/jahia/Jahia/activities/by-theme/regulating-migration/counter-trafficking>).

12. The Child Exploitation and Online Protection (CEOP) Centre

The Child Exploitation and Online Protection (CEOP) Centre delivers a multi-agency service dedicated to tackling the exploitation of children. That means building intelligence around the risks, tracking and bringing offenders to account either directly or with local and international police forces and working with children and parents to deliver the ThinkuKnow internet safety programme (see: <http://www.ceop.gov.uk/>).

Annex 3

Midterm Report from the BSPC Working Group on Trafficking in Human Beings

19th Baltic Sea Parliamentary Conference
29–31 August 2010, Mariehamn, Åland

By Line Barfod, Chairman of the BSPC Working Group on Trafficking in Human Beings, member of the Danish Folketing

Dear Colleagues,
Dear Chairman,
Dear Conference

It is a great honour for me as Chairman of the BSPC Working Group on Trafficking in Human Beings to have the opportunity to present the Working Group's Midterm Report here at the 19th Baltic Sea Parliamentary Conference in this wonderful setting, surrounded by the beautiful and peaceful Åland Islands.

It is now one year since the 18th Baltic Sea Parliamentary Conference was held at Nyborg in Denmark. It was there that the unanimous decision was taken, in conjunction with the adoption of the final document for the conference, to set up a BSPC Working Group on Civil Security with particular focus on Trafficking of Human Beings. One of the themes of the conference was civil security, and we heard for example OSCE's former special representative and coordinator for Trafficking of Human Beings, Eva Biaudet, talk about the victims of such trafficking.

Trafficking is often associated with women who through force or false promises of work are sold over national borders, ending in prostitution. This is not an incorrect picture, but the victims of trafficking – or slavery which it perhaps should be called – do not just end up in shady environments remote from the everyday lives of normal citizens. Victims also include women, men and children who work as slaves in our private homes – as cleaners, handymen and gardeners. They are exploited in restaurants where we eat, and in hotels where we sleep. They are sold for factory and farmwork, to beg for money, and illegal adoption for the sale of bodily organs.

The background is simple. One side of the story is the demand for cheap labour and sexual services. The other side is that it involves people with poor living conditions and little or no hope of a better

future. These market conditions are exploited by traffickers, who lure or force their victims into slavery. They exploit people whose ability to support themselves and their families is negligible or non-existent. This not only occurs in poor countries far from here – it also occurs here in our own region. Humans are traded in exactly the same way as drugs and weapons, but in contrast to drugs and weapon trading where the trafficker can only earn money once, people can be sold again and again. And it is this brutal perspective that makes human trafficking an extremely lucrative business with great potential for profit. At the same time there is little risk of being caught and punished, so human trafficking is one of the fastest growing types of criminality, not only in the Baltic Sea region and Europe, but also in a global context.

International organisations estimate that, on a global level, there are about 2.5 million people who are victims of trafficking in human beings. Trafficking takes place amongst us – and in our region – and these appalling crimes highlight the need and importance for all of us – locally, nationally and internationally – to work on raising the issue of trafficking in human beings. We in the Working Group are trying to do what we can, but we cannot do this on our own. Fortunately, much has already been done... but much remains to be done.

BSPC's Standing Committee has decided that the Working Group is to have Trafficking in Human Beings as its main focus area, but the Group can also consider other aspects of civil security. The Working Group has been given the mandate to formulate political positions and recommendations about civil security issues, and to present guidelines and practical, political proposals. The Working Group members will exchange positive experiences and work to create a political focus on civil security issues – particularly in relation to human trafficking – in the national and regional agendas of the Working Group members.

Finally, the Working Group will work to propose recommendations about civil security and trafficking, in conjunction with the resolution for the 20th Baltic Sea Parliamentary Conference.

The Working Group is a *political* working group – not a working group of experts. We will try to use our status as a *political* working group to present political recommendations of common interest to the entire Baltic Sea region and also to promote a focus on human trafficking on the national political agendas.

Invitations to participate in the Working Group were sent to all member countries at the end of 2009. Nineteen parliamentarians from regional and national parliaments have joined the working group and, so far, the Working Group has held three meetings. The first was held on the 3rd of February 2010 in Copenhagen, the second on the 8th of April 2010 in Stockholm, and the third on the 10th of June 2010 in Oslo. Here, in conjunction with this 19th Baltic Sea Parliamentary Conference, the Working Group has also been able to hold a meeting with the Åland Islands Peace Institute.

At the first meeting of the Working Group, we agreed that we would initially focus exclusively on issues concerning human trafficking and decide later on whether we would also take up other aspects of civil security. We made this decision on the grounds that human trafficking is itself a very broad issue involving many, many challenges.

From this perspective, the Working Group agreed on a working plan involving a total of seven scheduled meetings and a series of focus areas. The planned focus areas are as follows: national and regional perspectives concerning human trafficking; economic aspects of human trafficking; victims of human trafficking; children as victims of human trafficking; police and prosecution; and, finally, awareness of human trafficking.

Representatives and experts from organisations such as the CBSS, OSCE and national agencies have participated in the three Working Group meetings held so far, and they have shared their experiences of work to eliminate human trafficking. For example Eva Biaudet, who I mentioned earlier, took part in the group's first meeting, and experts from, for example, police authorities and NGOs have participated in meetings and talked about economic aspects of human trafficking. We discussed whether human trafficking is part of organised crime with the objective of making money, and emphasised the importance of carrying out national and international analyses, involving the police, customs and tax authorities, in order to identify and get to the main traffickers.

In addition to the Working Group meetings, the members have participated in various events and conferences. For example, Maria Stenberg from Sweden and I took part in an IPU conference in London in February this year, where I was a guest speaker.

Before each meeting, the Working Group members prepare a brief about various national conditions concerning initiatives to eliminate human trafficking. On a positive note I can mention that virtu-

ally all member countries have national action plans against human trafficking, a national rapporteur or equivalent body, and a national coordinating mechanism. Another issue that the Working Group has examined is the degree to which trade unions and employer organisations are involved in the prevention of human trafficking and assistance to the victims of human trafficking. Unfortunately, this showed that the trade unions and employer organisations in the Baltic Sea region only considered human trafficking in their work to a negligible extent. Consequently, this is something the Working Group wants to work more with in the near future.

As mentioned, one of the things that the Group as a *political* working group can do is to create a focus on human trafficking. We have tried to do this by, for example, writing a joint article on human trafficking. The article was signed by 11 parliamentary members and shows that consensus can be reached despite different national and party political convictions.

The other thing that we as a *political* working group can do is to make joint political recommendations. On the basis of our studies and experiences, we have reached six provisional recommendations that we have submitted to the BSPP Enlarged Standing Committee as an input to this conference's final document. Again, despite different national and party political convictions, we the Working Group have not found it difficult to reach consensus on the recommendations. Quite simply, human trafficking is far too serious an issue, and it is our hope that the governments of our countries can reach understanding in the same way.

The Working Group's six recommendations so far are as follows:

- All countries are urged to ratify all relevant international conventions, protocols and decisions, and adapt national legislation, so that all stages of human trafficking are criminalised.
- Countries should acknowledge that human trafficking is an international crime, so international cooperation is required. At the same time, exploitation of the victims takes place locally, so it must be fought locally.
- Countries should earmark adequate, permanent and targeted funding and resources to public agencies, NGOs, international organisation and projects such as the CBSS Task Force against Trafficking in Human Beings.
- Countries should work to develop and coordinate the collection of data about human trafficking in order to increase understanding of the problem, to develop the right initiatives against human trafficking, support investigations and prosecutions and

to provide the best possible support to victims of human trafficking.

- Countries should work to ensure that the focus is always on the victims. Human trafficking is exploitation, regardless of where it occurs and whatever form it takes. Human rights must be prioritised.
- Countries should work to develop effective methods and models at operational level, ensure that relevant public agencies and NGOs help victims and their families, and increase the number of convictions against traffickers and those engaged in exploitation.

Human trafficking is an issue that concerns us all, wherever we come from, and whatever our political convictions. We have a duty to act, both as citizens and on a political level. We must place requirements that, in our everyday lives, we do not participate in the exploitation of women, men and children that are the victims of trafficking. In the Working Group we have shown that common goals can be set across the political spectrum. Now it is up to the governments of the Baltic States and the EU countries to undertake attainment of the common goals.

Dear Conference,

Together with the vice chairmen of the Working Group, André Oktay Dahl from the Norwegian Parliament and Johan Linander from the Swedish Parliament, and together with the other members of the Working Group, I want to thank you for the opportunity to report on our preliminary results. We are looking forward to the work ahead and to presenting the Working Group's report at the 20th Baltic Sea Parliamentary Conference – hopefully with good, concrete proposals as to what the governments of our countries and we all can do to eliminate this terrible modern form of slavery.

Thank you for your attention.

Annex 4

Final report from the BSPC Working Group on Trafficking in Human Beings

20th Baltic Sea Parliamentary Conference
Helsinki, 28–30 August 2011

By André Oktay Dahl, Vice Chairman of the BSPC Working Group on Trafficking in Human Beings, member of the Parliament of Norway,

On behalf of

Line Barfod, Chairman of the BSPC Working Group on Trafficking in Human Beings, member of the Danish Parliament

Dear Colleagues,
Dear Chairperson,
Dear Conference

It is a great honour for me as Chairman of the BSPC Working Group on Trafficking in Human Beings to have the opportunity to present the Working Group's Final Report here at the 20th Baltic Sea Parliamentary Conference.

It has also been an honour and a pleasure for me to preside over the Working Group. The Working Group has consisted of members of parliaments from all the countries around the Baltic Sea from many different political parties. Actually, I don't know how many parties, for the simple reason that political affiliation has never been an issue at the meetings of the Working Group. The grave nature of the subject has made it possible for the Working Group to reach agreement on a number of very concrete political recommendations across countries, regions and political parties.

In a short while, I shall return to some of the political recommendations to the governments, but first of all I would like to emphasise the importance of point 40 of the Draft Conference Resolution. This point is an urgent request to the BSPC members to establish networks of parliamentarians on the fight against trafficking in human beings. The Working Group agreed on that point, realizing that all the recommendations to the governments might end up as just another piece of paper if the parliamentarians do not commit themselves to continuously monitor the progress of

various activities in the fight against trafficking in human beings and to develop the relations between the executive and the legislative powers. To snap at the governments' heels, so to speak.

The members of the Working Group have already decided for themselves to establish an informal network as a Facebook group in order to secure continuity of the fruitful work of the group.

In the Final Report of the Working Group which you will find outside this meeting room, you can read the full text of all the 15 political recommendations from the group – plus the request to the parliaments which I just mentioned. Recommendations 1–6 were submitted to the 19th BSPC in 2010 and presented in the Midterm Report of the Working Group for that occasion and are consequently not repeated in the draft Conference Resolution for this 20th BSPC, but they are of course still a part of the total number of recommendations from the Working Group.

Recommendations 7–15 have been discussed and adopted by the Working Group since the 19th BSPC in 2010 and do now constitute point 23–31 of the Draft Conference Resolution for this 20th BSPC.

We have in the Working Group concentrated on recommendations where we as parliamentarians have learned from the experts and from each other that this particular point should be strengthened in our work against slavery.

The Working Group has made an effort to be very precise when formulating the recommendations and they may therefore seem long and detailed. Accordingly, I will not read them out here, but each of them deals with its own specific theme. The headlines for each recommendation could be as follows:

1. Signing and ratification of international conventions
2. Recognition of trafficking as an international cross-border crime
3. Secure and long term funding
4. Coordinated and transparent system for information exchange
5. Victim-based approach, respecting human rights
6. Strengthening the operational capacity
7. Follow the money
8. Forced labour
9. Children
10. The efficiency of existing legislation and political and judicial system

11. Awareness raising
12. Joint understanding among all actors in the region
13. Continuous evaluation and reporting on the progress
14. Reducing the drainage of experienced personnel
15. Identification and incrimination of the middlemen

All of the recommendations are of course important and complementary to each other. All of them need follow up. If I although should highlight some of them it would be no 3, 5 and 7.

To secure long term funding of public authorities, NGOs and inter-governmental organizations and projects in order to maintain the pursuit of persistent and sustained efforts against trafficking in human beings is crucial in the combat against this horrible crime. Today, unsecure and short term funding make the life of especially the NGOs very uncertain and result in drainage from these organizations of experienced personnel – detrimental to the fight against trafficking.

To ensure that a victim-based approach is adopted in all measures and actions against trafficking in human beings, meaning among other things that the human rights of trafficked persons should be at the centre of all efforts against trafficking and that victims and relatives of victims should receive unconditional assistance regardless of their status and of their willingness to participate in criminal proceedings against traffickers, is an even so crucial point.

We have learned that it is a problem for an efficient work against slavery if the victims are treated rather as illegal immigrants than as victims. So a human rights approach is not only the political correct way and the best for the victims, it is also the best way to fight slavery. Because with such an approach, many more victims and concerned citizens will contact the authorities and help with the investigations and court cases against the traffickers.

Finally, to follow the money means detecting money flows stemming from trafficking in human beings, by tracking money emanating from trafficking as well as strengthening the measures to confiscate proceeds from those engaged in trafficking. They are all other vital tools in the fight against trafficking. In Denmark the tax authorities have been quite successful in using the so called “Al Capone method” in the fight against organized crime. It must be possible to expand this success even to profits from trafficking in human beings.

Trafficking is a big business with enormous gains. We must make business analyses of where the money is in this business so that we can fight it most efficiently. For instance, a business analysis will show that the big profit is not in the selling of slaves but in the use of the slaves. If you sell drugs or guns you can only make money on each item once, but with a slave you earn new money every day. So, we must be much more efficient in putting the use of slaves to a stop and not just focus on the trafficking of the slaves.

Dear Conference,

I want to thank you for the opportunity to report on the results of the Working Group and I want to thank all the members of the group for their dedicated contributions. And thanks to the secretariat and the other secretarial participants. It has been a pleasure working with you all, even on this subject which you sometimes think is too gruesome to be true.

Now the work of the group has come to an end but that doesn't mean that the fight against trafficking in human beings is over. On the contrary. We have almost just started, but we are determined to win this fight. The world has shown once that it was able to eradicate slavery. Let us show that we are also able to eradicate this "modern" version of slavery.

Thank you for your attention.

Annex 5

List of experts who have addressed the Working Group

- Ms Eva Biaudet, Minority Ombudsman, Finland, former OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings
- Mr Christer Pursiainen, Senior Advisor, the CBSS Secretariat
- Ms Anna Ekstedt, Senior Advisor, CBSS Task Force against Trafficking in Human Beings, CBSS Secretariat
- Mr Lars Lööf, Head of Children's Unit, CBSS Secretariat
- Mr Patrik Cederlöf, National Co-ordinator against Prostitution/Trafficking, Social Development Department, County Administrative Board of Stockholm
- Ms Astri Aas-Hansen, State Secretary, Ministry of Justice and the Police, Norway
- Mr Jan Austad, Senior Advisor and National Co-ordinator on Trafficking in Human Beings, Ministry of Justice and the Police, Norway
- Mr Harald Böhler, Head of the Oslo Police STOP Group
- Ms Bjørg Norli, the Oslo Pro Centre
- Mr Svend-Erik Nagelgaard, Police Sergeant, Kripes, the Norwegian Police
- Ms Marta Bociek, Project Officer, CBSS Task Force against Trafficking in Human Beings
- Ms Caroline O'Reilly, Head of the Special Action Programme to Combat Forced Labour, ILO
- Ms Veronica Munk, TAMPEP, European Network for HIV/STI Prevention and Health Promotion among Migrant Sex Workers
- Experts from the Co-ordination Office against Trafficking in Women (KOOFA), Hamburg
- Mr Niraj Nathwani, Programme Manager, The European Union Agency for Fundamental Rights (FRA)
- Ms Venla Roth, Senior Officer, The Office of the Ombudsman for Minorities, National Rapporteur on Trafficking in Human Beings, Finland
- Mr Dimitrijs Trofimovs, Director of Sectoral Policy Department, Ministry of the Interior, Latvia
- Mr Arturs Vaišļa, Head of Unit 3 for Fight against Trafficking in Human Beings and Soutenerism, the Organised Crime Combating Board, Main Criminal Police Board, the State Police, Latvia
- Mr Aivars Bergmanis, Prosecutor of Specialized Prosecution Office to Combat Organized Crime and Other Specific Kinds of Crime, Prosecution General Office, Latvia

Ms Lāsma Stabiņa, Senior Desk Officer of Policy Implementation Division, Sectoral Policy Department, the Ministry of the Interior, Latvia

Ms Marianne Gulløv, External Communications Manager, The Body Shop, Denmark

Mr Anthony Jay, Head of Media & Communications, CBSS Secretariat, Task Force against Trafficking in Human Beings

Ms Giedrė Blažytė, Missing persons' families, Lithuania

Ms Ona Gustienė, Missing persons' families, Lithuania



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