

23<sup>RD</sup>

CONFERENCE OF THE  
ALLIANCE AGAINST  
TRAFFICKING IN PERSONS

#cthb23

IT'S ABOUT PEOPLE

# NATIONAL LEADERSHIP

TO END HUMAN TRAFFICKING

18-19 APRIL 2023  
HOFBURG (VIENNA, AUSTRIA)



Organization for Security and  
Co-operation in Europe

**Published by the OSCE Office of the Special Representative  
and Co-ordinator for Combating Trafficking in Human Beings**

Wallnerstrasse 6, 1010 Vienna, Austria  
Tel: + 43 1 51436 6664  
Fax: + 43 1 51436 6299  
Email: info-cthb@osce.org

© 2024 OSCE/Office of the Special Representative  
and Co-ordinator for Combating Trafficking in Human Beings

Design: Tina Feiertag

Photos: OSCE/Ghada Hazim

Copyright: All rights reserved. The contents of this publication may be freely used and copied for educational and other non-commercial purposes, provided that any such reproduction is accompanied by an acknowledgement of the OSCE/Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings as the source.

Cite as: 23rd Conference of the Alliance against Trafficking in Persons  
It's About People: National Leadership to End Human Trafficking

**Disclaimer**

The materials in this publication are for general information purposes only, provided on an “as is” basis, without warranties of any kind, including fitness for any particular purpose. The OSCE, specifically, does not make any warranties with respect to the accuracy or completeness of the information in this publication. The views, findings, interpretations and conclusions expressed herein are those of the author(s) and do not necessarily represent the official position of the OSCE, Missions and/or its participating States. To the extent permitted by law, the OSCE does not accept any liability for any loss, damage, liability or expense incurred or suffered, which may arise as a result of, or in connection with, the use of information contained in this publication. This publication does not address questions of responsibility, legal or otherwise, for acts or omissions on the part of any person. The use of particular designations of countries or territories does not imply any judgement by the publisher, the OSCE, as to the legal status of such countries or territories, of their authorities and institutions or of the delimitation of their boundaries.

**Acknowledgements**

The present publication was developed by the OSCE Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR/CTHB) under the guidance of Andrea Salvoni, Deputy Co-ordinator. This report was prepared by Tarana Baghirova, Programme Officer.

The report is based on the findings of the 23rd Conference of the Alliance against Trafficking in Persons, which took place in Vienna and online on 18-19 April 2023, on the topic of the national leadership to end human trafficking. OSR/THB would like to thank all the survivors, practitioners, experts, representatives and others who participated in the Conference and provided insights that made this report possible.

More information can be found on our website <https://www.osce.org/cthb>

# FOREWORD



Two decades ago, in Maastricht, the OSCE Ministerial Council endorsed the Action Plan on Combating Trafficking in Human Beings. The adoption of the Action Plan was a watershed moment for the fight against trafficking in the OSCE region, and kickstarted the OSCE's work to support its participating States in preventing and prosecuting human trafficking and providing effective protection measures for victims of this heinous crime. Today, combatting human trafficking remains a top priority for the OSCE.

And while much progress has been made by participating States over the past 20 years, much remains to be done. The problem is clear: human trafficking is as embedded in our societies and economies as it has ever been. Its scale is growing, and so is its pervasiveness in our societies.

The elevated risks of exploitation in the OSCE region today means that “being concerned” about trafficking in human beings is far from enough – there is a pressing need and obligation to take decisive action. So, how can States more effectively deter this crime and ensure that every victim is identified and protected?

To answer this, the 23rd Alliance Conference examined much-needed improvements to policies and legislation, as well as to States' anti-trafficking systems and structures. The aim was to ensure a more effective anti-trafficking response commensurate to the growing scale of the crime.

The Alliance Conference is built on years of participating States coming together and agreeing that human trafficking is a common enemy and a common threat in our region. It is my conviction that States can build further alignment on this key priority and demonstrate the national leadership necessary to put this crime to an end through advanced policy solutions, enforcement of laws and pursuing innovative collaborations and partnerships. The parting guidance of the then Special Representative Valiant Richey provides roadmap for how participating States can continue the fight against trafficking in human beings, reflecting both the good work done by the OSCE since the adoption of the Action Plan, as well as a demonstration of breadth of the support the Organization can provide to States.

**Helga Maria Schmid**  
OSCE Secretary General

# INTRODUCTION

The year 2023 marked the 20th Anniversary of the OSCE Action Plan to Combat Trafficking in Human Beings. The Action Plan paved the way for enhanced efforts of OSCE participating States to fight trafficking in human beings.



**“Trafficking in human beings is a matter of human security and States have a duty of care to victims and potential victims of crime. Let us all keep the people in our mind. We must hear their voice, concerns, fears and hopes and put a human face on our documents.”**

*Bujar Osmani, OSCE Chairperson in Office,  
Minister of Foreign Affairs of North Macedonia*

While anti-trafficking work has expanded, trafficking has also evolved and taken on new forms, transiting to online platforms and growing in scale. This has increasingly challenged the ability of States to adjust and respond to this fast-growing crime, and a growing number of victims are paying the price. The Global Estimates of Modern Slavery show an increase in the number of people in trafficking from 36 to 50 million. That is more victims than at any other point in history. Yet, less than 1 percent of victims are ever identified and receive the assistance, care and legal protection they need and are entitled to. The exploitation of these victims generates an amount that is higher than the national economies of 33 out of 57 OSCE participating States, as highlighted by the then Special Representative Valiant Richey in his inaugural speech. There is an

urgent need to scale up investment and action, which requires greater political leadership. Such leadership is instrumental in adopting crucial national legislation, strengthening anti-trafficking systems and structures and allocating resources.

Aiming to showcase positive examples and inspire national leadership, the 23rd OSCE Alliance Against Trafficking in Persons Conference brought together a record number of participants – 855 representatives from national governments, trafficking survivors, front-line responders, lawmakers, political figures, private sector and business leaders. Throughout the conference, participants discussed the ongoing challenges that impede successful anti-trafficking action, examined global numbers and trends, highlighted increasing vulnerabilities and urged improved attention to emerging trafficking trends and exploitation facilitated by technology. The programme provided an opportunity to delve into various promising examples of legislative and policy actions, effective anti-trafficking State systems and structures, and most importantly political will. In this regard, Lady Teresa May called for an “investment of political capital” into anti-trafficking action.

The keynote speakers called for “closing the gap between the commitment and compliance” and “turning resolutions into solutions”. They yet again reiterated the principles enshrined in the OSCE Action Plan calling for stronger prevention, robust protection, effective prosecution and inclusive partnership to end human trafficking.

For the first time, the Conference dedicated a specific “Reflection panel” to survivor speakers, who kickstarted a discussion on effective anti-trafficking actions and highlighted the urgent need for meaningful and diversified inclusion of survivors in all aspects of anti-trafficking work, beyond merely tokenistic roles.

The Conference concluded with a ten-point “Decalogue for action” by the then OSCE Special Representative Valiant Richey, summarizing the discussion and offering action points on anti-trafficking systems, structures, laws and policies that are imperative to fight -and one day end- human trafficking.



The 23rd OSCE Alliance Against Trafficking in Persons Conference, 18/19 April 2023 in Vienna, Austria



**“It was a landmark commitment that has underpinned our ability to co-ordinate the prevention of trafficking and the protection of victims.”**

*Lady Theresa May, Member of Parliament, Former Prime Minister, United Kingdom*



**“Let’s look back in five years, and see change happening to save more victims of slavery and let’s be the ones to set this change in motion today, now.”**

*Jane Lasonder Human Trafficking survivor, author and founder of Red Alert Task Force*



### Global Leadership in Action

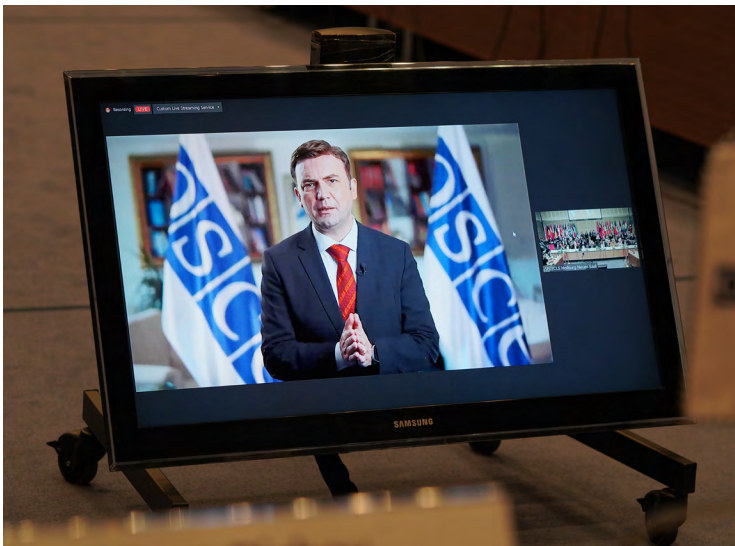
While the conference focused on national leadership, speakers highlighted the urgent need to scale up investment and action on a global level to stop the surge of human trafficking.

The Global Commission on Human Trafficking and Modern Slavery commissioned by Lady Teresa May is a promising initiative to achieve momentum at a political level.

The Global Commission aims to bring about a “step-change” in international efforts to address modern slavery and human trafficking, by providing high-level political leadership, building the evidence and knowledge base, and promoting and facilitating international collaboration. Despite the agreement on eradicating trafficking and modern slavery by 2030, there is a widespread sense that political momentum has been lost. Comprised of influential personalities from politics, civil society, business and academia, the Global Commission will aim to help restore this lost momentum through providing leadership and visibility at the highest ranks of international politics, mobilizing the evidence-base needed to spur political action within and between States, and it will amplify existing international co-operation to maximize their impact.

23<sup>RD</sup>

CONFERENCE OF THE ALLIANCE AGAINST TRAFFIKING IN PERSONS





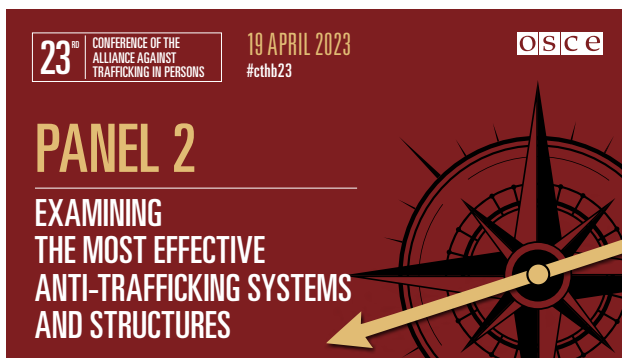
Video clips are available at <https://www.osce.org/event/alliance23>

# THE AGENDA



Opening		High-level opening on anti-trafficking leadership
<b>Formal opening</b>		<b>Valiant Richey</b> , OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings
<b>Welcoming remarks</b>		<b>Helga Maria Schmid</b> , OSCE Secretary General <b>Bujar Osmani</b> , OSCE Chairperson in Office, Minister of Foreign Affairs of North Macedonia (recorded statement)
<b>Keynote addresses</b>		<b>Theresa May</b> , Member of Parliament, Former Prime Minister, United Kingdom <b>Ravshanbek Alimov</b> , Chair of the Committee on International Relations and Foreign Economic Relations, of the Senate, Uzbekistan <b>Pramila Patten</b> , Special Representative of the UN Secretary-General on Sexual Violence in Conflict
Panel 1		The challenge and the nature of the problem
<b>Speaker</b>		<b>Gary Haugen</b> , CEO, International Justice Mission <b>Laila Mickelwait</b> , Founder/CEO, Justice Defense Fund <b>Nick Grono</b> , CEO, Freedom Fund <b>Angela Me</b> , Chief of the Research and Trend Analysis Branch, UNODC <b>Andrea Salvoni</b> , Deputy Co-ordinator, Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human beings
<b>Moderator</b>		<b>Petya Nestorova</b> , Executive Secretary of the Council of Europe Convention on Action against Trafficking in Human Beings Discus
		Reflection on anti-trafficking leadership in the 21st century
<b>Speaker</b>		<b>Sophie Otiende</b> , Chief Executive Officer, Global Fund to End Modern Slavery <b>Jane Lasonder</b> , Human trafficking survivor, International speaker, author and founder of Red Alert Task Force <b>Jordan Masciangelo</b> , Creative Director, MenHealing / Lived Experience Consultant
<b>Moderator</b>		<b>Jane Anderson</b> , Attorney Advisor, AEquitas





## Panel 2 The anti-trafficking architecture: systems and structures

- Speaker** **Venla Roth**, National Anti-Trafficking Co-ordinator, Finland  
**Cindy Dyer**, Ambassador-at-Large to Monitor and Combat Trafficking in Persons, US  
**Ulan Nogoibaev**, Rapporteur on Trafficking in Persons, Deputy Head of the Secretariat of the Council of Migration under the Speaker of the Parliament of the Kyrgyz Republic  
**Conny Rijken**, National Rapporteur on Human Trafficking and Sexual Violence against Children, Netherlands  
**Kateryna Ryabiko**, First Deputy Director of OSCE Office for Democratic Institutions and Human Rights (ODIHR)
- Moderator** **Andrea Salvoni**, Deputy Co-ordinator, Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings

## Panel 3 The anti-trafficking tools: laws and policies

- Speaker** **Ivan Demerdzhiev**, Deputy Prime Minister, Bulgaria  
**María Pilar Llop Cuenca**, Minister of Justice, Spain  
**Madalena Turza**, National anti-trafficking co-ordinator, Romania  
**Anne-Kirsti Karlsen**, Permanent Representative of Norway to the OSCE  
**Maria Kyrmizi Antoniou**, Head of the Cyprus Financial Intelligence Unit  
**Alexandra Karra**, Cybercrime Department, Ministry of Justice of Israel
- Moderator** **Valiant Richey**, OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings

## Closing session

- Speaker** **Valiant Richey**, OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings

# DECALOGUE OF STATE ANTI-TRAFFICKING ACTION

by the then OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings, Valiant Richey

---

- 1 Establishing a high-level National **Anti-Trafficking Co-ordinator** with convening authority, placed centrally in the government structure to ensure co-ordination of the anti-trafficking work across government.
- 2 Setting-up an **Anti-Trafficking Commission or task force** to mobilize key agencies and actors, to strategize anti-trafficking policies. Such a mechanism should structurally include or engage with survivor leaders.
- 3 Adopting **National Action Plans**, as an indispensable strategy tool to plan and design anti-trafficking efforts vis-à-vis a country's needs, trafficking patterns and emerging trends.
- 4 Establishing an **independent National Rapporteur to collect data, identify trends and patterns, and advise** the government on sound and need-based courses of action.
- 5 Reinvigorating robust **protection and prosecution** efforts to provide justice to victims and end impunity.
- 6 Promoting **financial investigations** into human trafficking cases, to break the business cycle of human trafficking by cutting the lifeblood of exploitation – money.
- 7 Addressing the **nexus between technology and trafficking** to stop the growing phenomenon of online exploitation of children and adults.
- 8 Strengthening prevention of labour exploitation in supply chains through **human rights due diligence** for private companies and public buyers.
- 9 Tackling the **demand** that fosters the growing market for sexual exploitation through education and criminal justice measures.
- 10 **Promoting leadership and fostering political will** to adopt these changes, allocate adequate resources and consolidate the anti-trafficking fight as a priority issue, to move us from 'combating' to one day 'ending' human trafficking.



**“Action points on anti-trafficking systems, structures, laws and policies are imperative to fight – and one day end – human trafficking.”**

*Valiant Richey,  
the then OSCE Special Representative and Co-ordinator  
for Combating Trafficking in Human Beings*

# LOOKING BACK



**2019 Alliance against Trafficking in Persons**  
416 participants  
156,000 impressions



**2022 Alliance against Trafficking in Persons**  
881 participants  
155,000 impressions



**2020 Alliance against Trafficking in Persons**  
737 participants  
281,000 impressions



**2023 Alliance against Trafficking in Persons**  
855 participants  
329,000 impressions



**2021 Alliance against Trafficking in Persons**  
767 participants  
424,000 impressions

## SECTION 1

# THE CHALLENGE AND THE NATURE OF THE PROBLEM

Despite two decades of intensive work and increasing investment, trafficking in human beings continues to grow, both in numbers of victims and in profits, while global data shows a significant decline in criminal justice responses. As highlighted by Pramila Patten (Special Representative of the UN Secretary-General on Sexual Violence in Conflict), prevention measures are limited and often ineffective, while impunity prevails.

The conference examined the key factors that impede effective anti-trafficking response and elaborated on several persistent and emerging challenges:

1. **Decrease in victim identification against the growing scale of trafficking**
2. **Increase in conflict and climate change driven vulnerabilities**
3. **Declining criminal justice response and lax enforcement of laws**
4. **Lack of response to technology facilitated trafficking**

## 1. Decrease in victim identification against the growing scale of trafficking

Understanding the growing scale and changing nature of human trafficking is important for developing more effective actions. Better data gathering allowed States to better assess the scale and the nature of the problem, but also enabled a better understanding of whether the increase in human trafficking prevalence is due to the increasing scale of the crime, or is merely a result of better measurements. **Nick Grono** (Freedom Fund) argued that global data shaped a better understanding of the profitability of human trafficking. A significant investment in prevalence studies contributed to inform a better assessment on the changing nature of the crime and on the impact of anti-trafficking work.

The global figures presented by **Angela Me** (UNODC) showed that for the first time, after years of increase, during the COVID-19 pandemic the global victim identification rate declined by 11%, with an even larger decrease (-24%) of identified victims of sex trafficking. Such a decrease is thought to be the consequence of various factors, including the reduced capacity of states in detecting trafficking victims due to the increased digitalization of the crime. The decline is also considered to be a reflection of the transition of sexual exploitation to more concealed locations during the COVID-19 pandemic, making detection challenging. Speaking about the data estimates, Angela Me noted the insufficiency of data due to the scarcity of prevalence studies, data privacy restrictions and challenges in inter-agency data exchange.

According to the 2022 UNODC Global Report on Trafficking in Persons, while the majority of victims have been female since 2004, this pattern has shifted in 2022 with an increasing number of male victims identified globally. With regards to forms of exploitation, the new data shows an increase of trafficking for the purpose of forced labour and the combination of forced labour and sex trafficking, as well as a 10 percent increase in exploitation in criminal activities.

This data confirms the findings of the OSCE 2021 survey results presented by **Andrea Salvoni** (OSCE). The survey results evinced new and persistent challenges, with a sharp increase in exploitation in criminal activities and trafficking of human beings for forced begging. Increasing global digitalization had an impact on the modus operandi of traffickers, enabling their skilful use of the internet to increase technology facilitated trafficking – for example, for the production of pornography, live cams and live remote sexual abuse. Against this backdrop, the anti-trafficking response remains reactive, with around 31 OSCE participating States acknowledging barriers for victims to come forward and having law enforcement agencies as sole formal victim identifiers.

These worrisome findings point to the need for States to bolster victim outreach and identification, as more than 40 percent of victims self-identified themselves rather than being identified by State authorities or civil society organizations. Trafficking victims carry not only the burden of exploitation, but also the task to rescue themselves amid weak State anti-trafficking responses.



*Nick Grono, Freedom Fund*



*Angela Me, UNODC*



*Andrea Salvoni, OSCE*

## 2. Increase in conflict and climate change driven vulnerabilities

While human trafficking occurs in every country in the world, it takes on particularly abhorrent dimensions during and after conflicts, as stated by **Pramila Patten** (Special Representative of the United Nations' Secretary-General on Sexual Violence in Conflict) in her keynote address. The war against Ukraine resulted in an unprecedented refugee crisis, and it has increased vulnerability to trafficking both inside and outside of Ukraine. Many OSCE participating States, regional and international organizations have taken robust initial measures to support refugees and the European Union's Temporary Protection Directive was instrumental in reducing their vulnerability to trafficking, as compared to the refugee flow of 2014. Nevertheless, the large number of women and children on the move seeking refuge from the conflict continues to be a high risk factor. Pramila Patten recalled earlier migration crises when criminal groups and individuals took advantage of large flows of people to exploit the most vulnerable in transit and destination countries. These vulnerabilities are further exacerbated by the lack of oversight of accommodation offers and the multiplicity of actors volunteering to provide services, with little or no training or experience in supporting victims of trafficking or persons at risk of trafficking. Patten also highlighted the role of humanitarian actors and called for an integrated and holistic response - a concerted,

cross-border response by humanitarian partners, law enforcement agencies, border forces, immigration officials and political leaders to prevent trafficking in all conflicts.

UNODC data also showed a direct correlation over time (particularly visible looking at 2014-2016) between the number of asylum seekers and the number of identified trafficking victims from Ukraine, underscoring the need to strengthen prevention efforts.

Ms Patten also highlighted the robust normative framework regarding the link between sexual violence in conflicts and trafficking for sexual exploitation, which were stapled with the adoption of United Nations Security Council Resolution 2331 (2016) that called for decisive and immediate action and recognition of the extreme trauma experienced by trafficking victims.

The growing link between conflicts, climate change and human trafficking led to legal changes in the criminal code in Spain. As outlined by María Pilar Llop Cuenca, former Minister of Justice of Spain, amendment to the code were made in order to recognize the aggravating factor of increased vulnerability due to armed conflicts and natural disasters.



**“Scarcity of data should in no way be taken to indicate a lack of criminal activity, especially for human trafficking, which often deprives its victims of voice and agency and reduces capacity for detection.”**

*Pramila Patten, Special Representative  
of the United Nations' Secretary-General  
on Sexual Violence in Conflict*

## Relationship between Ukrainian asylum applications and detection of Ukrainian trafficking victims, in Western and Central Europe, 2009-2021



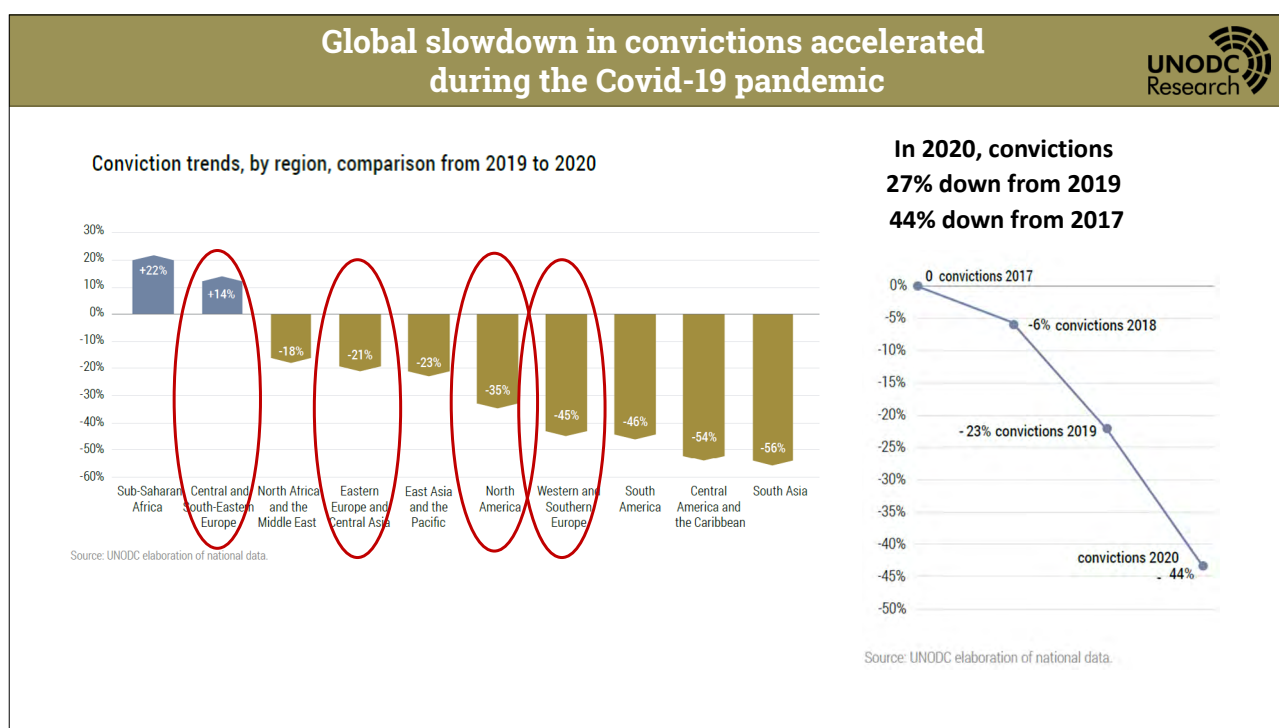
### 3. Declining criminal justice response and lax enforcement of laws

“There is no trafficking without the trafficker”, as stated by **Gary Haugen**, CEO of the International Justice Mission (IJM). IJM data suggests that 70-85 percent of trafficking is committed by opportunistic, highly deterrable offenders. It further concludes that trafficking is a crime that tends to dissipate as soon as traffickers run into a credible risk of being prosecuted and convicted. Hence, “human trafficking is uniquely sensitive to the power of deterrence” and the crucial factor here is to enforce the law against perpetrators to create that deterrence.

However, the United Nations’ Global data shows a striking rate of decline in criminal justice responses to human trafficking. As a way of example, in 2020 the conviction rate fell by 27% since 2019 and in 2019 this rate showed a 44% decrease compared to 2017. While in some parts of the OSCE region, such as in Central and South Eastern Europe, the criminal justice response increased (14%), Western European States saw a dynamic of declining rate of criminal justice response (45%). Domestic trafficking is on the rise too, which calls for more concerted efforts by national authorities and for de-linking anti-trafficking work from migration-related issues.

One of the ways to remedy the situation is to improve our collective understanding of the typologies and modus operandi of traffickers. UNODC examined two types of organized crime syndicates prevalent in human trafficking: ‘governance type’ and ‘business types’ of organized crime. Recalling the need to deter human trafficking, the data showed that while business types of organized crime are more affected by deterrence, more robust action beyond conviction is needed to tackle this type of trafficking network – for example, by strengthening confiscation of assets. Delving into the gender dimension of trafficking, new data shows that while the larger share of traffickers remain men, there is an increase in the number of female perpetrators involved in trafficking.

These challenges and possible solutions were also the subject of the discussions of the 20th Alliance Conference that was dedicated to enhancing prosecution of trafficking and impunity.<sup>1</sup> The participants recalled the recommendations elaborated and voiced during that conference, which called for successfully enforcing criminal law provisions to prosecute traffickers across the trafficking chain, enhancing the use of financial investigations, joint investigative teams and digital technologies, establishing specialized units and upskilling criminal justice practitioners and the judiciary.



1. Ending Impunity Delivering Justice through Prosecuting Trafficking in Human Beings, OSCE



## 4. Lack of response to technology facilitated trafficking

The misuse of technology has become central to the business model of human traffickers and is present at each stage of the crime from grooming and recruitment, to control and coercion, to exploitation.<sup>2</sup> Yet, the primary policy response of governments to this challenge has been to allow the technology industry to self-regulate and voluntarily enact safety measures. This approach has visibly failed and the problem has grown significantly. As noted by Lady Teresa May, “today 75 percent of sex trafficking victims are advertised on the Internet. Yet, for all the progress we have made, only 14 OSCE participating States have imposed reporting requirements on tech companies”.

In her intervention, **Laila Mickelwait** (Justice Defence Fund) described how the campaign led by her organization gathered 200 million victim stories, and 3.5 million signatures from people from 192 countries to shut down and hold the executives of “Porn Hub” accountable for enabling sexual exploitation and abuse of adults and children on their platform. As the world’s largest platform for user generated content of sexual acts, “Porn Hub” and its partner websites failed to verify the age and consent of adults and children who have been missing for years and were sexually exploited. The campaign has resulted in thousands of media articles, of which the most prominent became the article “Children of Porn Hub”, published by The New York Times, that highlighted the stories of children who were trafficked and exploited through the website. This activism resulted in the “biggest takedown of content in internet history” and the cessation of the business relationships of Visa and Mastercard with the website, as well as adoption of a global policy by these payment institutions that bans the use of its services in similar platforms which do not guarantee age and consent verification.

However, the platform continues to operate. The conference highlighted the urgent need to enact and impose corporate liability for companies which facilitate human trafficking and benefit from exploitation. The panellists called on States and legislators to ensure that the risks for private companies are commensurate with their operation and target their profits.

The weight of opinions and expertise voiced during the discussions concluded that governments, at all levels, should do more on several key areas: identifying trafficking victims of all forms of trafficking, avoiding inappropriately penalizing victims for acts they committed as a direct result of being trafficked, going after every trafficking perpetrator, and stopping the demand fostering sexual and labour exploitation. A persistent concern remains in the lax application of the non-punishment principle, which participants noted can be difficult to implement when victims are not identified as victims, because the means used to coerce their compliance are invisible, while the evidence of their unlawful acts can be more immediately apparent. Government anti-trafficking systems and programs should advance equity and decrease vulnerability to human trafficking of marginalized communities.

2. In Brief – Policy responses to technology-facilitated trafficking in human beings: Analysis of current approaches and considerations for moving forward, OSCE

## SECTION 2

# ANTI-TRAFFICKING LEADERSHIP THROUGH THE EYES OF SURVIVORS

Survivors' rise as a powerful stakeholder in the global fight to curb human trafficking is increasingly gaining momentum. Including survivors and persons with lived experiences of trafficking in States' anti-trafficking efforts gave new impulse to both survivor leaders themselves and to governments' anti-trafficking action. Survivors now actively and systematically engage in anti-trafficking policy development, as well as in putting those policies into actions. Nevertheless, survivor inclusion and leadership remain nascent, with only a handful of countries acknowledging its value and benefiting from their expertise. A primary concern is linked to the unpreparedness of anti-trafficking systems to include survivors. **Sophie Otiende** (Global Fund to End Modern Slavery) called for "bridging anti-trafficking systems and survivors" to ensure their meaningful participation. A gender-sensitive inclusion in survivor leadership is still lagging behind which, as explained by **Jordan Masciangelo** (MenHealing), makes it exceptionally hard for male survivors to come forward and report their abuse.

Throughout the panel discussion, survivors emphasized that 'survivor' is not an identity or a monolithic concept, as different survivors have different values. **Sophie Otiende and Jane Lasonder** urged the health and social welfare systems to recognize the needs for survivor inclusion so as to bridge the first responders and victim assistance schemes with the actual needs and interests of survivors.

**Jordan Masciangelo** called for a closer look at survivor inclusion and to better understanding of the concept of masculinity and its impact on boys and men survivors. Strong leadership is needed to address these deeply rooted concepts and their impact on male survivors, particularly the trauma it inflicts.

Reflecting on the lack of trauma-informed care and experience of first responders, **Jane Lasonder** (Red Alert Task Force) called for setting up national councils of survivors, which would help with the elaboration of victim identification and assistance systems, as well as training of first responders such as social and health-care professionals.

One of the positive examples of survivor engagement is the United States' Advisory Council on Human Trafficking. The Council comprises survivor leaders who advise and make recommendations on federal anti-trafficking policies. The Council also issues annual public reports, assessing federal government anti-trafficking efforts with concrete recommendations for improvement and focusing on topics that draw from Council Members' personal and professional experiences, including understanding the root causes of human trafficking, child exploitation, and demand reduction.

In 2021, the U.S. Congress passed legislation that gave the Department of State an authority to compensate Council Members for their work, and in 2022 additional legislation came into force that made the Council a permanent body.



### Five key recommendations from survivor leaders to Governments

- ✓ Establish national survivor councils to provide expert advice to anti-trafficking structures, elaborate procedures on effective victim identification and assistance and develop and conduct training to that end;
- ✓ Establish mandatory training on trauma-informed approaches for first responders;
- ✓ Hire survivors to lead care systems and to utilise their knowledge and expertise;
- ✓ Fund grass-roots survivor organizations;
- ✓ Ensure meaningful and diversified inclusion and representation of survivors of human trafficking, including male survivors.



From left to right:  
Sophie Otiende, Global Fund to End Modern Slavery  
Jordan Masciangelo, MenHealing  
Jane Lasonder, Red Alert Task Force

## SECTION 3

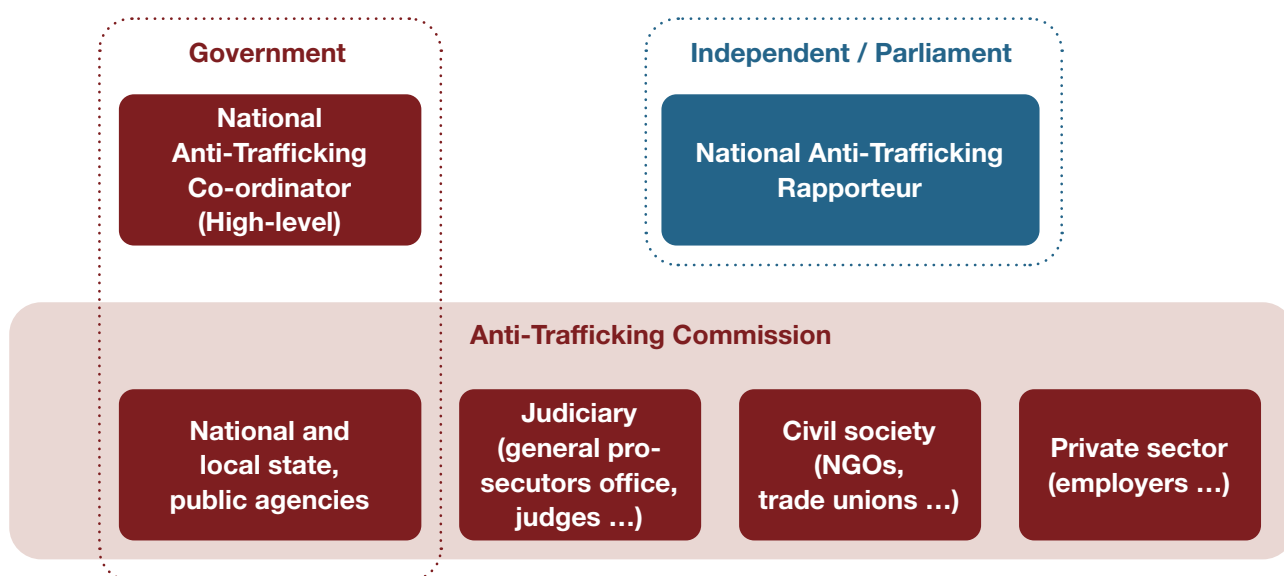
# SYSTEMS AND STRUCTURES

In numerous OSCE commitments, participating States recognized “the primary responsibility of States in combating human trafficking based on an integrated and co-ordinated approach”. These commitments referred among others, to the need to have “national strategies in order to unite efforts directed towards combating trafficking in human beings and to enhance co-ordination among national, international and regional organizations in this field. This need could be met through measures such as appointing inter-ministerial bodies and national co-ordinators or, as appropriate, other relevant bodies or mechanisms.”<sup>3</sup> These provisions were reiterated in the OSCE Action Plan to Combat Trafficking in Human Beings, and its 2005 and 2013 Addenda.<sup>4</sup>

Later on, OSCE commitments also included provisions recommending States “to consider appointing National Rapporteurs or other mechanisms for monitoring the anti-trafficking activities of State institutions and the implementation of national legislation requirements,” thus outlining three main pillars of the anti-trafficking architecture, which should elevate action at a national level.

These three pillars – National Anti-Trafficking Co-ordinator, Anti-Trafficking Commission or Task Force and National Rapporteur – are designed to bring complementarity and ensure that national anti-trafficking institutional frameworks are comprehensive, inclusive, transparent and efficient. While the practices in implementing this architecture vary, several OSCE participating States have set up effective anti-trafficking models and elements of this architecture.<sup>4</sup> Panel 2 therefore focused on presenting some of these promising examples of strong, multi-agency approaches and inclusive partnerships to achieve a ‘whole of government’ and ‘whole of society’ approach to the anti-trafficking response. The panel also called for robust investment, monitoring and data-collection by highlighting principles of transparency, inclusiveness and data informed actions.

### The pillars of an effective anti-trafficking architecture\*



\*as developed by Tetiana Rudenko, Senior Co-ordination, OSR/CTHB

3. Declaration on Trafficking in Human Beings adopted in Porto, 2002

4. MC.DEC/2/03 (2 December 2003), PC.DEC/557 (24 July 2003) and PC.DEC/557/Rev.1 (7 July 2005)

## High-level National Anti-Trafficking Co-ordinator

The starting point for building an effective State anti-trafficking architecture is the appointment of a National Anti-trafficking Co-ordinator, a body who would be responsible for organising the different “instruments” of the anti-trafficking “orchestra”. National Co-ordinators provide leadership and co-ordinate anti-trafficking efforts and activities, foster collaboration within government in achieving the States’ anti-trafficking objectives domestically, and represent them internationally. While the composition and structure of the National Co-ordinator position may differ, a fundamental purpose of the mechanism is to mobilize and organize collective efforts of a country to deliver impactful and effective anti-trafficking results. One of the most promising examples of national co-ordination has been established by Finland. Venla Roth (Finnish National Co-ordinator) highlighted the importance of her position in the Finish model for advancing the development and implementation of a national agenda against human trafficking. Its effectiveness and impact is particularly evident in advancing the development and implementation of policy documents, such as anti-trafficking strategies and National Action Plans, and creating a victim assistance and protection scheme that is independent from criminal proceedings.

Slide excerpt by Madalina Turza, Romania’s (then) National Anti-Trafficking Co-ordinator

The theory of change led by Romania’s (then) National Anti-Trafficking Co-ordinator Madalina Turza showcased effective leadership in action, resulting in the adoption of several policy and strategy documents, including one dedicated to responding to risks of human trafficking for displaced persons from Ukraine. Romania’s example highlighted yet again the pivotal role of the National Co-ordinator to set the government’s agenda and push forward actions.

To achieve a substantive role for the National Co-ordinator function, the conference looked into two specific features of the post:

### High-level role

Since the core purpose of the role of the National Co-ordinator is to co-ordinate the work of a wide range of government agencies and institutions, appointing a prominent personality in a high-level role in governmental structures is pivotal. Placing the function centrally in the government structure will enable effective co-ordination across the government and ensure that the fight against human trafficking remains high on the political agenda.

### Convening power

A common theme throughout the discussion was the recognition of the need for the National Co-ordinator to convene and mobilize cross-sector and cross-agency efforts to combat human trafficking. The existing practice across the OSCE region demonstrates that National Anti-trafficking Co-ordinators with stronger convening authority have far more impact.

### Process Behind the Scene

- 7 pieces of legislation have been elaborated and passed to reshape the system and implement the new vision
- 31 inter-institutional working groups organized
- 19 strategic meetings with the entire spectrum of stakeholders: public, central, local, private, civil society, international organizations
- Countless hours of negotiation, facilitation, policy design, law drafting

### Timetable of legislative changes in the fight against TP

#### September 2021

GEO 105 for the approval and implementation of the National Child Support Program, „Caring for Children“ dedicated measures with impact in preventing and combating child trafficking.

#### January 2022

GD 104 on the organization and functioning of the Department for Community Social Responsibility and Vulnerable Groups, as well as for the establishment of the TIP Monitoring Committee.

#### June 2022

Geo 100 on the approval and implementation of the National Plan of Measures on the Protection and Inclusion of Displaced Persons from Ukraine.

#### July 2022

LAW 230 on amending Law no. 318/2015 on the establishment, organization and operation of the National Agency for Assets Recovery: Emergency Fund for TIP Victims, Grants’ Program for NGOs.

#### September 2022

PM Decision 461 on the establishment of the Working Group on the Prevention of Sexual Exploitation. Abuse and Risk Associated with Trafficking in Persons for displaced persons from Ukraine.

#### January 2023

GD 84 National Identification and Referral Mechanism for Victims of Trafficking in Persons.

#### January 2023

PM Decision 22 on the establishment and functioning of the National Interministerial Committee for the strategic co-ordination of the fight against trafficking in persons.

## Anti-Trafficking Commission or Task Force

The second pillar in the anti-trafficking architecture is the crucial mechanism of an anti-trafficking Commission or Task Force. This would gather all key agencies and actors around the same table to elaborate key strategies and policies to prevent trafficking, to punish perpetrators and protect victims. While the composition of the Commission/Task Forces are somewhat similar across the OSCE region, engaging with the expertise of NGOs and survivors is still a largely untapped resource in many States' anti-trafficking work, particularly when considering or developing strategies and policies.

Several OSCE participating States have introduced comprehensive and multidisciplinary approaches to national coordination of the fight against human trafficking, engaging with a wide range of government agencies such as labour, commerce, education, culture, migration, criminal justice, health, social services and finance to ensure all aspects of the fight against human trafficking are effectively addressed. As stressed by **Ambassador Cindy Dyer** (U.S. Ambassador-at-Large to Monitor and Combat Trafficking in Persons), setting up national and local-level coordinating bodies that meet consistently and commit to transparency in integrating diverse perspectives, including the expertise and recommendations of survivors, is a cornerstone for effective co-ordination of anti-trafficking actions. In the United States, this approach is pursued through the President's Interagency Task Force on human trafficking, the Senior Policy Operating Group and thematic standing committees and working groups. The efforts to translate the national vision into local policies and measures, including by establishing over 50 Task Forces across the country, is an important example of the "from policy to practice" approach.

Finally, Bulgaria's inter-agency National Commission for Combating Trafficking in Human Beings is another promising example of high-level anti-trafficking gathering, this time under the auspices of the Prime Minister.



*Cindy Dyer*  
*U.S. Ambassador-at-Large to*  
*Monitor and Combat Trafficking in Persons*

## National Rapporteur

The OSCE Action Plan to Combat Trafficking in Human Beings and its 2005 and 2013 Addenda encourage OSCE participating States "to consider appointing National Rapporteurs or other mechanisms for monitoring the anti-trafficking activities of State institutions and the implementation of national legislation requirements".

While many States have both a national multi-agency commission or task force and a National Co-ordinator, the appointment of an independent National Rapporteur (NAR) is much less common. The role and functions of the National Rapporteurs also differ across OSCE participating States, making regional approaches inconsistent and co-operation challenging.

The conference delved into the strengths and challenges of the National Rapporteur institution and discussed the following key principles that should guide the work of the National Rapporteurs:

### Independent mandate

Best international practice is for a State to subject its anti-trafficking efforts to regular independent review. This is important to ensure that efforts remain relevant, effective and serve the principles of international law to identify and protect trafficking victims, bring perpetrators to justice, and that measures are in place to prevent the crime. The independent nature of the role is central to the efficacy of the body, as the primary task of the National Rapporteur is to enhance national anti-trafficking efforts by monitoring and evaluating policy and actions at all levels, as well as presenting an independent assessment and opinion on challenging issues for the consideration of both legislative and executive branches.

To mitigate the risks of de-prioritization of anti-trafficking work as government coalitions alternate in power, a clear legal basis for appointing a National Rapporteur is crucial to ensure its independence.

Supported by 18 experts, Conny Rijken, the Dutch National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children serves as an exemplary practice in the OSCE region. Its independence is anchored in a dedicated law, which established the position of National Rapporteur. The Rapporteur's office conducts research into the changing nature and scope of human trafficking and sexual violence against children and the impact of policies, advises the government on the prevention of and approach to addressing

human trafficking and sexual violence against children, and releases periodic reports to the government. The uniqueness of the institution is its legal basis, whereby the Ministry of Justice must guarantee the conditions for the NAR to execute its mandate and to set its own agenda.

### Access to data

Reliable access to data is key for NARs to execute their mandate. Access to data and the authority to request and obtain comprehensive information, including on individual cases (consistent with privacy, confidentiality and data protection measures) from the government, civil society, criminal justice agencies and judiciary is a pre-requisite while establishing the institution.

### Resources

A guaranteed budget is necessary for the NAR to function. An equally important factor is ensuring the NAR is appropriately staffed with relevant human resources to allow for wide expertise while monitoring and assessing the country's action, and while conducting qualitative and quantitative research and studies to inform and advise on the country's policies and actions.

### Follow-up

The recommendations and analysis provided in the National Rapporteur's reports and opinions can be insightful tools for Governments to analyse the impact of their policies and legislation, and revise and adapt initiatives. They are also instrumental for bridging national and local level approaches, as well as raising awareness of the problem amongst decision and law-makers, and the general public.

Reports by the National Rapporteur to Parliament, as in Kyrgyzstan, is one of the newest positive practices emerging in the OSCE region.

In September 2022, Kyrgyzstan established its first National Rapporteur institution under the Migration Council of the Parliament of Kyrgyz Republic. This establishment marks a turning point in the anti-trafficking efforts of the country by introducing a mechanism for objective and independent monitoring and assessment of the effectiveness of the planned and implemented measures. The institution also advances the country's data collection, reporting and exchange of information on the national anti-trafficking situation.

## Dutch Rapporteur's four-year research priorities

- ✓ Unconditional support including access to unconditional residency permits for victims
- ✓ Overlap between victims and perpetrators and understanding of victim and victim vulnerabilities
- ✓ Vulnerable groups – minors, undocumented persons, and persons with disabilities
- ✓ Experience of people on the move and the impact of migration on human trafficking, with a focus on the disappearance of minors from reception facilities and trafficking recruitment in asylum centres.
- ✓ Research on trafficking offenders – how people become offenders, trajectories of perpetrators of THB and child sexual abuse and exploitation
- ✓ Detection and identification of victims



Conny Rijken  
Dutch National Rapporteur  
on Trafficking in Human Beings and  
Sexual Violence against Children

# TURNING POLICIES INTO ACTION

## National Action Plan

A key and indispensable policy and strategy tool in anti-trafficking systems is a National Action Plan (NAP). NAPs ensure States' anti-trafficking action is strategic, comprehensive and duly funded. It allows countries to be strategic and detailed in their planning, and to design efforts in line with the country's specific needs, trafficking patterns and emerging trends.

**Venla Roth** (Finland's NAC) described how in Finland, the development of the action plan involved conducting high-quality research for years, which provided concrete tools for defining the necessary measures against human trafficking. Finland's Government Programme and Action Plan contain a large number of ambitious measures with allocated resources and funding. In the long-term, the NAP aims to support cooperation between authorities and to encourage the construction of cross-sectoral networks based on functional models, cooperation agreements and structures, beyond merely good personal relationships.

Strategically-built NAPs reflect the vision of governments and takes into account the expertise, experiences and views of a diverse range of stakeholders, including survivors of human trafficking.

In Kyrgyzstan, the development of the NAP was entrusted to the Ministry of Labour, Social Protection and Migration, which also serves as country's National



Venla Roth, Finland's NAC

Anti-Trafficking Co-Ordinator. The NAP envisages several key tasks that focus on: advancing the country's normative and legal basis to fight human trafficking; preventing human trafficking and forced labour; enhancing efforts to prosecute traffickers; and boosting protection and assistance schemes, through the integration of social assistance for trafficking victims onto guaranteed social support for vulnerable categories of the population. Finally, the Government also strives to further advance its anti-trafficking efforts by developing partnerships and increasing international co-operation.

The discussion during the conference highlighted a key gap in the design and implementation of anti-trafficking efforts: funding of NAPs. Too often, funding for tasks envisaged in the NAPs is heavily reliant on whether or not combating trafficking is prioritized in the budgets of the separate agencies mandated to conduct activities, but also on international donors rather than a dedicated funding line from the State budget.

Examples of concrete measures and results

- 1 Victims' right to specialised services no longer dependent on the criminal proceedings
- 2 Strengthened mandate and increased resources of labour inspectorate
- 3 Detection of trafficking cases improved by new residence permit
- 4 Identification of trafficking improved by systematic capacity building
- 5 New structures for cooperation, involvement of new partners in anti-trafficking work

MINISTRY OF JUSTICE — FINLAND

Slide of Finland's National Action Plan presented by Venla Roth, National Anti-Trafficking Co-ordinator, Finland



## National Referral Mechanism

Another key component of an effective anti-trafficking system is a well-functioning mechanism for victim identification and their referral for assistance. As outlined in a recent OSCE paper on identification and assistance<sup>5</sup>, identifying an adult or child as a victim of trafficking is the first stage of protecting them. Therefore, the primary purpose of identification should be to trigger a State's obligation to provide protection and all forms of assistance. Despite this largely acknowledged principle, a vast majority of States' practice of identification has been focussed on gathering evidence from potential witnesses or victims of crime for criminal justice processes, or collecting data on the number of trafficked persons. Thus, currently in the majority of OSCE participating States, the granting of victim status to trafficked individuals rests with the criminal justice system rather than with service providers.

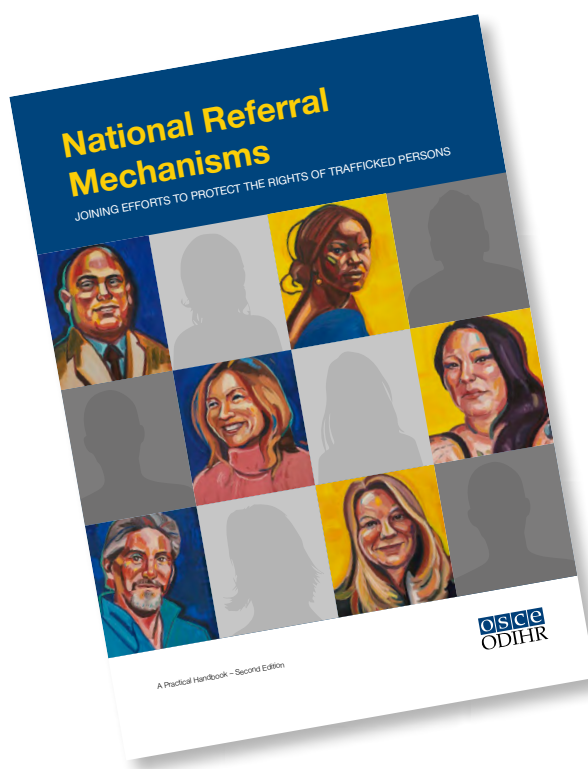
Hence, a crucial part of anti-trafficking architecture is a National Referral Mechanism (NRM), a national framework for co-ordination of and partnership among various anti-trafficking actors such as government agencies, civil society organizations and the private sector to

protect and promote human rights of victims of trafficking. The OSCE has been a long-standing advocate for institutionalizing the protection and assistance to trafficking victims through the establishment of NRMs. As presented by **Kateryna Ryabiko** (former First Deputy Director of OSCE/ODIHR), the NRM Handbook produced by the OSCE/ODIHR provides a guidance model that States can adapt and apply within their own national systems to ensure that their victim identification and support scheme is multi-disciplinary, victim-centred, human-rights based, gender sensitive, trauma informed and age appropriate.



*Kateryna Ryabiko,  
former First Deputy Director  
of OSCE/ODIHR*

Handbook „National Referral Mechanisms“ presented by Kateryna Ryabiko, former First Deputy Director of OSCE/ODIHR



5. Putting victims first: The 'social path' to identification and assistance, OSCE

## SECTION 4

# LAWS AND POLICIES

Along with the development of critical anti-trafficking architecture, the past two decades also saw the adoption of crucial laws and policies targeting trafficking. This includes both comprehensive anti-trafficking legislation, as well as laws dedicated to a specific form of exploitation. “Having a position statement or policy is one thing, but enforceable legislation quite another”, stated by Lady Teresa May in her key-note address.

The conference discussion centered around showcasing leading examples of innovative laws and policies adopted by the OSCE participating States beyond criminalizing human trafficking, expanding the notion to a ‘whole-of-society’ approach to fighting human trafficking. Several ‘new’ policy areas were discussed, including the prevention of labour exploitation in supply chains, leveraging financial intelligence to identify and investigate human trafficking in financial flows, and laws targeting online exploitation.

Several innovative policy or legislative initiatives were presented:

### 1. ‘Social path’ to identification and assistance of trafficking victims

Trafficked people are often reluctant to co-operate with the criminal justice system. They are often afraid to provide information to law enforcement officials and require long-term assistance to regain their agency before being able to testify in court. This reality creates the need to separate assistance to victims from their participation in criminal justice proceedings. A remedial action to this challenge is to abandon the concept of “coercing” victims into co-operating by making access to services contingent on such co-operation. Instead, the focus should be on ensuring identification and assistance are independent of victims’ willingness to

participate in criminal proceedings.<sup>6</sup> Against this backdrop, there are emerging practices in several OSCE participating States, such as Greece, Italy, Serbia and Ukraine, where procedures of formal identification of trafficking victims can be carried out outside of the criminal justice system. Often referred to as the “social path”<sup>7</sup> to identification and assistance, this procedure grants a formal victim status, and is managed by State social protection agencies or accredited anti-trafficking NGOs rather than criminal justice actors. It offers an avenue for comprehensive and long-term assistance and, in the case of foreign victims, also ensures temporary residence and access to the labour market.

The conference affirmed the need for the urgent application of this approach across the OSCE region, including during a dedicated joint OSCE/Council of Europe side event that saw the launch of a topical OSCE publication<sup>8</sup>. Identifying trafficking victims through the “social path” offers distinct advantages in ensuring effective and comprehensive implementation of a victim-centred approach, such as:

- ✓ ensuring identification as a pathway to mid- and long-term assistance irrespective of victims’ participation in criminal proceedings;
- ✓ providing protection without exposing trafficking victims to risks of retaliation;
- ✓ lowering of the evidentiary threshold from that required to prove a crime versus the information needed to initiate protection and assistance;
- ✓ continued support of victims upon return to their country of origin or habitual residence;
- ✓ assigning responsibility for conclusive identification with the State social protection system, thereby building the trust of victims and thus leading to more identifications;
- ✓ creating conditions for more prosecutions.

6. As stipulated in the Council of Europe Convention against Trafficking in Human Beings and the 2013 Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings.

7. The term ‘social path’ was originally introduced in Italy’s 1998 Immigration Law (Law No. 286/98).

8. OSCE, Putting Victims First: The ‘Social Path’ to Identification and Assistance. Available at: <https://www.osce.org/cthb/538452>

## 2. Prevention of labour exploitation in supply chains

More and more laws and policies are being adopted which mandate private companies and public buyers to conduct due diligence in their supply chains and establish protective measures. “This is the future of the fight against forced labour” as stated by Valiant Richey. “The scale of the problem is such that we are not going to prosecute our way out of this problem; we need to couple prosecution efforts with strategic approaches that look at and leverage market-size forces – our purchases, our demand.” Challenges related to combating forced labour in supply chains include the scale, complexity, and opaqueness of global supply chains that often obscure responsibility and prevent accountability, and the resources needed to manage the risk of human trafficking in public and private procurement.

The Norwegian Transparency Act, as presented by Ambassador **Anne-Kristi Karlsen**, aimed precisely to address those challenges. The Transparency Act emphasized the principles of proportionality and a risk-based approach. Today, approximately nine thousand enterprises are covered by the scope of the Act. It applies to larger enterprises that are resident in Norway and that offer goods and services in or outside of the country. It also applies to larger foreign enterprises that offer goods and services in Norway, and that are liable to taxation in Norway.

### Norwegian Transparency Act

- ✓ Describes the duty of enterprises to carry out due diligence concerning fundamental human rights and decent working conditions.
- ✓ Obligates the enterprises to publish due diligence assessments.
- ✓ Imposes a duty on enterprise to reply to information requests from the public.
- ✓ Mandates the Norwegian Consumer Authority to provide enterprises with guidance and supervision.



*Anne-Kristi Karlsen, Ambassador Norway*

### 3. One way to help in scaling up States' identification and prosecution efforts is through engaging the financial sector in the use of financial investigations.

Financial investigations can be used as evidence to trace the trafficking chain, and to seize illegal profits, which can then be used for compensating trafficking victims. Moreover, recalling that trafficking in human beings is at its core a financially motivated crime, financial investigations are an effective tactic to break the business cycle of human trafficking by cutting the lifeblood of exploitation – money. During the conference Maria Kyrmizi, Head of Cyprus Financial Intelligence Unit (MOKAS) presented the outcomes of the joint OSCE/MOKAS financial investigations project – a strategic analysis report which is the first operational alert issued by MOKAS on human trafficking in January 2023. The project was the first pilot following the OSCE's 2019 paper<sup>9</sup> that called on States to 'follow the money' to identify both trafficking victims and perpetrators.

The strategic analysis report of Cyprus "Financial Intelligence information for Combating trafficking in human beings" provides an enhanced understanding of the money laundering threats connected with trafficking in human beings, by raising awareness and alerting the obliged entities to recognize and identify possible indicators for trafficking in human beings and increase the number and quality of suspicious transaction reports (STRs) submitted to the FIU.

Financial analysis has already led to the identification of suspected instances of trafficking of women for the purpose of sham marriages. The case has been already forwarded to the Cyprus Police for criminal in-

vestigation. Recently, the FIU in co-operation with the Cyprus Police obtained a court freezing order against a suspect whereby illegal assets, proceeds of THB and sham marriages, have been frozen in a criminal case currently investigated by the Cyprus Police.

#### Guidance to Reporting Entities

- ✓ Trafficking in Human Beings report indicator
- ✓ Timely submission of STRs/SARs to the FIU
- ✓ Inclusion of key words in the narrative
- ✓ Education and training

#### FIU actions

- ✓ **Prioritization & Dissemination**  
Priority is given to the analysis of trafficking in human beings cases
- ✓ **Strengthening Cooperation**  
Exchange of information with relevant public and private sector stakeholders and global partners including counterpart FIUs
- ✓ **Education And Training**  
Improving FIU operational awareness and capability in identifying financial flows relating to human trafficking.



**“One of the most effective ways to disrupt illicit flows and to reveal criminal activities is by following the financial trail and in this respect the filing of suspicious transaction reports (STRs) is a major tool in the hands of the authorities towards this end.”**

*Maria Kyrmizi,  
Head of Cyprus Financial Intelligence Unit (MOKAS)*

9. Following the Money: Compendium of Resources and Step-by-step Guide to Financial Investigations into Trafficking in Human Beings, OSCE

#### 4. Technology and trafficking is one of the defining topics of the global anti-trafficking conversation today.

The significant increase in online exploitation of children and adults compels States to react and start regulating the online domain with State-led policies. For example, by mandating websites and technology companies to conduct proper due diligence on the harm that is too often conducted in plain sight on their platforms, and equipping justice systems with the tools to shut down websites and platforms that facilitate harm and exploitation. The Conference discussed the challenges of self-regulation that resulted in further exacerbation of the problem, to the great benefit of traffickers and abusers, and called for policy and legislative changes showcasing key country examples.

Under “The Powers to Prevent Online Offences Act” (2017), the Cybercrime Department of the Israeli State Attorney’s Office has the authority to issue warrants to Israeli internet service providers (ISPs) ordering them to block access of their users to websites depicting child sexual abuse material, websites used to publish prostitution, drug trafficking, online gambling and websites of terror organizations. The act enables a district Judge to issue a warrant demanding a website blocking, in whole or a part of it, if there are sufficient grounds to believe that the website is operated by a terror organization, is offering prostitution services, or contains sexual abuse material of minors. The goal is to block access to prevent the continuation of the activity.

#### 5. Urgency to addressing the demand that fosters the growing market for sexual exploitation worldwide.

There is a growing push observed by the OSCE States in tackling the demand fostering sexual exploitation. In her intervention, Spain’s former Minister of Justice, Maria Pilar Llop Cuenca, outlined the robust legal measures being debated in Spain to stop the demand that fosters sexual exploitation. 61% of trafficking victims are victims of sexual exploitation, with 70% of women being under the age of 33. Through two legislative initiatives, Spain is looking into addressing the demand following the example taken by other OSCE participating States, such as Sweden and France. The goal pursued by the Spanish Government is to punish all type of proximities, be it sexual exploitation, facilitation and/or procurement of prostitution or users of prostitution. The legislative initiatives have opened a debate in parliament on the issue of vulnerabilities reflected and triggered by the demand for sexual services. The second legislative initiative described by Minister Cuenca is a proposal for an umbrella law on the fight against human trafficking and exploitation. The holistic approach of the law lays in its expansive coverage of all aspects of the fight against human trafficking covering victim assistance and protection, establishing institutional structures and capacity building for criminal justice practitioners and strengthening cooperation with national agencies, including the private sector, and international cooperation. The panel discussed the urgent need for integration of gender perspectives into all policies and institutional systems to ensure that the victims are provided with gender- and trauma-informed assistance and support which, in turn, can help with bringing criminal accountability for the perpetrators.



**“These legislative initiatives allow us to act with better knowledge on the situation and to be far more effective in the implementation of international obligations.”**

*María Pilar Llop Cuenca,  
former Minister of Justice, Spain*

# PROGRAMME OF 2023 ALLIANCE CONFERENCE ONLINE SIDE-EVENTS

**Tuesday,  
18 April 2023**

---

- 13:00 – 14:00**    **Launch of the 2023 OSCE Paper Putting Victims First: The ‘Social Path’ to Identification and Assistance**  
Side-event organized by the Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings and the Secretariat of the Council of Europe Convention on Action against Trafficking in Human Beings
- 13:00 – 14:00**    **Policies and practices related to the implementation of the non-punishment principle for victims of sex and labour trafficking**  
Side-event organized by the McCain Institute at Arizona State University, Justice & Care and Global Consortium on Prosecuting Human Trafficking
- 14:00 – 14:55**    **The power of women’s leadership in advancing human rights in supply chains**  
Side-event organized by the Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings
- 14:00 – 14:55**    **Justice and Care Victim Navigator. Strengthening a Victim centered Approach through Identification and Assistance, Investigation, Prosecution and Aftercare**  
Side-event organized by Justice and Care

## Launch of the 2023 OSCE Paper Putting Victims First: The ‘Social Path’ to Identification and Assistance



### Date

19 April 2023

### Convenors

Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR/CTHB) and the Secretariat of the Council of Europe Convention on Action against Trafficking in Human Beings

### Background

The State obligation to promptly identify and assist victims of human trafficking is enshrined in international legal documents, including most prominently in the Council of Europe Convention on Action against Trafficking in Human Beings. It is a key commitment of the OSCE participating States, embedded in the OSCE Action Plan to Combat Trafficking in Human Beings and its Addenda, as well as in a number of OSCE Ministerial Council Decisions. However, insufficient protection for victims remains a major persisting challenge in today's anti-trafficking efforts. This manifests in low identification numbers, lack of tailored assistance and rehabilitation services, unclear prospects for (re)integration, and, very often, the re-trafficking of victims. To address these deficiencies, there is a growing recognition of the need to separate assistance to victims from their participation in investigations and criminal justice processes, as heavy reliance on victims' testimonies remains a major obstacle to their formal recognition as victims and long-term protection.<sup>10</sup>

Against this backdrop, the OSR/CTHB has recently released its paper "Putting victims first: the 'social path' to identification and assistance".<sup>11</sup> It offers a discussion on why and how to adopt a 'social path' approach to identifying and assisting human trafficking victims irrespective of their willingness to participate in criminal proceedings. Based on a review of international law, engagement between the OSR/CTHB and the OSCE participating States, and a desk review of the information available about the emerging 'social path' practices, the paper aims to serve as a reference and advocacy tool to support the introduction of the 'social' path framework at the national level, to expand and strengthen States' identification and protection systems.

The Group of Experts on Action against Trafficking in Human Beings (GRETA), which monitors the implementation of the Council of Europe Anti-Trafficking Convention, has consistently recommended to States Parties to the Convention to adopt legislative or other measures to ensure that assistance to victims is not made conditional on their willingness to act as a witness or otherwise co-operate with the competent authorities in the investigations and criminal proceedings. The Launch Event, co-organized by the Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings and the Secretariat of the Council of Europe Convention on Action against Trafficking in Human Beings, offered an opportunity to share key conclusions and recommendations presented in the paper. The event also discussed the advantages of the 'social path' as a means of ensuring the implementation of a victim-centred approach to combating trafficking in human beings by highlighting current national promising practices in this domain.

### Agenda

#### Moderation

Oleksandr Kyrylenko, Programme Officer, OSR/CTHB

#### Introductory remarks on the Paper

- Valiant Richey, OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings
- Petya Nestorova, Executive Secretary of the Council of Europe Convention on Action against Trafficking in Human Beings Speakers:
- Theodora Gianni, NRM Co-ordinator, Greece – David Mancini, Chief Prosecutor, Juvenile Court in L'Aquila, Italy
- Miroslav Jovanovic, Centre for Protection of Victims of Trafficking in Human Beings, Serbia Discussion

10. See Conclusions from the 22nd Alliance against Trafficking in Persons conference, Protection: upholding victims' rights and strengthening assistance. Available at: <https://www.osce.org/cthb/525273>

11. Available at: <https://www.osce.org/cthb/538452>

## Policies and practices related to the implementation of the non-punishment principle for victims of sex and labour trafficking



---

### Date

19 April 2023

### Convenors

McCain Institute at Arizona State University, Justice & Care and Global Consortium on Prosecuting Human Trafficking

### The hosts

#### McCain Institute at Arizona State University

Inspired by Senator John McCain and the McCain family legacy of public service, Arizona State University's McCain Institute champions character-driven leadership and civic engagement in the United States and abroad. Through innovative programs, collaborative partnerships and policy advocacy, the McCain Institute's Combatting Human Trafficking program drives systemic change and implements comprehensive, action-based solutions to prevent and end all forms of modern slavery in the U.S. and around the world.

#### Justice & Care

Justice and Care works alongside police to identify men, women and children trapped in modern slavery and help them rebuild their lives; it helps bring those responsible to justice and works with governments and key stakeholders to bring about change at scale. It has extensive program work across Asia, the U.K., and mainland Europe and has recently begun to scope operations in the U.S.

#### Global Consortium on Prosecuting Human Trafficking

In early 2021, Justice and Care and the McCain Institute at Arizona State University created the Global Consortium on Prosecuting Human Trafficking to bring together prosecutors to discuss the challenges, and opportunities, around investigating and prosecuting human trafficking and forced labor cases. This small group of experienced prosecutors from 18 countries convenes regularly for action-oriented conversations to discuss current trends and challenges, share recent successes and failures, as well as exchange best practices for moving successfully through the investigation, prosecution, and conviction lifecycle.



---

## The focus

The Event focused on identifying and analyzing current and emerging policies and practices related to the doctrine of non-punishment of victims of human trafficking. Discussions included how the non-punishment of victims is operationalized when victims commit crimes during or as a result of their trafficking experience. Topics included legal standards that are applied when making charging decision, how law enforcement, prosecutors, and courts implement trauma-informed practices when assessing culpability, and what remedies are available to historical victims who have criminal records as a result of crimes committed while being trafficked.

## Background and rationale

The McCain Institute and Justice & Care recently hosted an in-person Global Consortium Summit where expert prosecutors from 16 countries discussed emerging trends, promising practices, and ongoing challenges. One ongoing challenge identified was the inconsistent application of the doctrine of non-punishment of victims. This included a conversation of how non-existent or inaccessible any form of criminal records relief is for historical victims of trafficking.

Human trafficking operations commonly involve aspects of forced criminality where victims are forced to participate in illegal activities such as prostitution, drug crimes, burglaries, theft, illegal fishing, online and tele-marking scams, and gang-related activity. Victims involved in criminal activity are less likely to disclose their victimization to law enforcement and less likely to be identified as being eligible for victim services.

Traffickers force victims to commit criminal acts not only to facilitate their illegal operations, but also to assert power and control and to escape accountability.

Traffickers threaten victims with arrest and many victims have experienced arrest, further empowering traffickers and making it less likely that victims will seek outside help. Using victims as scapegoats, traffickers can escape accountability and rely on law enforcement, prosecutors, and the courts to misinterpret evidence, criminalizing victims rather than traffickers. Furthermore, it is likely that there is a disproportionate impact of criminalization on marginalized communities and those that are not readily identified as victims, including men, ethnic minorities, immigrants, and refugees.

Consistent application of the doctrine of non-punishment is challenging because there are different legal standards that are applied inconsistently. Furthermore, any assessment of culpability is subjective and evidence can be viewed differently depending on the lens through which you look. It is for that reason that any analysis should be trauma and survivor-informed. Without the proper context, decision makers may misunderstand the evidence and make incorrect assessments, leading to the criminalization of victims. Survivors and those with lived experience can illuminate the reality of trafficking as it relates to victims' and survivors' criminal acts.

## The audience and format

This Event was moderated by Jane Anderson, a Senior Attorney Advisor with AEquitas, a non-profit organization with the mission to improve access to and the quality of justice in gender-based violence and human trafficking cases through an informed, practical, and innovative approach. The Event was designed as an interactive workshop where the moderator will facilitate discussion between participants, focusing on applying the general concept of non-punishment to actual case scenarios. The moderator posed questions to the group related to any formal policies and legal guidance, as well as how the doctrine is applied in practice.

## The power of women's leadership in advancing human rights in supply chains



### Date

19 April 2023

### Convenors

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

### Background

The 2013 Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings, as well as OSCE Ministerial Council Decision 6/17, have called on participating States, the private sector and the OSCE's executive structures to adopt and implement measures to prevent trafficking in human beings in their supply chains. In order to operationalize this task, the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR/CTHB) has run a project on Supply Chains since 2016.

The promotion of human rights in supply chains is a critical issue that affects the lives and well-being of workers, their communities and the environment, as well as the economic system as a whole. Women's leadership plays a crucial role in advancing human rights in supply chains, as they bring a unique perspective, skills and experience to the table, as well as effective communication, empathy, and collaboration that can help inform more comprehensive and inclusive strategies for promoting human rights in supply chains. However, women are often underrepresented in leadership positions in the business and human rights sector. This side event aimed to highlight the importance of women leadership in promoting human rights in supply chains and to provide a platform for women to share their insights and success stories.

### Objectives

This side event aimed to bring together professional women from the business and human rights, as well as the anti-trafficking and diplomatic sectors to discuss the role of women's leadership in advancing human rights in supply chains. Participants shared their experiences, best practices and success stories in promoting human rights in their respective supply chain.

### Agenda

#### 14:00 – 14:10

Welcome Remarks and introduction to the event

- Julia Schellhaas, Senior Adviser Supply Chains, OSCE/OSR/CTHB
- Niamh Mercer, Procurement Expert, OSCE/OSR/CTHB

#### 14:10 – 14:45

Success Stories of Women Leaders promoting human rights in supply chains

- Ambassador Christine Fages, Permanent Representative of France to the OSCE
- Salome Zurabishvili, Executive Director, UN Global Compact Network Georgia and Board Member, UN Global Compact
- Roxane Milot, Senior Policy Advisor, Trafficking in Persons and CCPCJ, Global Affairs Canada, Government of Canada
- Petya Nestorova, Executive Secretary, Council of Europe Convention on Action against Trafficking in Human Beings

#### 14:45 – 14:55

Discussion and networking

## **JUSTICE AND CARE Victim Navigator. Strengthening a Victim centered Approach through Identification and Assistance, Investigation, Prosecution and Aftercare**



### **Date**

19 April 2023

### **Convenors**

Justice and Care

### **Background**

In 2018, Justice and Care began work in the UK, launching the Victim Navigator Programme. Designed in partnership with the Modern Slavery Police Transformation Unit (now Modern Slavery and Organised Immigration Crime Unit), the project sees Justice and Care workers embedded in the heart of police forces - directly supporting victims of trafficking, helping them to both navigate the criminal justice system and rebuild their lives. The Navigators also provide specialist tactical knowledge into cases and train officers on the issue. The programme filled a vital gap in victim care, which is critical in helping to ensure investigations are successful, particularly given the complex nature of the crime.

Following extensive discussions with national police leaders, forces and leading national stakeholders, it became clear that lack of victim engagement with police modern slavery investigations was the key gap in bringing successful cases to court. Police struggle to build trust with rescued victims and maintain contact as they investigate criminal networks. As a result, many opportunities to secure successful prosecutions and convictions are being lost.

### **Victim navigators provide**

- Specialist care and support: including on rescues, providing access to counseling, legal advice, medical treatment and co-ordinating repatriations to the country of origin. They are the primary contact for rescued and identified victims linked to Police Forces and investigations;
- Tactical advice into investigations: including shaping investigations, reopening filed cases by connecting new evidence, advising on strategy and joining the dots across forces;
- Advocacy: acting as trusted bridge between police and victim to increase victim engagement and drive higher conviction rates;
- Systemic change: including training for key policing leaders and agencies, driving force-wide improvements in modern slavery response and lesson-sharing to shape national strategy with partners;
- The Victim Navigators are responsible for creating and maintaining relationships between multiple sectors and crime types;
- Part of the role is to be able to forge new paths in uncharted territory nothing happens with NGOs working alone;
- Our European operations seek to serve Governments and other agencies through partnership. We need NGOs working with the State – testing new ideas and learning together. Strong co-operation between law enforcement, judicial authorities and civil society are indispensable to correctly address cases of modern slavery and human trafficking.

### **Concept presentation**

The presentation focused on strengthening a victim centered approach through identification and assistance, investigation, prosecution and aftercare.

### **Presenter**

Cristina Huddleston, Director of European Operations, Justice and Care

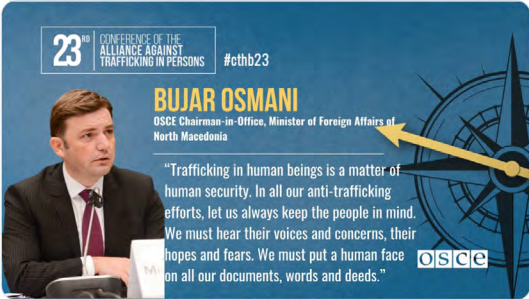
# THE 2023 OSCE ALLIANCE CONFERENCE ON TWITTER

← Post

**North Macedonia - OSCE23** @OSCECIO

"In all our anti-[#humantrafficking](#) efforts, let us always keep people in mind," emphasized Chairman-in-Office [@Bujar\\_O](#) at the [#CTHB23](#) Alliance today.

[#ItsAboutPeople](#)  
[#OSCE2023](#)




3:57 PM · Apr 18, 2023 · 1,046 Views

← Post

**OSCE** @OSCE

Today, OSCE Secretary General [@HelgaSchmid\\_SG](#) opened the 23rd Conference of the Alliance and called on participating States to scale up their action to combat [#HumanTrafficking](#).  
[#CTHB23](#)



3:03 PM · Apr 18, 2023 · 4,572 Views

← Post

**CoE Anti-Trafficking** @CoE\_Trafficking

[#CTHB23](#) 23rd Conference of the Alliance against [#Trafficking](#) : Petya Nesterova [@Petnes2](#), Executive Secretary of the Council of Europe Convention on the fight against human trafficking will moderate PANEL 1 The challenge – the nature of the problem Join us:[bit.ly/3nG0Ne5](https://bit.ly/3nG0Ne5)



OSCE Anti-Trafficking and 2 others

9:57 AM · Apr 6, 2023 · 1,198 Views

← Post

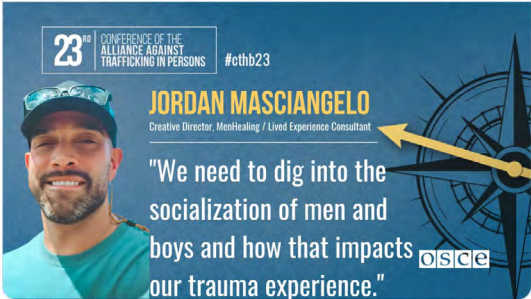
**Alessia Vedano** @AlessiaVedano

Powerful panel earlier at [#CTHB23](#), reflecting w/ survivors of [#HumanTrafficking](#) on trauma-informed approaches & care for victims.

Interesting considerations on how masculinity perceptions affect how male victims consider their exploitation and the type of care they receive!

**OSCE Anti-Trafficking** @osce\_cthb · Apr 19

"We need to dig into the socialization of men and boys and how that impacts our trauma experience." Jordan Masciangelo, Creative Director, @MenHealing / Lived Experience Consultant, [#HumanTrafficking](#) #survivor leader / [#CTHB23](#)

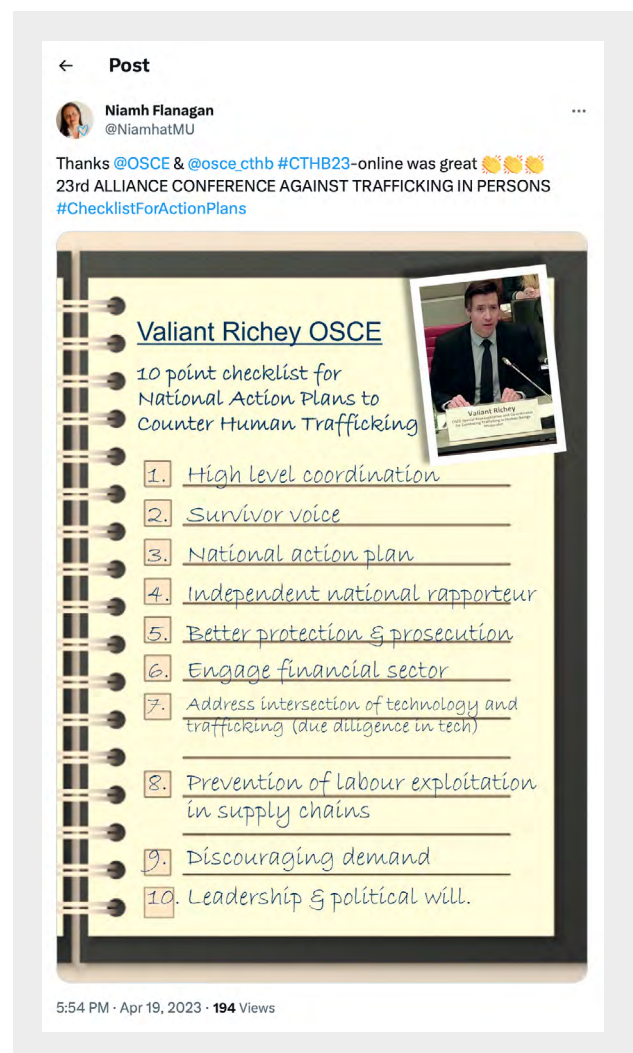
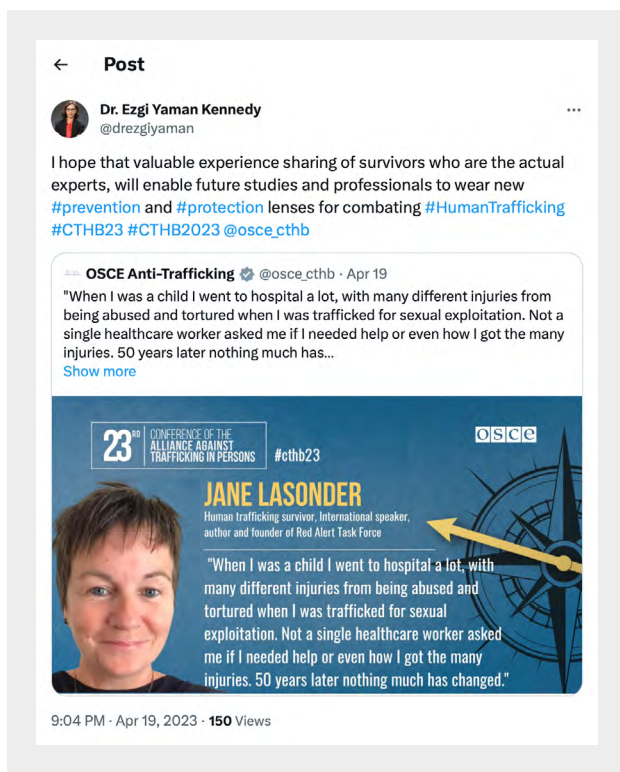
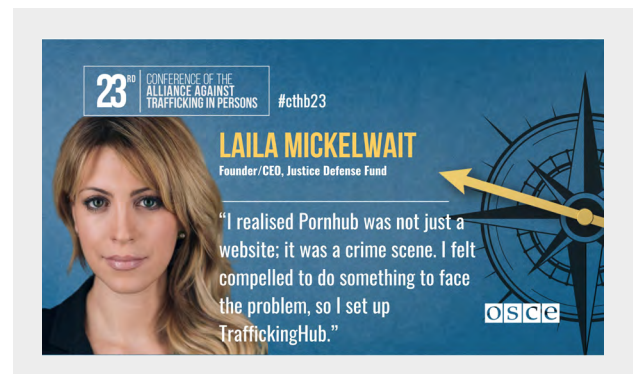
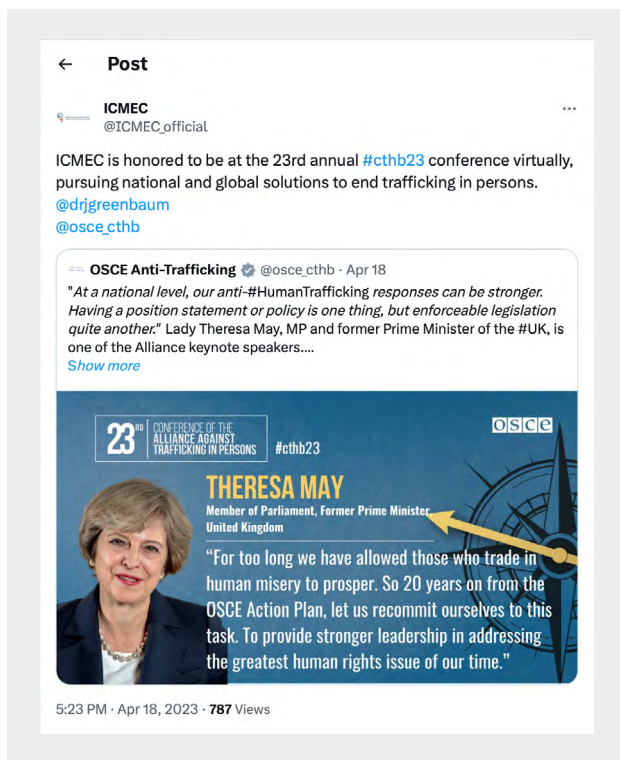


11:11 AM · Apr 19, 2023 · 158 Views

## 2023 Alliance in figures

As in previous years, the Alliance sought to engage the public using the hashtag #CTHB23 on a variety of social media platforms. A social media campaign was launched to raise public awareness of the Conference, its focus on national leadership and to introduce the speakers. In addition to **76 tweets** from the

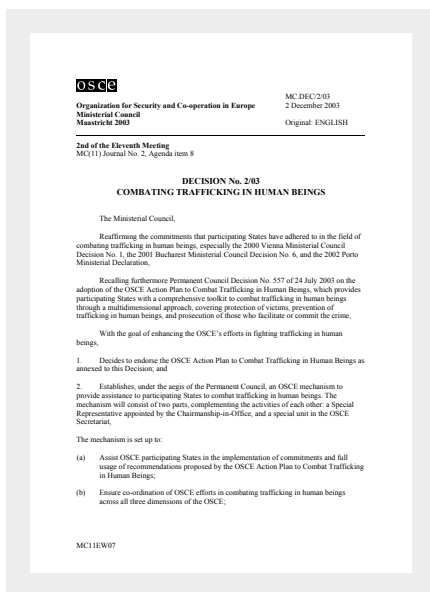
@osce\_cthb account (amounting to **329,533 impressions and 5,045 engagements**), a total of **20 posts** and **18 videos** were created and distributed on OSCE social media channels. The posts gained significant traction online, generating over **3,000 engagements**.



For more information about our latest activities, follow us on Twitter:

[https://twitter.com/osce\\_cthb](https://twitter.com/osce_cthb)

# ADDITIONAL OSCE RESOURCES



## Decision no. 2/03 Combating Trafficking in Human Beings

Organization for Security and Co-operation  
in Europe Ministerial Council  
Maastricht 2003  
2nd of the Eleventh Meeting  
MC(11) Journal No. 2, Agenda item 8  
MC.DEC/2/03  
2 December 2003

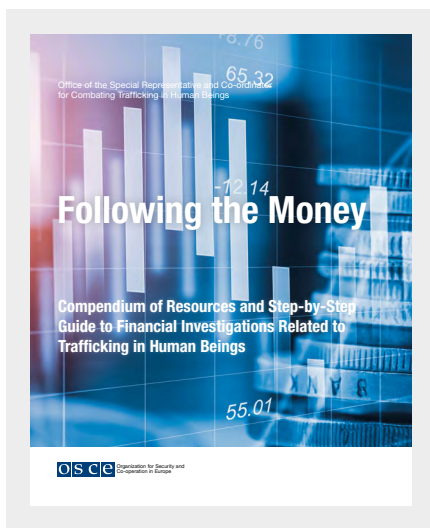
<https://www.osce.org/files/f/documents/7/5/23866.pdf>



## Modernizing National Action Plans to Strengthen States' Anti-trafficking Efforts

Effectively combating trafficking in human beings requires a strategic, co-ordinated, and well-resourced national response, utilizing a whole-of-society approach that can protect victims, prosecute traffickers and prevent exploitation. National Action Plans (NAPs) are fundamental to successfully delivering such a response. Recognizing the importance of NAPs within national anti-trafficking systems, the Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings analyzed the NAPs that are currently in use within the OSCE region to examine their structure and thematic priorities against persistent challenges and emerging trafficking trends.

<https://www.osce.org/cthb/545419>



## Following the Money: Compendium of Resources and Step-by-step Guide to Financial Investigations Into Trafficking in Human Beings

The paper aims to leverage off of the strengths and successes of established but disparate anti-THB financial investigatory practices, developed across the OSCE participating States, to raise awareness of the strategic value of financial investigations and the resources available, and to help create a more harmonised approach that can contribute to mainstreaming of financial investigations across the OSCE region.

<https://www.osce.org/cthb/438323>



## Issue Brief - The role of independent National Rapporteurs or equivalent mechanisms in enhancing States' anti-trafficking responses

The Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings, in co-operation with the UK Independent Anti-Slavery Commissioner, conducted an expert meeting on the role of independent National Rapporteurs or equivalent mechanisms in enhancing States' anti-trafficking responses. The discussions from the meeting serve as a basis for this issue brief and recommendations to the OSCE participating States and Partners for Co-operation.

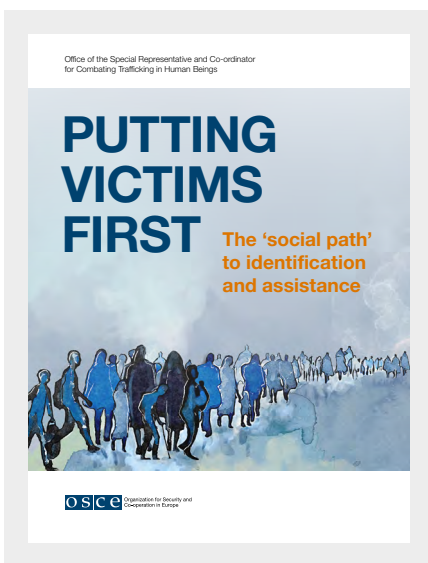
<https://www.osce.org/cthb/503920>



## Discouraging the demand that fosters trafficking for the purpose of sexual exploitation

The research highlights the importance of addressing the demand that fosters trafficking for sexual exploitation to prevent exploitation and harm to victims; it analyses the ways States have responded to international obligations to discourage demand; and offers recommendations on how to incorporate demand into anti-trafficking efforts.

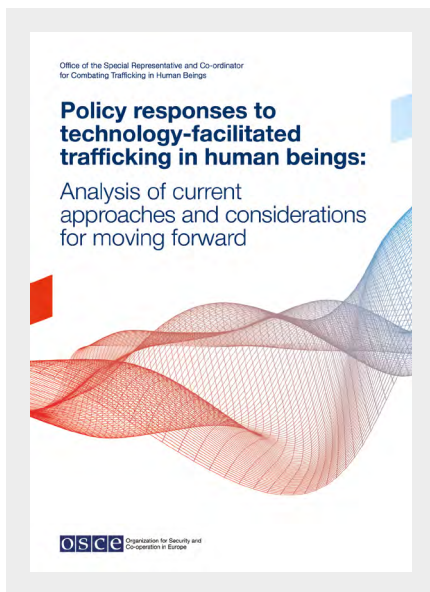
<https://www.osce.org/cthb/489388>



## Putting victims first: The 'social path' to identification and assistance

This publication offers a discussion on why and how to adopt a 'social path' approach to identifying and assisting victims of trafficking in human beings, irrespective of their willingness to participate in criminal proceedings. Based on a review of international law, engagement between the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings and the OSCE participating States, and a desk review of the information available about the emerging 'social path' practices, it is a reference and advocacy tool to support the introduction of the 'social' path framework at the national level.

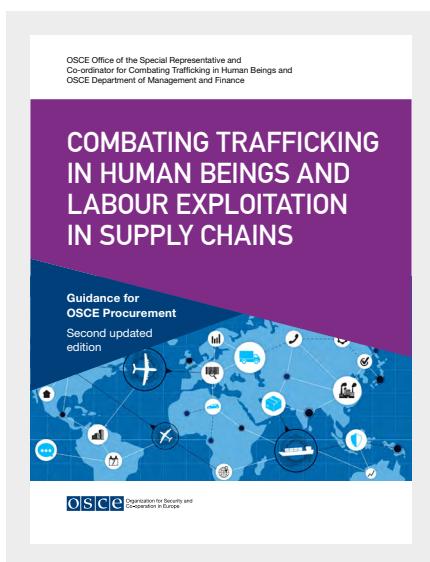
<https://www.osce.org/cthb/538452>



### Policy responses to technology-facilitated trafficking in human beings

The report examines the practices adopted by the private sector and civil society organizations as well as the accelerating shift toward government-led responses. It also provides a set of recommendations for States on how to use policies and legislation to combat human trafficking while respecting other fundamental rights such as privacy and freedom of expression.

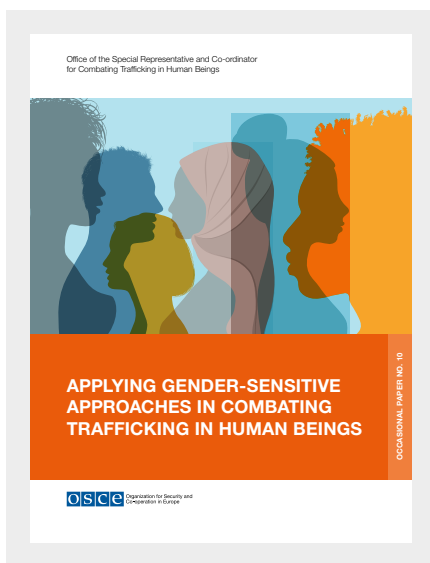
<https://www.osce.org/cthb/514141>



### Combating trafficking in human beings and labour exploitation in supply chains – Guidance for OSCE Procurement – Second updated edition

This second revised edition of the procurement guidance is a key document facilitating the implementation of anti-trafficking measures in OSCE's own procurement across its executive structures and aligning the OSCE's mandates with its processes. The guidance aims to support procurement and anti-trafficking staff in the OSCE with the background knowledge to implement anti-trafficking measures in procurement activities alongside training workshops, procurement risk analyses, and local action plans. Preventing trafficking and labour exploitation in supply chains is no easy task. By following these steps, the OSCE is developing further expertise and is supporting OSCE participating States and the international community in their ongoing efforts to prevent trafficking for forced labour in their supply chains.

<https://www.osce.org/cthb/536001>



### Applying gender-sensitive approaches in combating trafficking in human beings

This Occasional Paper is based on findings from a multi-method research project, including surveys, expert interviews, and expert group meetings carried out with participants from more than half of the OSCE's participating States. By bringing together the voices of survivors, anti-trafficking experts, service providers, and law enforcement, this paper offers a comprehensive account of gender aspects in trafficking in human beings. It also provides a basis for discussion about possible ways to apply gender-sensitive approaches. The report, therefore, explores a range of gender aspects that are often not addressed in existing prevention, protection, and prosecution strategies.

<https://www.osce.org/cthb/486700>





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

OSCE Secretariat  
Wallnerstrasse 6  
A-1010 Vienna, Austria

@osce\_cthb  
info-cthb@osce.org  
osce.org/cthb



Organization for Security and  
Co-operation in Europe