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**Integration and coordination of efforts by the
United Nations Office on Drugs and Crime and
Member States in the field of crime prevention and
criminal justice: ratification and implementation of the
United Nations Convention against Transnational
Organized Crime and the Protocols thereto**

**Implementation of the United Nations Global Plan of Action
to Combat Trafficking in Persons****Report of the Secretary-General***Summary*

The present report was prepared pursuant to Commission on Crime Prevention and Criminal Justice resolution 20/3, entitled “Implementation of the United Nations Global Plan of Action to Combat Trafficking in Persons”. It provides an overview of the activities of the United Nations Office on Drugs and Crime in implementing that resolution and the United Nations Global Plan of Action to Combat Trafficking in Persons. It includes an update on the preparations for the publication of the first biennial global report on trafficking in persons, which will include information on patterns, forms and flows of trafficking in persons, pursuant to General Assembly resolution 64/293 and Commission resolution 20/3. The present report also contains a number of recommendations for consideration by the Commission.

* E/CN.15/2012/1.



I. Introduction

1. The present report is submitted to the Commission on Crime Prevention and Criminal Justice at its twenty-first session pursuant to Commission resolution 20/3. It provides information on the measures taken to strengthen the capacity of the United Nations Office on Drugs and Crime (UNODC) in the fight against trafficking in persons, the activities of the Office to support Member States in the implementation of the United Nations Global Plan of Action to Combat Trafficking in Persons (General Assembly resolution 64/293, annex), and measures taken to strengthen partnerships in the fight against trafficking in persons. The report also includes information on the progress made in collecting data for the first biennial report on patterns, forms and flows of trafficking in persons at all levels, the global report on trafficking in persons, to be published pursuant to General Assembly resolution 64/293 and Commission resolution 20/3. The progress achieved in implementing the Global Plan of Action will be appraised by the General Assembly in 2013, pursuant to its resolution 64/293.

II. Strengthening the capacity to combat trafficking in persons

A. Strengthening the capacity of the United Nations Office on Drugs and Crime

2. UNODC supports the fight against trafficking in persons, based on a coherent strategic vision and building on enhanced structures. Combating trafficking in persons is a key priority of the strategy for the period 2012-2015 for the Office, and its thematic programme on action against transnational organized crime and illicit trafficking, including drug trafficking, for the period 2011-2013. More detailed directions for the Office are contained in its new comprehensive strategy to combat trafficking in persons and the smuggling of migrants, which outlines the nature of the work of the Office in preventing and combating such crimes and defines the priorities for future action and engagement.

3. A new section on trafficking in persons and the smuggling of migrants, located in the Organized Crime and Illicit Trafficking Branch of UNODC, will operationalize the comprehensive strategy. It will focus on research and awareness-raising, capacity-building and the promotion of the implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, and partnerships and inter-agency coordination. It will further advance the participation of UNODC in inter-agency projects and activities, such as the Global Initiative to Fight Human Trafficking (UN.GIFT), the Inter-agency Coordination Group against Trafficking in Persons and the Global Migration Group. Extrabudgetary funding was received for the post of chief of the section, which is expected to be filled in the course of 2012. An additional post for the section was approved by the General Assembly, funded from the regular budget for the biennium 2012-2013.

B. Strengthening the capacity of Member States

4. In 2011, UNODC continued to provide normative and operational support to Member States in combating trafficking in persons, especially women and children,¹ with the aim of eliminating all forms of such trafficking, including trafficking for the purpose of organ removal and sexual exploitation of children. At the normative level, the Office promoted the ratification of the United Nations Convention against Transnational Organized Crime and its Trafficking in Persons Protocol. Those instruments attracted seven and five additional ratifications respectively. UNODC also strengthened the capacities of Member States by providing legislative assistance, assisting in strategic planning and policy development, strengthening criminal justice responses and improving protection and support to victims of trafficking in persons.

5. At the operational level, UNODC provided technical assistance addressing trafficking in persons and smuggling of migrants to over 80 countries in all regions and promoted regional and interregional responses to both issues. UNODC developed and published several tools, manuals and issue papers to improve the capacity of national criminal justice systems to implement the provisions of the Trafficking in Persons Protocol. Those tools, manuals and papers serve as the basis for the work and activities carried out by the Office in line with its thematic and regional programmes at headquarters and through its field offices. Tools and publications were disseminated through various channels, including websites (over 80,000 downloads), training activities, postal shipments, and distribution at official meetings and conferences and through UNODC field offices.

6. In order to facilitate victim assistance, UNODC launched the First Aid Kit for Use by Law Enforcement First Responders in Addressing Human Trafficking and the Victim Translation Assistance tool. Both tools were designed to support front-line officers who may come into contact with cases of human trafficking in providing basic assistance to victims of human trafficking.

7. In October 2011, UNODC launched the first global database of human trafficking cases, which provides immediate public access to officially documented instances of the crime and is aimed at increasing the visibility of successful prosecutions and awareness of the realities of the crime. The database enables users to take experiences and court decisions from other countries into account when dealing with human trafficking issues, consult on practices in different jurisdictions and broaden their knowledge of human trafficking crimes.

8. Training is another important part of the assistance provided by the Office. Under its Global Programme against Trafficking in Human Beings, UNODC created the anti-trafficking in persons global training initiative to improve the delivery of relevant training. As part of that initiative, the Office built a team of international consultants with expertise on trafficking in persons from a variety of backgrounds, including law enforcement, criminal justice and psychology. Together with that team, UNODC developed a curriculum to train future trainers, based on the UNODC *Anti-Human Trafficking Manual for Criminal Justice Practitioners*. The aim is to strengthen national capacities to fight trafficking in persons by providing

¹ For further information, see E/CN.7/2012/3-E/CN.15/2012/3 and E/CN.15/2012/9.

trainers with the necessary tools and knowledge to conduct further training within national authorities, if possible with the contribution of local experts and victim service providers. In 2011, such training was provided to practitioners from Fiji, Mali, Portugal and Ukraine.

9. UNODC conducts research and engages in initiatives to raise awareness on trafficking in persons and the smuggling of migrants. Its Blue Heart campaign against human trafficking is particularly important in this regard. A number of countries have adopted the Blue Heart campaign as their official human trafficking prevention campaign. The Blue Heart campaigns in Lebanon, Mexico, Serbia and Spain in 2010 and 2011 had a high profile and involved high-level participants from national Governments and UNODC, as well as celebrities, thus attracting enormous media coverage.

10. The Office addresses the specific challenge of trafficking in persons for the purpose of removal of organs. The limited knowledge of this form of trafficking in persons poses a key obstacle to finding a comprehensive solution at the global level. Available information indicates that specific actors and *modi operandi* are involved. In many cases, medical professionals and matching organ recipients participate in the crime, and the victims are subsequently released. In terms of demand, kidneys and livers appear to be the primary targets.

11. UNODC supported an expert group meeting on trafficking in persons for the purpose of organ removal, held in June 2010. The expert group included recognized and experienced experts from different regions and various professional backgrounds, including medical and health care, criminal justice, law enforcement and academia. Following up on the expert group meeting, UNODC developed an assessment toolkit, to be made available in the second quarter of 2012, to assist users in analysing the incidence of trafficking in persons for the purpose of organ removal, raise awareness among those who are likely to encounter the crime and provide guidance on how the crime can be identified. The assessment toolkit will help improve evidence-based knowledge of the crime and related issues, as a basis for better tailoring responses and technical assistance. This will support Member States in strengthening prevention, protection and prosecution, in line with the objectives of the Trafficking in Persons Protocol.

12. Trafficking in persons for the purpose of removal of organs was also discussed at the fourth meeting of the Working Group on Trafficking in Persons, held in Vienna on 10-12 October 2011. The working group further focused on the concept of “abuse of power or of a position of vulnerability” in article 3 of the Trafficking in Persons Protocol, the identification of victims of trafficking and international cooperation in combating trafficking in persons. The working group adopted a series of recommendations on those issues, as well as on national approaches to compensation of victims of trafficking in persons (see CTOC/COP/WG.4/2011/8).

III. Preparing the global report on trafficking in persons

13. Based on the United Nations Global Plan of Action to Combat Trafficking in Persons, UNODC is preparing a global report on trafficking in persons, to be published every two years starting in 2012. As requested by the General Assembly in its resolution 64/293 and the Commission on Crime Prevention and Criminal

Justice in its resolution 20/3, the report will present information on patterns, forms and flows of trafficking in persons at all levels in a reliable and comprehensive manner, with a balanced perspective of both supply and demand, as a step towards, inter alia, improving the implementation of the Trafficking in Persons Protocol, in close cooperation and collaboration with Member States, and to share best practices and lessons learned from various initiatives and mechanisms. In that regard, the General Assembly and the Commission also requested the strengthening of the capacity of the UNODC to collect information.

14. Preparations for the first global report on trafficking in persons are well under way. UNODC concluded the data collection exercise in November 2011. Having edited and analysed those data, UNODC is currently finalizing the first draft of the global report. As the first global report needs to be finalized by the end of 2012, it will be prepared within a shorter time frame and with more limited resources than will subsequent editions. UNODC will engage with Member States to further develop its capacity to produce future editions of the global report.

15. The first edition of the global report will be based on data collected for the period 2007-2010 as well as more recent data, where available. It will provide a global view of patterns and flows of trafficking in persons, including at the regional and country levels. A chapter on the response to trafficking in persons will also be included. The report will not provide country comparisons or rankings. It will be based on authoritative and validated information gathered primarily from national and international institutions.

16. The sources of information for the global report include national information collected by UNODC. First, the regular United Nations surveys on crime trends and the operations of criminal justice systems (eleventh cycle of which was conducted in 2009) included detailed questions on trafficking in persons. Second, a short questionnaire was sent to Member States in August 2011. Third, UNODC engaged in a proactive data collection on official information available in the public domain, including national police reports, reports of ministries of justice, national reports on trafficking in persons and reports by relevant intergovernmental organizations and non-governmental organizations.

17. Consultations with Member States will be a key component of the preparation of the global report. As was the case with past UNODC reports, all information collected will pass through a validation phase in consultation with Member States. The validation phase is scheduled to take place in May 2012, and UNODC will send the relevant country information to Member States for their review and comments. Member States will have about six weeks to provide comments, validate the data or provide additional information.

18. According to the programme of work, permanent missions will receive an advance briefing on the final report before its scheduled publication in December 2012.

IV. Strengthening of partnerships against trafficking in persons

19. UNODC, the United Nations system and other relevant organizations, as well as civil society and the private sector, endeavour to strengthen their partnership to

combat trafficking in persons. In particular, strategic partnerships with private corporate partners present an opportunity to raise awareness of UNODC activities and raise further funds for activities.

20. UNODC established strategic partnerships with luxury brands trading in fashion clothing and accessories, including Beulah London (2011) and Backes and Strauss (2012). Both companies have promoted the United Nations Blue Heart campaign and sponsored UNODC anti-trafficking activities by designing merchandise that incorporates the blue heart. Early indications suggest that these partnerships have the potential, in the medium and long term, to generate both awareness and substantial funds for the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children. Further information on relevant public-private partnerships is included in the report of the Secretary-General on strengthening public-private partnerships to counter crime in all its forms and manifestations (E/CN.15/2012/16).

A. United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children

21. The Secretary-General established the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children in November 2010, in line with General Assembly resolution 64/293. The Fund became operational in January 2011 and is managed by UNODC. The members of the Board of Trustees of the Fund were appointed by the Secretary-General with due regard to equitable geographical distribution, in consultation with Member States and the Executive Director of UNODC. Board members include Aleya Hammad (Egypt), Saisuree Chutikul (Thailand), Nick Kinsella (United Kingdom of Great Britain and Northern Ireland), Virginia Murillo Herrera (Costa Rica) and Klara Skrivankova (Czech Republic). The inaugural meeting of the Board was held in Vienna in February 2011, and Aleya Hammad was elected Chair of the Board.

22. The Board of Trustees enabled the disbursement of grants from the Trust Fund. In line with the terms of reference, the Board reviewed the objectives of the Trust Fund. It noted that the Fund was intended to provide humanitarian, legal and financial aid to victims of trafficking in persons through established channels of assistance. Based on its review, the Board of Trustees decided to launch the Small Grants Facility. All non-governmental organizations, and consortiums or coalitions led by an eligible non-governmental organization may apply for small grants from the Facility of up to \$25,000 per year, for up to 36 months.

23. The first Small Grants Facility of the trust fund was launched on 8 March, International Women's Day, in 2011. It called for proposals intended to address interregional and cross-border victim support initiatives and to provide effective remedies for victims of human trafficking. In response to that call for proposals, 250 eligible applications were received, and the decision on the allocation of funding was taken by the Board of Trustees in July 2011.

24. The Board selected the following 12 projects to receive small grants: the CRADLE – the Children Foundation in Kenya, the African Centre for Advocacy and Human Development in Nigeria, Damnok Toek in Cambodia, Shakti Samuha in Nepal, the Esther Benjamins Memorial Foundation in Nepal and India, Different

and Equal in Albania, La Strada in the Czech Republic, Hors la Rue in France, the Institute for Democracy in the Republic of Moldova, DNI Costa Rica in Costa Rica, the Hotline for Migrant Workers in Israel, and the Coalition to Abolish Slavery and Trafficking in the United States of America.

25. After a successful start, the funding situation of the Trust Fund remains precarious. Nearly \$1 million in pledges were received within its first year of operation, and the first tranche of small grants was disbursed in November 2011. However, the funding target of \$1.3 million for its first year of operation was not met. Given the level of contributions provided by donors, the Small Grants Facility was able to disburse only \$250,000 in grants in 2011. Without any clear timetable for when outstanding pledges will be deposited, the Trust Fund is at risk of running out of money. There is an urgent need for financial support for the Trust Fund, and the Office is continuing to follow up outstanding pledges, encourage Member States to make donations and support upcoming initiatives to raise funds for the Trust Fund.

B. Agencies, funds and programmes of the United Nations system

26. The relevant agencies, funds and programmes of the United Nations system continued to support Member States in the fight against trafficking in persons, in line with relevant international instruments. Joint efforts were coordinated and strengthened within the Inter-Agency Coordination Group against Trafficking in Persons and UN.GIFT, as well as at the regional and subregional levels.

27. The Inter-Agency Coordination Group against Trafficking in Persons is an important forum for cooperation between relevant entities of the United Nations system and other organizations on issues related to trafficking in persons. The Group is composed of 16 members, and its secretariat is located within UNODC. In 2011, the Group was chaired by the Office of the High Commissioner for Human Rights (OHCHR), and it will be chaired by the United Nations Children's Fund (UNICEF) in 2012. In order to enhance the exchange and dissemination of information, the Group aims at further developing its website, which is hosted by the UN.GIFT Knowledge Hub (www.ungift.org/knowledgehub/en/icat/about.html).

28. A working group of the Inter-Agency Coordination Group was established in 2010 and currently has as members the International Criminal Police Organization (INTERPOL), the International Labour Organization (ILO), the International Organization for Migration (IOM), OHCHR, UNICEF, the Office of the United Nations High Commissioner for Refugees (UNHCR) and UNODC. Participation in the working group is open to all the Group's members upon expression of interest. Members of the working group commit to taking part in the Group's consultations regularly and actively support its activities. The working group held a meeting in June 2011 on the margins of the seventeenth session of the Human Rights Council in Geneva. It agreed to strengthen the policy development aspect of its mandate through a series of papers on emerging challenges to anti-trafficking efforts. Priority issues were identified through active consultations, based on a review of anti-trafficking interventions of recent years.

29. The Coordination Group's working group will develop a series of policy papers over the next years. A first paper, to be prepared in the first half of 2012, will

outline key issues at the core of the anti-trafficking debate, focusing on effective anti-trafficking measures and areas that need further attention. It will provide an overview, identify key challenges, tensions and contradictions that need to be addressed. A number of position papers will follow in 2012 and 2013, providing a synthesis of the experiences and perspectives of the organizations active within the Coordination Group's working group. The Coordination Group's policy series will provide an opportunity for key international organizations to speak with one voice, addressing the key challenges of the next decade in the fight against trafficking. It may also serve as a catalyst for the promotion of common strategic priorities and greater policy and programmatic coherence.

30. New strategic directions are also in place for UN.GIFT. The six partner agencies of the inter-agency initiative endorsed a strategic plan for its second phase (2012-2014), setting out the overarching direction, priorities and an implementation plan. The new strategic plan will be used by the UN.GIFT Steering Committee, Governments and funders of programmes, as well as partners and other collaborators of the Global Initiative. A large number of stakeholders were consulted, and the strategic plan was reviewed multiple times during the drafting process, in order to ensure the broadest possible agreement on the future priorities and programme of action of UN.GIFT.²

31. UN.GIFT members continue to foster the implementation of joint, multi-stakeholder activities, based on its new strategic plan for the period 2012-2014. The strategic plan was developed by a team of experts and all Steering Committee members (ILO, IOM, OHCHR, the Organization for Security and Cooperation in Europe, UNICEF and UNODC). It incorporates the recommendations resulting from the in-depth evaluation of UN.GIFT and focuses on knowledge management, strategic support to all stakeholders and the development of a platform for global dialogue. The strategic plan was approved at the 25th meeting of the Steering Committee, and its implementation will be dependent upon availability of funding.

32. UNODC has continued to implement operational activities for cooperation within the framework of UN.GIFT. In 2011, implementation of the joint programme in Serbia continued, and inter-agency programmes were launched in Bolivia (Plurinational State of) and Rwanda, as well as joint projects in Mali, Nigeria and Senegal. The UN.GIFT knowledge hub was further improved as a knowledge management tool and received a UN 21 Award presented by the Secretary-General. A handbook and e-learning tool were elaborated to support the private sector in fulfilling its role in combating human trafficking.

33. The United Nations system and other organizations also continued cooperating at the regional and subregional level. UNODC, together with ILO, OHCHR, UNHCR, UNICEF and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) published the *Joint UN Commentary on the EU Directive: A Human Rights-Based Approach* in November 2011 with a view to helping policymakers and legislators in States members of the European Union as they engage in the implementation of the 2011 European Union directive on preventing and combating trafficking in human beings and protecting its victims.³

² See www.ungift.org/knowledgehub/publications.html?vf=/doc/knowledgehub/resource-centre/UN_GIFT_Strategic_Plan_2012-14.pdf.

³ The joint commentary is available at www.unhcr.org/4ee6215e9.html.

Since 2000, UNODC collaborates with ILO, IOM, OHCHR, UNESCO and UNICEF in facilitating a coordinated response to human trafficking in the Greater Mekong subregion within the framework of the United Nations Inter-Agency Project on Human Trafficking.

34. The Global Migration Group continued providing a forum for the United Nations system and other relevant international organizations to discuss issues such as trafficking in persons in the broader context of migration. UNODC will assume the rotating chair of the Global Migration Group in the second half of 2012 and will participate in the “troika” composed of the outgoing, incumbent and incoming chairs, including during the periods before and after its chairmanship.

V. Recommendations

35. The Commission may wish to urge Member States that have not yet done so to ratify or accede to the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime.

36. The Commission may wish to urge Member States to support the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children, to ensure that the Fund continues to benefit victims of trafficking in persons.

37. The Commission may wish to continue to support the implementation of the United Nations Global Plan of Action to Combat Trafficking in Persons by focusing on specific aspects of the Plan of Action at its future sessions.
