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Report on the Vienna Forum to Fight Human Trafficking**

Hosted in Vienna, Austria, and organized by the United Nations Global Initiative to Fight Human Trafficking (UN.GIFT)

Vienna, Austria, 13-15 February 2008

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I. Background and preparation for the Vienna Forum

a. The Commission on Crime Prevention and Criminal Justice decisions 16/1 and 16/2 on the United Nations Global Initiative to Fight Human Trafficking and the Vienna Forum to Fight Human Trafficking

1. The Vienna Forum to Fight Human Trafficking was convened by the United Nations Global Initiative to Fight Human Trafficking (UN.GIFT) pursuant to Commission on Crime Prevention and Criminal Justice (CCPCJ) decision 16/1 of 27 April, which was further reinforced by decision 16/2 of 29 November 2007, whereby the United Nations Office on Drugs and Crime (UNODC) was requested to report on the proceedings of the Vienna Forum as well as on the progress and future planning of UN.GIFT.¹ The decisions were part of efforts by the Commission to stress the importance of international cooperation against trafficking in persons.

2. CCPCJ decision 16/2 also decided that the objectives of the Vienna Forum should be to raise awareness, facilitate cooperation and partnerships among stakeholders, and avoid duplication of efforts in the fight against human trafficking, with due regard to the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.

b. The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children

3. The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Trafficking Protocol), supplementing the United Nations Convention against Transnational Organized Crime (UNTOC), provided the first internationally accepted definition of trafficking in persons and remains the primary international legal instrument addressing human trafficking as a crime. The Trafficking Protocol emphasizes the need to balance criminal justice concerns with a human rights approach to the protection and assistance of victims. Cooperation among States to meet these objectives is also promoted in the Protocol. As of March 2008, 118 countries had ratified the Trafficking Protocol.

c. Preparations for the Vienna Forum

4. The provisional programme for the Forum was considered and endorsed by Member States on 5 October 2007. Also per decision 16/2, UNODC, through UN.GIFT, provided access for Member States to all relevant Vienna Forum materials as they were developed. UN.GIFT held regular consultations with Member States during the preparation process for the Forum.

d. Organization of the Vienna Forum

5. The Vienna Forum to Fight Human Trafficking (UN.GIFT) was held from 13 to 15 February 2008. The summary agenda of the Forum is attached as Annex 1.

¹ CCPCJ decision 16/1 of 27 April 2007, CCPCJ decision 16/2 of 29 November 2007.

e. Themes of the Vienna Forum

6. The Vienna Forum was organized around three central themes reflecting the key issues that need to be addressed in an anti-human trafficking strategy: vulnerability, impact and action.

II. The Vienna Forum

a. Attendance

7. Over 1,600 senior government officials, delegates from Member States, business leaders, representatives from non-governmental organizations (NGOs), academics, United Nations and international and regional organizations, activists, and trafficking victims from over 116 countries participated in the Vienna Forum, which provided a platform for a new campaign of coordinated action to tackle trafficking in persons. Additionally, 150 journalists were accredited for the Forum.

b. Opening of the Vienna Forum

Opening session

8. Mr. Antonio Maria Costa, Executive Director of UNODC, gave the welcome speech at the opening session of the Vienna Forum. Mr. Costa thanked the Crown Prince of Abu Dhabi for his generous support for UN.GIFT. He also recognized the efforts of governments in general but called on Member States to be more aggressive in honouring their commitments and implementing the Trafficking Protocol, and he noted the role of UN.GIFT in this process. Mr. Costa emphasized several elements that should result from the Forum, including additional research to allow action on the guiding framework of the three Ps (prevention, prosecution and protection) based on solid information. Mr. Costa spoke of the role that all partners and parts of society have in combating human trafficking and that the Vienna Forum needs to be a platform to launch innovative, practical anti-trafficking measures, like codes of conduct to curb sex tourism and controls on supply chain management. He also mentioned the importance of the decision by the General Assembly to hold a thematic debate on human trafficking in 2008.

9. Mr. Costa's opening was followed by a speech by Ms. Ursula Plassnik, the Austrian Federal Minister for International and European Affairs. Ms. Plassnik referred to the Vienna Forum as a new form of multilateral diplomacy that will set in motion a global and sustained process to end human trafficking. She spoke of the need to raise awareness and generate political will and highlighted Austria's anti-human trafficking efforts on the national and international levels. H.E. Suzanne Mubarak, the First Lady of Egypt, emphasized the responsibility of countries to eliminate the root causes of trafficking, noting Egypt's special attention on potential victims, such as marginalized children and vulnerable women. She also pointed out the instrumental roles of women, youth and the private sector in eradicating human trafficking.

10. Actress Emma Thompson, speaking as the Chair of the Helen Bamber Foundation, gave a detailed account of the life of a woman trafficked for sexual exploitation, which Ms. Thompson helped turn into the internationally-viewed art installation, "The Journey Against Sex Trafficking" featured as part of the Forum.

Entertainer Ricky Martin closed the speeches of the opening plenary session by describing the anti-trafficking activities of the Ricky Martin Foundation, with its special emphasis on children. The opening session followed with Mr. Costa's acceptance of a declaration of one and a half million signatures, presented by Stop the Traffic (a global coalition of more than 1,000 anti-trafficking organizations), calling on governments and the United Nations to work together to stop human trafficking.

11. All speakers called for the Forum to be a launching point for new partnerships and aggressive action against trafficking in persons.

b.1 First plenary session

12. The Vienna Forum represented a new approach, combining experts in the field, the general public and existing and new partners. Governments made presentations on anti-human trafficking efforts, highlighting the progress made within their countries. Forty-seven delegations gave statements, [one was given at the presidential level and six were at the ministerial level.]

13. Within the three themes, vulnerability, impact and action, governments contextualized the various dimensions of human trafficking in relation to security, development and human rights.

c. Panels, workshops, special sessions, side events and special exhibits

14. Twenty-eight panels, workshops, special sessions and side events explored the themes of the Vienna Forum and offered an opportunity for dialogue between participants. Special exhibits held throughout the City of Vienna, including "The Journey" (which received over 5,000 visitors during its five-day stay), a photo exhibit, cartoon competition and film forum, raised the visibility of the issue of trafficking in persons among the public.

c.1 Vulnerability

15. Issues such as disempowerment, social exclusion and economic vulnerability are the result of policies and practices that marginalize entire groups of people and make them vulnerable to being trafficked. Individuals are vulnerable to trafficking not only because of conditions in their countries of origin. The allure of opportunity, the relentless demand for inexpensive goods and services and the expectation of reliable income drive people into potentially dangerous situations where they are at risk of being exploited.

16. The Vienna Forum examined definitions of and practices related to the prevention of trafficking and focused on decreasing vulnerability to broaden the strategic impact of existing prevention efforts.

Summary of discussions and findings

17. Several panels and workshops were conducted on the theme of vulnerability. The presentations were diverse and addressed different aspects of the issue of vulnerability, but there were many commonalities in the discussions with cross-cutting findings and recommendations.

18. Panel discussions focused on the root causes of vulnerability and why certain sectors of the population, like women, children and migrants, are particularly susceptible to economic and sexual exploitation. Panellists considered how the current form of globalization, with its emphasis on competition, influences the supply and demand that spurs human trafficking. These conditions also contribute to the possibility of human trafficking taking place within the migration process, meaning that regular and irregular migration must be examined. Systemic deregulation of labour markets creates gaps that allow exploitative and coercive labour practices to flourish, and some sectors are unregulated, making them especially susceptible to trafficking. The interconnection between supply and demand was examined to understand how demand drives trafficking in persons so that appropriate methods can be developed to reduce it.

19. Another area of focus was the susceptibility to human trafficking of communities that have experienced natural disasters, conflicts or other crises that result in a lack of basic opportunities, such as employment and education. However, panel and workshop discussions emphasized that vulnerabilities are not just a problem of countries of origin. Demand, corruption, and a lack of adequate legal structures create vulnerabilities all along the trafficking chain in countries of origin, transit and destination. Panellists concluded, for instance, that corruption is a facilitating tool that is essential to the success of most human trafficking. One panel considered how legal frameworks, like those provided for in the United Nations Convention against Corruption (UNCAC), the UNTOC and the Trafficking Protocol, can be used in combination to develop mutually beneficial anti-corruption and anti-human trafficking strategies.

20. A common theme of all the panels and workshops was the crucial role a lack of adequate legislation plays in creating an environment where people are increasingly vulnerable to being trafficked. This is especially illustrated by the thriving trade in trafficking for the removal of organs, which is addressed by the Trafficking Protocol but is only explicitly defined and criminalized by a few States. Additionally, the panels and workshops pointed out that gaps in knowledge, whether related to who is really vulnerable, or the profile of perpetrators of trafficking and their modus operandi, is a serious hindrance to developing effective policies to prevent and combat human trafficking.

21. An additional important point was that vulnerability does not just include those susceptible to being trafficked, but also those who are at risk of becoming traffickers, such as former victims.

Recommendations

22. Panels and workshops consistently emphasized the necessity of adequate national legislation that comprehensively addresses trafficking in persons, starting with the ratification and implementation of the Trafficking Protocol and other relevant international instruments. Virtually all participants agreed that the critical role of governments also extended to other areas to alleviate vulnerability, such as providing economic opportunities, education and other social services, with a special consideration for gender equality and an attention to children and youth.

23. Awareness-raising activities were another crosscutting recommendation but with varying targets, such as the general public, including those who potentially

create demand for human trafficking, members of communities at-risk, and law enforcement and other front-line organizations that work in preventing trafficking in persons and in victim identification.

24. The need for cooperation of relevant stakeholders within a country as well as transnationally was another area of common consensus. Coordinated, multisectoral approaches were advocated for linking stakeholders in countries of origin, transit and destination, particularly law enforcement. Creative partnerships between State authorities, civil society and the private sector were deemed as important for maximizing resources, pooling data, and information and intelligence sharing.

25. At the core of all recommendations was the need for a human rights-based approach that puts the victim – or potential victim – at the centre of all anti-human trafficking efforts.

c.2 Impact

26. From the physical abuse and psychological trauma of victims to the economic and political implications of unabated crime, the impact of trafficking in persons on individuals and society was seen destructive and unacceptable.

27. Vienna Forum participants shared experiences and focused on the consequences of human trafficking on victims, including the violence they experience, adverse health effects, social stigmatization and the risk of re-victimization.

Summary of discussions and findings

28. Panels and workshops covered a broad range of impacts of human trafficking on societies and individuals. One of the critical issues addressed was the dearth of quantitative information on the scope of trafficking in persons and the fact that little measurement exists of the impacts of anti-human trafficking initiatives. One panel examined how data collection could be enhanced through innovative research approaches, such as following the economic enterprise aspects of perpetrators who traffic women for sexual exploitation. The possibility also was debated of drawing a baseline against which human trafficking trends could be assessed and the impact of anti-trafficking initiatives measured. It was noted that a lack of legislation in some countries hampered improving data collection. Panellists concluded that research on trafficking in persons informs policy-makers and the public on how to allocate resources and how to improve national responses to the crime.

29. The need for more research also has implications for understanding and managing the health consequences of human trafficking. Victims may experience physical, sexual and/or psychological abuse at any point in the trafficking cycle, usually related to the type of exploitation they experience. Panellists agreed that knowing more about the health consequences would allow for better, more accessible services targeted to the specific needs of the victim.

30. Discussions also addressed the particular vulnerability of women and children to trafficking for sexual exploitation. Just as with acknowledging the individual nature of the health consequences of human trafficking, there needs to be an understanding that adults and children are vulnerable for different reasons and anti-human trafficking strategies must be targeted, recognizing their different rights,

needs and capacities. Panellists concluded that prevention, protection and empowerment within a human rights context were the basic dimensions of successful anti-human trafficking initiatives.

31. Another panel examined the links between transnational organized crime and human trafficking. It was concluded that more research could confirm these links and that using a business model approach to analysing transnational organized crime groups could shed light on modus operandi, hierarchical structures, how the groups choose to pursue profit-making criminal activities, and how they operate efficiently, including through transnational cooperation.

Recommendations

32. All panels and workshops made recommendations for improved research and for concerted efforts at data collection in order to promote the pooling of capacities to improve criminal justice responses; to better understand the operations of transnational organized crime groups; to better target health care; maximize the use of media; and find better ways to prevent sexual exploitation and trafficking, especially of children. Adequate legislation at the national level was also deemed as essential in enabling improved research.

33. Collaboration with traditional (i.e., law enforcement) and creative partners (i.e., the media) was also recommended as a way to improve research; aid to law enforcement in countries of origin, transit and destination; provide improved health-care interventions and fight transnational organized crime groups. The media, for instance, can become a powerful tool to spread awareness and understanding of human trafficking. Media panellists recommended training for journalists to enable them to be more informed partners and offered their support to UN.GIFT to elaborate a journalists' code of conduct.

34. Private sector partnerships were proposed as a means to empower children and young people through the provision of sustainable livelihoods and ensuring safe and regulated working conditions, income generation and career development opportunities, among other things. There was agreement that non-law enforcement professionals also could play a key role in assisting law enforcement in analysing the operations of transnational organized crime groups through the business model context.

35. Panellists also made recommendations specific to the issue of child trafficking for sexual exploitation. A comprehensive approach to preventing child trafficking was advocated that included strengthening national and community-based child protection systems that prevent and respond to violence, exploitation and abuse and that empower children and young people. It was suggested that including children in developing social policies and anti-human trafficking measures should be part of the process.

36. All of the sessions on impact emphasized the need to put anti-human trafficking activities within a human rights context. It was concluded that prevention measures must address the root causes of vulnerability, such as social, economic and structural factors.

c.3 Action

37. The Trafficking Protocol provides a comprehensive strategic approach to combating trafficking in human beings. A lack of clarity related to basic terms and definitions, national political concerns and uncertainty regarding what measures work and what do not, have contributed to a lack of systematic and consistent implementation and sustainable action.

38. The Vienna Forum gave participants the opportunity to review major regional anti-trafficking strategies and national responses, sharing from their own experiences and identifying elements that constitute best practices.

Summary of discussions and findings

39. Action against human trafficking covers a broad range of subjects, which were reflected in the variety of panels and workshops held under the action theme. The discussions yielded many common elements and panellists consistently referred to the need for a balanced approach that enforces the law while protecting the human rights of victims.

40. The concept of victim-centred, multi-agency and multi-partner cooperation was emphasized by virtually every panel and workshop as necessary for coherent and coordinated anti-human trafficking strategies. For example, alliances between business and labour organizations and governments can support victim services, create employment opportunities, safeguard the workforce and address supply chain management issues. Multiple stakeholder efforts can also facilitate the rehabilitation and reintegration process of victims and encourage cooperation with relevant parties within and across borders. Technology can enhance efforts by allowing law enforcement to take advantage of the “borderless” electronic environment to encourage the sharing of information. Panellists also recognized the challenges to collaborative efforts, discussing the value of a holistic, multi-disciplinary approach to developing cooperative frameworks, taking victims and their rights into account along with criminal justice needs. The partnership concept also extended to the public with the idea that there was a way for everyone to contribute to anti-human trafficking efforts.

41. Another consistent theme of panel and workshop discussions was the need for adequate legislation criminalizing all forms of trafficking in persons, as called for in the Trafficking Protocol. It was recognized that the Protocol marked a significant milestone in international efforts to combat trafficking in persons, as it was the first global legally binding instrument with an agreed definition of the offence of human trafficking. It was deemed crucial that States translate all provisions of the Trafficking Protocol into their national legislative framework. The need for States to also consider addressing in national legislation additional issues, such as the non-punishment of victims of trafficking for acts stemming directly from their situation as victims or the definition of the “exploitation of prostitution of others” and “sexual exploitation”, was also discussed. One panel concluded that while there were sufficient international legal instruments dealing with human trafficking, their implementation was lagging. Adequate labour laws were also necessary, and there was some agreement that governments should speed up ratification and implementation of relevant International Labour Organization (ILO) conventions. It was stressed that implementation takes political will and funding.

42. Several panels and workshops emphasized that national reporting and monitoring mechanisms were crucial in assessing the scope of a country's human trafficking problem and in identifying policy gaps, reveal new trends and elaborate adequate recommendations. It was also contended that monitoring mechanisms could enhance national implementation of conventions and international instruments.

43. A number of other important points were made, including the opportunity to use technology to come up with creative ways to prevent human trafficking and ensnare traffickers; identify and interrupt potential cases of trafficking; track electronic financial flows for purchasing child pornography; and computer-based training for criminal justice practitioners. Additionally, the concept of shifting prevention efforts from predominately focusing on supply in countries of origin to demand in destination countries was discussed. It was argued, though, that advocacy campaigns focusing on human rights issues have been more successful than the more common campaigns addressing demand. As with the panels and workshops conducted under the themes of vulnerability and impact, research was again emphasized as critical. The discussions about research related to the action theme focused on data collection to identify those likely to become victims and to find gaps in protection systems.

44. Within the framework of every panel and workshop discussion was the need to place the human rights of victims at the centre of all efforts, especially to create a safe and secure environment for victims when participating in criminal investigations.

Recommendations

45. An overriding emphasis was placed on the concept that keeping the best interests of victims in mind supports human rights and serves the interests of the criminal justice system in achieving prosecutions. All actions must be put into the context of human rights and gender sensitivity.

46. Partnerships and alliances were deemed essential in preventing and fighting human trafficking. One panel proposed the extension of the guiding framework of the three Ps (prevention, protection and prosecution) to a fourth P of "partnership". It was recognized that building alliances served many purposes in the fight against trafficking in persons and that such alliances should be pursued more actively by all stakeholders. Multi-agency cooperation on prevention and identification of victims, and coordination between State authorities and civil society organizations for the return and reintegration process was necessary and should be institutionalized with representative memberships and clearly delineated roles and responsibilities.

47. Social dialogue between employers' organizations, governments and civil society was seen as another important partnership mechanism to prevent trafficking in persons and reintegrate victims into the labour market. Such partnerships were proposed, as ways to help create employment opportunities, which panellists concluded were essential for eradicating forced labour. Another recommendation was to pursue partnerships with the private sector to find dynamic ways to take advantage of the opportunities technology can offer in developing training tools, raising awareness, protecting victims and conducting research. Panellists proposed UN.GIFT as a facilitator for alliances.

48. Emphasis was also placed on the need to implement relevant anti-trafficking laws and adapt national laws to international anti-trafficking standards. Laws must be comprehensive, criminalizing all forms of trafficking in persons, taking into account national contexts. Relevant ILO conventions must be signed, ratified and implemented. Labour laws need to include strong labour inspection systems and must cover all workers in the formal and informal economies.

49. Panellists also concluded that national monitoring and reporting mechanisms must be established in addition to international reporting mechanisms.

c.4 Special sessions

Summary of discussions and findings

50. A series of special sessions were held to discuss additional challenges to preventing and combating human trafficking, and to highlight innovative tools and partnerships.

51. In the panel on “obstacles to international cooperation in fighting trafficking in persons”, a key point of discussion was the necessity of implementing the provisions of the UNTOC and its supplementary Trafficking Protocol, particularly related to international judicial cooperation and information exchange. The need for a holistic approach to promote coordination among stakeholders was stressed as a facilitator to achieve a more focused response to preventing and countering human trafficking. International cooperative efforts, such as extradition and mutual legal assistance, should take into account differences in the legal systems of States seeking mutual cooperation.

52. A side event on the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime (the Bali Process) focused on what regional consultative processes (RCPs) like the Bali Process could do to support States’ cross-border cooperation efforts.

53. Parliamentarians, who met in a Parliamentary Forum prior to the opening of the Vienna Forum, reinforced the need for putting in place adequate legislation in line with the Trafficking Protocol, and in ratifying and implementing relevant international and regional legal instruments. They acknowledged their role in supporting the development, implementation and enforcement of comprehensive anti-trafficking legislation. Examining the role that parliamentarians can play in the fight against human trafficking, participants agreed that they should make greater use of their traditional functions of law making, oversight, representation and resource allocation. In so doing, they should be guided by the three “Ps”: prevention, prosecution and protection. The concept of expanding partnerships was discussed further as part of two panel sessions on engaging and mobilizing increased private sector involvement in anti-human trafficking efforts. It was concluded that the business community has a special role to play in addressing and reducing the factors that make trafficking in persons profitable and that create the demand for goods and services produced by trafficked persons. While many businesses have shown a willingness to get involved, more awareness and research was needed to understand issues, such as which sectors were susceptible to human trafficking and what measures must be put in place by private companies to prevent and help fight the crime.

54. The establishment of the Women Leaders' Council (WLC) at the Vienna Forum was a further illustration of the types of innovative partnerships encouraged by UN.GIFT. The WLC focused on a specific action agenda to raise awareness on human trafficking through events, public information materials and outreach, and to influence government anti-human trafficking policies and strengthen collaborative efforts.

55. Several events highlighted the role that artists can play in bringing the issue of human trafficking to the public. A number of interactive exhibits were part of the Forum, featuring Emma Thompson's art installation, "The Journey Against Sex Trafficking", a film forum, photo exhibition, cartoon competition and virtual forum. Youth were seen as other potential partners, and discussions focused on developing the potential of young people to build on the creative work they are already undertaking to raise awareness. Young people involved in the Vienna Forum expressed their desire to be seen as part of the solution to eradicating human trafficking and not just as potential victims.

Recommendations

56. Although the subject matter of the special sessions was singular in nature, there were several crosscutting recommendations.

57. The sessions on international cooperation and the Bali Process called for States to develop and implement coordinated means of preventing and combating human trafficking. There was support for the appropriate training of the judiciary and other international cooperation practitioners; the building of networks and partnerships; and the provision of adequate resources for training and technical assistance in developing countries, among other initiatives. Regional consultative processes (RCPs) were identified as a means to support international cooperation and enhance the development of anti-trafficking legislation.

58. Participants in the session on international cooperation and the Parliamentary Forum agreed on the need for States to develop, implement and enforce national legislation to criminalize human trafficking. Parliamentarians also made a specific recommendation to update and finalize the Handbook for Parliamentarians developed for the Vienna Forum, following the Inter-Parliamentary Union Statutory Assembly in Cape Town, South Africa, from 13 to 18 April 2008, to share knowledge and best practices of countries in combating trafficking in persons.

59. Parliamentarians also joined panellists from a number of other sessions in stressing the need to raise public awareness of human trafficking. The WLC committed to a specific agenda of action to target the public and governments through public outreach campaigns and other initiatives. It was recommended that young people build networks to maximize their efforts and continue to develop creative and far-reaching awareness-raising tools.

60. In addition to emphasizing the value of partners such as civil society, women leaders, youth and artists, the private sector was seen as an essential element of anti-human trafficking alliances. It was concluded that concerted efforts to better engage private sector actors were necessary. Additionally, it was proposed that industries should consider developing, adopting, implementing and monitoring a code of conduct related to labour practices. The private sector panel requested that UN.GIFT serve as a coalition of multi-stakeholders that could assist to regulate

businesses and disseminate information on best practices and on-going initiatives in the private sector.

III. Closing session of the Vienna Forum

a. Outlook and innovative initiatives

61. This session was used to showcase good practices in the fight against human trafficking.

62. A representative of the International Centre for Missing and Exploited Children (ICMEC) outlined the organization's technology-based initiatives to stem trafficking, child pornography and child sexual exploitation. A technology coalition of five major online companies was used to develop and deploy technology solutions that disrupted the ability of predators to use the Internet. Additionally, the ICMEC partnered with the National Centre for Missing and Exploited Children and 29 financial institutions and Internet industry leaders to form the Financial Coalition against Child Pornography. The Financial Coalition, covering 90 per cent of the credit card industry, aims to eradicate child pornography by following the flow of funds and shutting down the payment accounts being used by these illegal enterprises. The ICMEC has also established a cyber-tipline that helps establish a clearinghouse for information sharing among the coalition and law enforcement. The goal of the ICMEC and its partners is to stop these crimes by making them too expensive and too risky.

63. The head of Drehschiebe Augarten in Vienna, Austria, presented the model used by this crisis management centre to help identify and repatriate trafficked children to their home countries. The centre establishes a close working relationship with the countries of origin to ensure standard agreements for repatriation and that victims have a secure place to return to upon repatriation. Centres based on this model have been established in Romania and Bulgaria. The working methodology between centres included a six-month monitoring period with social workers and the submission of regular progress reports. The Vienna centre has also undertaken site visits to the countries of origin to confirm and verify the working arrangements.

64. The former head of the South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) presented a counter-trafficking profiling and software system developed by SEESAC for arms smuggling and its potential for adaptation to detect and disrupt human trafficking. He pointed out that arms and people trafficking were both forms of transnational organized crime and they both involved licit companies fronted by businesses licensed to engage in activities that facilitate the movement of goods and people. It was further pointed out that wherever traffickers operated, they would leave traces, which could be used to help create generic profile indicators. These profile indicators, combined with risk assessments and ratings systems could again be used to develop easy-to-use software. Adapting this type of software required information from front-line experts on trafficking networks and their models.

b. Closing of the Vienna Forum

65. Dr. Helga Konrad, an international consultant on combating trafficking in persons, led the closing remarks. She emphasized that dialogue is important but not enough. Political will to implement relevant laws and commitments is necessary, along with cooperation. Everything, however, must lead to expedient action to produce meaningful results. Better research must lead to better monitoring and evaluation to improve responses to human trafficking. Dr. Konrad contended that law enforcement should ensure a victim-centred approach because the primary reason to fight human trafficking is the harm it causes people.

66. The Chairperson of the Vienna Forum, H.E. Ms. Renuka Chowdhury, Minister of Women and Child Development of India, presented the Chairperson's summary. Minister Chowdhury stressed the need to aggressively address all forms of exploitation, including forced labour, and underscored UN.GIFT's critical role in continuing to build and expand alliances. She stated that the Vienna Forum met its immediate objectives but that meaningful actions must follow useful dialogue. She also reiterated some of the salient findings of the panels and workshops, such as the need for more monitoring and research, the important role of governments in combating trafficking and the value of innovative partnerships.

67. In his closing remarks the Executive Director of UNODC noted the successful completion of the Vienna Forum and called for greater impact in fighting human trafficking. He acknowledged that the Forum had raised awareness, pointed out the critical lack of a mechanism for reviewing implementation of the Trafficking Protocol and other related international instruments, and he also called for expediting implementation by State Parties to the Protocol. He stressed that the ideas discussed at the Forum must become concrete, building on initiatives like those presented at the closing session, on how to track the finances of trafficking and disrupt trafficking routes and better protect the victims. He cited a number of enabling factors necessary to move forward, such as more resources, an improved knowledge base and strengthening alliances. He urged participants to tackle the issues of supply and demand, gender-based exploitation and forced labour. The Executive Director emphasized that the Vienna Forum was just the beginning of the process and that it was urgent to build on the momentum and energy generated by the Forum.

IV. Conclusion

68. The objectives of the Vienna Forum were to raise awareness about human trafficking, forge new partnerships and facilitate cooperation. UN.GIFT designed the Forum within this framework to take stock of actions already underway and to share these experiences with the broadest range of stakeholders, generating discussion and highlighting innovative approaches to combating human trafficking.

a. Awareness-raising

69. Broad-based participation in the Vienna Forum and high profile media attention raised the visibility of the issue of trafficking in persons. Over 4,500 media articles resulted, many carried by leading international and national news organizations. Panel sessions, workshops and side events were often filled to

capacity, and the general public flooded special exhibits like Emma Thompson's "The Journey Against Sex Trafficking", film screenings and photo exhibits.

b. Forging new partnerships and facilitating cooperation

70. One of UN.GIFT's aims is to expand alliances. The Forum proved that this can be done creatively with a variety of partners, such as the private sector, the media and trade unions. In fact, a key recommendation from one of the panels was to extend the three Ps of prevention, protection and prosecution to the fourth P of "partnership".

71. The Forum produced tangible manifestations of alliance building. The Women Leaders' Council (WLC) was launched. Its make-up is a microcosm of the partnerships encouraged by UN.GIFT, with a membership that includes political figures, diplomats, business leaders, entertainers and others. The private sector and the media also stepped up as active partners. Private sector participants suggested establishing an advisory board under the UN.GIFT umbrella, and members of the media panel offered to support UN.GIFT in elaborating a code of conduct for media and in training journalists to enable them to become more informed partners in the fight against trafficking.

c. Future actions and recommendations

72. The Vienna Forum set the path for future anti-trafficking efforts. The Chairperson's summary emphasized the need to aggressively address all forms of exploitation, including forced labour, and underscored UN.GIFT's critical role in continuing to build and expand alliances.

73. As stated by the Chairperson, the Vienna Forum met its immediate objectives but action must follow through technical assistance and international cooperation – essential for national capacity building for the implementation of the UNTOC and the Trafficking Protocol. Every panel and workshop produced a number of recommendations and proposals for future actions, many expressing common themes for action across topic areas.

74. Emphasis was placed on the need for adequate national legislation to cover all aspects of trafficking; this included ratifying and implementing the Trafficking Protocol and other relevant international instruments. Within this context, virtually all panels and workshops focused on the need for a victim-centred, human rights approach to preventing and combating trafficking in persons with an understanding that supporting victims can also positively impact criminal justice actions.

75. Increased research was generally agreed on as the cornerstone of more effective action against trafficking in persons. More knowledge is necessary to fill in the crucial information gaps that will allow the design of adequate anti-trafficking policies.

76. Participants highlighted the need for increased cooperation between relevant agencies, civil society and the private sector within countries and on an international level. UN.GIFT was seen as an important facilitator for expanding cooperative and innovative alliances.

77. There was a call for a greater effort to confront all aspects of trafficking, including sexual exploitation and forced labour. Labour market stakeholders –

employers' organizations, trade unions, businesses and others – need to become more active partners in ensuring labour rights and labour protections to prevent forced labour and address it where it already exists.

78. Awareness-raising was a cross-cutting activity for all aspects of combating trafficking in persons. Participants in virtually every panel and workshop saw value in awareness-raising activities, whether for front-line law enforcement to aid in victim identification, to enlighten private sector businesses or to alert potential victims and the general public.

79. Finally, as expressed by many panellists and speakers, several critical issues were identified that remain to be addressed. Research needs to lead to achievement indicators that can be used as a baseline against which appropriate monitoring and evaluation mechanisms can be developed and implemented. Also, the question of the nature of appropriate monitoring mechanisms needs to be more thoroughly addressed.

80. There was widespread agreement that the root causes of human trafficking must be confronted using a balanced approach, but increased attention needs to be placed on how to reduce demand for trafficked persons in destination countries.

81. The Chairperson expressed the sentiment of participants in the Chairperson's summary by pointing out that to follow up on the momentum generated by the Vienna Forum, there is an obligation to convert dialogue it into action to eradicate human trafficking.

Annex I

VIENNA FORUM: AGENDA

TUESDAY, 12 FEBRUARY 2008: SPECIAL EVENT

TIME	EVENT
09:00 – 17:00	Parliamentary Forum (Closed meeting)

WEDNESDAY, 13 FEBRUARY 2008: FORUM DAY I

TIME	EVENT
08:00 – 18:00	Exhibitions
09:30 – 12:30	001: Opening session
12:30 – 14:30	Lunch
14:30 – 16:00	<u>Sessions I:</u> 002: First plenary session 010: Supply Chain Management 005: Proactive Prevention – What Works! 006: Criminal Justice Responses to Human Trafficking
16:00 – 17:30	<u>Sessions II:</u> 007: From Protection to Prosecution 032: Special Event: Role of the Private Sector I
19:00 – 22:00	Welcome Reception Hofburg

THURSDAY, 14 FEBRUARY 2008: FORUM DAY II

TIME	EVENT
08:00 – 18:00	Exhibitions
09:00 – 10:00	008: Second plenary session – Presentations
10:00 – 11:00	029: The Women Leaders' Council
11:00 – 12:30	<u>Sessions III:</u> 009: Communities in Crisis 004: Demand for Forced Labour and Sexual Exploitation 011: Human Trafficking for the Removal of Organs and Body Parts 012: The Role of Media in Building Images
11:00 – 12:30	013: Special Event: The Role of Women Leaders (Closed session)

12:30 – 14:00	035: Side Event: The Bali Process: A Model for Regional Cooperation in the Fight against Human Trafficking
12:30 – 14:30	Lunch
14:30 – 16:00	<u>Sessions IV:</u>
	014: Health and Human Trafficking
	015: National and Regional Responses
	016: Profiling the Traffickers
	017: Technology and Human Trafficking
14:30 – 17:30	018: International Cooperation
14:30 – 17:30	030: The Role of Religious Communities
14:30 – 16:00	031: The Role of Youth
14:30 – 16:00	033: Special Event: The Role of the Private Sector II
16:00 – 17:30	<u>Sessions V:</u>
	019: The Roles of Employers' Organizations, Businesses and Trade Unions in Combating Trafficking for Labour Exploitation
	020: Corruption and Human Trafficking
	021: Health and Human Trafficking
16:00 – 17:30	034: Special Event: The Role of the Arts
19:30 – 23:00	Film Forum – Panel Discussion

FRIDAY, 15 FEBRUARY 2008: FORUM DAY III

TIME	EVENT
08:00 – 18:00	Exhibitions
09:30 – 11:00	<u>Sessions VI:</u>
	022: Consequences of Sexual Exploitation, Especially on Women and Children
	023: The Effectiveness of Legal Frameworks and Anti-Trafficking Legislation
	024: Quantifying Human Trafficking
	025: Building the Bridges – Civil Society Organizations/Law Enforcement Cooperation
11:00 – 12:30	<u>Sessions VII:</u>
	026: Repatriation and Re-integration of Victims of Human Trafficking
	027: Transnational Organized Crime – Impact from Source to Destination
12:30 – 14:00	Lunch

14:00 – 16:00	028: Closing session
14:00 – 15:00	Part I: Innovative Initiatives
15:00 – 16:00	Part I: Conclusion of the Vienna Forum

Annex II

SUMMARY OF THE CHAIRPERSON

The chairperson delivered a final statement containing a summary of the salient points of the Vienna Forum. The remarks are reproduced below:

“Colleagues, delegates, ladies and gentlemen, good afternoon.

It hasn’t been an easy three days, ladies and gentlemen, delegates. We’ve all met here collectively, and it evolved into a fabulous human resource pool. We have had some fabulous suggestions, amazing inputs, some excellent good practices and some valuable ways forward.

Now to summarize all of that and put it into black and white letters was indeed very, very difficult, and we’ve had a lot of help from a lot of people who helped draft this and didn’t get much sleep. And all of us who have had sleepless nights wondering what to do with human trafficking, we are going to be going back this afternoon assured that we have found a way forward.

Now these are the closing moments of the Vienna Forum, and don’t panic if you’ve gotten a text circulated earlier, there are going to be some small slight differences, which have been with the consent of all the people here together. It is going to be pretty much what we had drafted earlier, but with some changes. A final text copy will be circulated later for those who want to take it home just to remember.

I want to highlight the discussion held over the last three days, particularly focusing on some of the innovative ideas, in the hope that the momentum that we have generated collectively here this afternoon and throughout the course of this Forum will continue to build until we eradicate this hideous crime of human trafficking. I think that is something that we all agree on.

The adoption of the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children and other related UN conventions and instruments precipitated intense activity around the world to stop trafficking in persons. The Protocol, along with individual country programmes and laws, are the basis from which future actions to fight human trafficking must be derived, with the human rights of trafficked persons, particularly women and children, at the centre of all of our collective efforts.

Much work has been undertaken at all levels to address this crime. The United Nations Global Initiative to Fight Human Trafficking (UN.GIFT), as we call it conveniently, is a response to collectively address human trafficking in a multi-faceted manner by bringing together partners from within and outside the UN. The justification for the Initiative is simple, isn’t it? Human trafficking is a crime of such magnitude that no one, acting alone, can halt it. Collectively we can fight it.

The objectives of the Vienna Forum were to raise awareness, facilitate cooperation and forge partnerships among the various stakeholders. UN.GIFT designed the Forum within this framework to take stock of what has been done already and to share these experiences with the broadest range of stakeholders, thus

generating dynamic discussions and highlighting innovative approaches to combating human trafficking.

I can say with a fair share of confidence that the Vienna Forum successfully accomplished this task and met its objectives. One of the UN.GIFT's aims is to expand its alliances, and the Forum proved that not only can this be done, but it can be done creatively with new and existing partners, such as the private sector, the media, trade unions and, most important of all, women leaders.

The Forum was organized around three themes, which reflect the key issues that need to be addressed in a comprehensive anti-trafficking strategy: vulnerability, impact and action. I want to focus on the final theme as the way to point us forward at the closing of this Forum.

The governments

Many states that have signed or ratified the Trafficking Protocol have adopted new laws or amended existing laws and legislation to translate the Protocol into action. The Parliamentary Forum recognized the importance of these actions and the need for more countries to take similar measures. The critical role of national governments was recognized in combating human trafficking. I do believe it is a vital threshold from which we can take things forward.

Private sector and international employers' organizations

Private sector and international employers' organizations and their representatives expressed the need for ensuring anti-trafficking provisions within their supply chain purchasing practices, as we just heard the Gap [Dan Henkle, Vice President for Social Responsibility, Gap, Inc.] talking eloquently – I'm calling you the Gap because that's your brand equity.

They called for proactive measures to address the ways in which the globalized economy generates supply and demand for trafficking. The representatives also asked for practical tools to keep supply chains in line with national and international standards and for increased efforts to raise awareness of employers and employees, while remaining sensitive to regional value systems and practices. We really mustn't go flatfooted, trampling over regional sensitivities.

Overall, the private sector recognised the need for UN.GIFT to act as a facilitator in the fight against human trafficking and offered its services in an advisory capacity.

Civil society

Civil society organizations emphasized their role in providing support to victims and engaging in capacity building and advocacy efforts on the ground, where the problems lie. New alliances between all civil society and other partners were recognized as very powerful tools. Panellists also highlighted the importance of institutionalizing the working relationship between state authorities and civil society organizations.

Media

Media – which I do believe is the key to opening up mindsets – media reporting on human trafficking is extensive, begging the question: is all publicity good publicity? Do we really need it that way? Discussion centred on how to ensure that media has a positive effect in the fight against trafficking. The exchange of experiences in this session illustrated the value of this type of dialogue by exposing the need for broader awareness of existing victim-centred guidelines for journalists.

Youth

Now the world is getting younger in many ways. We see younger people coming into the mainstream, younger achievers across the world, and youth should be seen as part of the solution and not just as those who are vulnerable or in need of rescue alone. It was suggested that youth can provide innovative tools to raise awareness about trafficking amongst their peers, teachers, parents and in their communities. Innovative tools presented included youth-led film productions, role-plays and music montages to raise awareness on trafficking in persons. And I do believe youth can really do that very, very effectively.

Comprehensive approach to the issue

During the Forum, we also heard about the need to address all forms of human trafficking. We must understand that. While attention is often given to trafficking for the purpose of sexual exploitation, much more needs to be done to address other forms of exploitation. In many cases, global standards exist but broad compliance remains a problem.

We heard repeatedly in the Forum about addressing the root causes of human trafficking and the need for abolishing the demand that fuels human trafficking. We don't need rocket technology for us to understand that demand raises the bar for supply, and we need to address that and contain it.

The need for a victim-centred approach was stressed, especially with a view to reconciling interests and promoting understanding between victim service providers and law enforcement.

Technical assistance and international cooperation are essential for national capacity building for the implementation of the UNTOC [United Nations Convention against Transnational Organized Crime] and the Protocol on human trafficking.

Monitoring and research

We heard repeatedly in this Forum about the need to deepen the global understanding of human trafficking based on solid research. Gathering accurate information is necessary to understand where the major information gaps are to provide officials a sound basis for national responses to trafficking in persons. Participants also highlighted the importance of monitoring the progress in the implementation of the Trafficking Protocol by their respective governments.

What works

In all panels, we have seen what works. We have learned about useful tools as well as good and innovative practices. They are not uniformly applicable, of course, to all countries nor can they be uniformly scaled up, but there are many practical examples that reduce vulnerability, address impacts and lay the groundwork for action. And, more importantly, will show us what it is to be politically correct and help set direction in that way.

Cooperation must be sustained, otherwise it would be failing, recognizing shared goals and differentiated responsibilities, extending the guiding framework of the three Ps (prevention, protection and prosecution) to a final fourth P – which is ‘Partnerships’. So we have the four Ps that we need to look at and put into action.

Finally, of course, we have heard a great deal over the last week about the importance of moving beyond talk into taking action. Sessions in this Forum have been full, often spilling over into the hallways, and you have proven that a good dialogue can happen and that it is so vitally necessary.

UN.GIFT is moving forward. The alliances are growing. Now we have an obligation to take action and gather speed on the path to eradicating human trafficking.

Ladies and gentlemen, I am not going to say farewell or goodbye, because I believe it is only an interlude for all of us before we meet the next time with achievements, with better understanding, holding hands in both partnerships and friendships where we will gather again to share this knowledge. So, I will wish you all most strength to your elbow in this fight against this biggest obscenity on supposedly a civilized society, that of human trafficking.

I know, I know that some of us are going back with a burning passion and anger that we have even allowed this to happen. We are going to go back with innovative ways to see how we can influence our respective nations and governments. We are going to go back because we have to move forward, and we will move forward into a society that is strong enough to protect the children, right enough to bestow the gift of childhood onto these children and that we are brave enough to speak the inconvenient truths.

I wish you all strength and my prayer that our paths will cross again. Good luck, God speed and see you again.”
