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**Conference of the Parties to the United Nations**  
**Convention against Transnational Organized Crime**  
Third session  
Vienna, 9-18 October 2006

**Inter-agency coordination meeting on collaborative  
interventions to counter trafficking in persons,  
held in Tokyo on 26 and 27 September 2006**

**Report of the Secretariat**

V.06-57611 (E)



## **I. Background**

The Inter-agency coordination meeting is a result of a resolution of the ECOSOC requesting intergovernmental agencies to further cooperate in order to strengthen technical assistance provided to countries in the area of human trafficking. It is also in accordance with the conclusions of consultations initiated by the High Level Committee on Programmes of the Chief Executives Board of the United Nations (CEB-HLCP) among agencies of the UN system and relevant inter-governmental organizations.

### **1. ECOSOC Resolution**

At the 15<sup>th</sup> session of the United Nations Commission on Crime Prevention and Criminal Justice, Member States proposed, discussed and supported a draft resolution on trafficking in persons issues, to be submitted for adoption to the Economic and Social Council. This resolution, *Strengthening international cooperation in preventing and combating trafficking in persons and protecting victims of such trafficking*, was adopted by the Council on 27 July 2006 (Res. 2006/27).

Paragraph 16 of the resolution “(...) requests the United Nations Office on Drugs and Crime to organize a meeting on technical assistance for Member States in order to coordinate, with due regard to the work of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime, the work of agencies and bodies of the United Nations system, as well as other relevant intergovernmental organizations, within available extrabudgetary resources, not excluding the use of existing resources from the regular budget of the Office”.

The United Nations Office on Drugs and Crime welcomed the offer made by the Government of Japan to host such an event in Tokyo.

### **2. Chief Executives Board – High Level Committee on Programmes (CEB -HLCP)**

The High Level Committee on Programmes of the Chief Executives Board of the United Nations (CEB-HLCP) initiated a consultation amongst UN agencies and other relevant inter-governmental organizations on the issue of transnational crime.

In its First Regular Session of 2004, the CEB endorsed a series of measures aimed at forging a strategic system-wide response to transnational crime. UNODC acted as the focal point for this process. A progress report on the implementation of these measures was presented to the High Level Committee on Programmes of the CEB at its April 2004 meeting.

In June 2004, United Nations entities identified focal points to be responsible for following up on the CEB recommendations and they reported on measures taken. UNODC was identified as the agency entrusted with coordination<sup>1</sup>.

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<sup>1</sup> CEB/2004/HCLP/CRP.3

In September 2004 the CEB reviewed the initial phase of information collection among agencies<sup>2</sup> on the four measures identified at its April 2004 meeting<sup>3</sup>. One of the areas was: *Collaborative interventions to counter the trafficking in human beings and the smuggling of migrants, including responding to the vulnerability of trafficking victims to HIV/AIDS*. The papers contained a series of detailed recommendations for possible areas of joint working amongst the agencies of the UN system, in order to ensure that the objectives of the CEB process were taken forward.

In February 2005, the CEB endorsed eight specific system-wide actions in countering transnational organized crime:

- (a) implementation of the relevant international instruments
- (b) system wide information collection, analysis and reporting
- (c) developing a preventive approach within the UN system
- (d) joint activities and projects
- (e) enhanced cooperation with identified external agencies
- (f) inclusion in UN country level interventions
- (g) promotion of best practices
- (h) raising awareness of the UN System response.<sup>4</sup>

In April 2005 the CEB took note of the progress and endorsed the proposed programme of action contained in the Joint Action to Curb Transnational Organized Crime Note <sup>5</sup> (Annex A of CEB/2005/HLCO/IX/CRP.7).

All agencies contacted provided comprehensive answers with regards to anti-human trafficking activities, in particular in relation to their mandates, activities and recommendations to improve interagency cooperation and identified obstacles to such cooperation. (Mandate of each organization in relation to trafficking in persons, see Annex 1)

#### *Areas of interagency cooperation and hindrances identified<sup>6</sup>*

Based on responses to questionnaires filled in by the agencies listed above in footnote 3, specific recommendations for trafficking in persons activities were made to encourage agencies to cooperate in the following areas:

- Information, including website, database and evaluated practices
- Coordination of technical assistance
- Field level coordination, including joint programming when appropriate for protection, including awareness raising and victim support
- Training
- Promoting system-wide use of international instruments

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<sup>2</sup> CEB/2004/7

<sup>3</sup> Agencies having answered the questionnaire are: OHCHR, UNDAW, DPKO, UNICRI, UNHCR, UNIFEM, UNFPA, UNAIDS, UNDP, UNICEF, UNODC, IOM, WHO, ILO, UNESCO, ICAO, ICPO-Interpol. (UNCTAD was sent the questionnaire about HT and HIV/AIDS but said it is not part of their mandate).

<sup>4</sup> CEB/2005/4

<sup>5</sup> CEB/2005/1

<sup>6</sup> Based on Annex B Collaborative interventions to counter the trafficking in human beings and the smuggling of migrants, including responding to the vulnerability of trafficking victims to HIV/AIDS – Progress Report – Follow-up to CEB/HLCP decisions – CEB/2004/HLCP/VIII/CRP.4 9 September 2004.

Obstacles to inter-agency cooperation include the failure to share meaningful project data between counterparts, particularly because other agencies are often perceived not only as collaborators, but also as competitors for scarce resources. This leads to a lack of knowledge about activities undertaken by other organizations both at HQ and Field levels often leading to duplication and waste of funds.

It was proposed by the CEB, that given the particular challenges of the subject area and the number of issues and agencies involved, a UN interagency mechanism on trafficking in persons be established, which would include other relevant agencies.<sup>7</sup>

## **II. Collaborative measures to enhance the impact of technical assistance activities for Member States and the establishment of an interagency coordination group.**

### **1. Interagency coordination group**

Based on the recommendations of the CEB-HLCP on the need for improved coordination and cooperation among the organization concerned in the five aforementioned areas and ECOSOC Resolution 2006/27, the participating organizations of the inter agency coordination meeting decided to continue its work and proposed the creation of a coordination group with the following terms of reference:

Name: Inter-Agency Cooperation Group Against Trafficking in Persons (ICAT)

Participants: ILO, IOM, UNICEF, UNIFEM, UNDAW, UNHCR and UNODC. It is proposed that, subject to their interest, additional participants might include at least OHCHR, DPKO, UNICRI, UNFPA, UNAIDS, UNDP, UNESCO, ICAO, ICPO-Interpol, and World Bank

ICAT's overall aim is to improve coordination and cooperation between UN agencies and other international organizations to facilitate a holistic approach to preventing and combating trafficking in persons including protection of and support for victims of trafficking.

#### **ICAT's functions will include:**

- To provide a platform for exchange of information, experiences and good practices on anti-trafficking activities of the partner agencies to share with Governments, international and regional organizations, NGOs and other relevant bodies.
- To encourage, support and review the activities of the UN and other international organizations with the aim of ensuring a full and comprehensive implementation of all international instruments and standards of relevance for the prevention and combating of trafficking in persons and protection of and support for victims of trafficking.
- Drawing on the comparative advantage of the respective agencies, to promote effective and efficient use of existing resources, using, to the extent possible, mechanisms already in place at the regional and national level.

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<sup>7</sup> CEB/2005/HLCP/IX/CRP.7 Annex A.

### **Organization of work:**

- ICAT will meet at least once a year. UNODC will assume the principle responsibility for convening the meetings of ICAT and circulating the reports.
- An ICAT website will be established including links to participating organizations, calendar of events, information on technical cooperation activities, publications, good practice examples and other relevant information.
- A database on activities against trafficking in persons will be established including information on both national, regional and global projects undertaken individually by each of the participating organizations, and national, regional and global projects undertaken jointly by two or more participating organizations.
- Joint action will be initiated for the development of global indicators on trafficking in persons.

The meeting agreed on an initial workplan including the following activities:

- Report of the coordination meeting will be distributed;
- Joint ICAT report will be compiled;
- Database on activities against trafficking in persons will be initiated;
- Existing guidelines and training material on trafficking in persons produced by the participating organizations will be compiled;
- ICAT pilot website will be designed within the limits of available resources.

### **Other issues**

The participants referred to the various initiatives underway within United Nations and other international fora to promote interagency coordination and expressed their hope that the present initiative will contribute to such deliberations.

## Annex 1

### **Mandate of each organization in relation to trafficking in persons**

#### *DPKO – Department for Peace Keeping Operations*

The department's operations are not directly mandated and do not have the capacity to address organized crime directly but they have grown increasingly aware of the need to identify and track the threat of organized crime from the earlier stages of peace keeping operations and to make sure that all UN peacekeeping personnel are required to maintain the highest standards of integrity and conduct.

#### *ICAO – International Civil Aviation Organization*

ICAO establishes standards for travel documents and immigration inspection procedures and develops measures to tackle security problems related to implementation of these standards, for example procedures for dealing with inadmissible persons as well as the interception of fraudulent, falsified or counterfeit travel documents. ICAO Contracting States have also resolved to cooperate and assist one another to protect the security and integrity of passports by, for example, establishing controls on the lawful creation and issuance of travel documents and notifying one another of lost or stolen passports.

#### *ILO – International Labour Organization*

The mandate of ILO is to provide for the protection of the interests of workers when employed in countries other than their own, noting that labour is not a commodity. The Conventions adopted by ILO that are of most relevance are those on forced labour, child labour and its worst forms, and migrant workers. Other relevant ILO Conventions include those on gender equality and discrimination, employment policy, employment agencies, labour inspection, safety and health at work.

#### *INTERPOL – International Criminal Police Organization*

The Human Beings Sub-Directorate of Interpol has a specific responsibility to coordinate and develop projects to combat the trafficking of human beings. Their focus is on the organized criminal organizations involved. The information the organization collates is analyzed and the findings disseminated to its Member States.

#### *IOM – International Organization for Migration*

IOM is committed to the principle that humane and orderly migration benefits migrants and society.

As an intergovernmental organization, IOM acts with its partners in the international community to do the following:

- Assist in meeting the operational challenges of migration

- Advance understanding of migration issues
- Encourage social and economic development through migration and
- Uphold the human dignity and well being of migrants

IOM approaches counter-trafficking holistically, providing a comprehensive integrated response to prevent the phenomenon, protect the victims through targeted assistance and empower governments and other agencies to combat the existing problem more effectively.

#### *OHCHR – Office of the UN High Commissioner for Human Rights*

Since 1999, the OHCHR has started a programme under the Voluntary Fund for Technical Cooperation and in the Field of Human Rights: Eliminating Trafficking and Protecting the rights of Trafficked Persons. With bi-annual resolutions on trafficking at the Commission on Human Rights, the OHCHR is mandated to address human trafficking at the international, regional and national levels. The establishment of a new mandate for the Special Rapporteur on Trafficking in Human Beings had a steering effect on the activities of OHCHR's anti-trafficking programme.

#### *UNAIDS – Joint UN Programme on HIV/AIDS*

The UNAIDS Secretariat policy on human trafficking is to add its efforts to those combating trafficking as a violation of human rights. Efforts should address its root causes: poverty, limited access to education and gainful employment, and social and cultural attitudes and practices that devalue women, girls and children. The Secretariat promotes law enforcement and other activities to prevent trafficking, protect victims, punish traffickers and target demand for the services of trafficked labourers, women and girls. The Secretariat's policy on HIV/AIDS is to support the efforts and resources of the ten UN system organizations to help the world prevent new infections, care for those already infected, and mitigate the impact of the epidemic. The Secretariat's policy on HIV/AIDS as it relates to human trafficking, in addition to mirroring its policy on human trafficking *per se*, is to argue for voluntary counselling and testing, the provision of HIV care and treatment services and the elimination of stigma and discrimination.

#### *UNDAW – UN Division for the Advancement of Women*

UNDAW services the inter-governmental bodies of the UN such as the GA, the ECOSOC and the Commission on the status of Women for all matters related to gender equality and the advancement of women. It also provides substantive and technical servicing to the Committee on the Elimination of Discrimination against Women which addresses the issue of trafficking in women.

#### *UNESCO – UN Educational, Scientific and Cultural Organization*

The mandate of UNESCO is to promote peace and security through culture, communication, education and sciences. UNESCO aims to provide better understanding of the factors that lead to trafficking in persons, in order to promote culturally appropriate prevention and comprehensive policy responses.

*UNFPA – UN Population Fund*

The complex trafficking issues are seen by UNFPA as being directly related to the focus in the Programme of Action upon gender equality, women's empowerment, violence against women, and reproductive health rights. The area of responsibility of UNFPA is the provision of direct assistance (in terms of sexual, reproductive and psychological health) to victims and survivors of trafficking in the countries of origin, transit and destination.

*UNHCR – UN High Commissioner for Refugees*

UNHCR's involvement with the issue of trafficking is essentially twofold; first, to ensure that asylum-seekers, refugees and other persons of concern do not fall victim to trafficking and, second, to ensure that victims, or potential victims of trafficking, whose claim to international protection falls within the refugee definition are recognized as refugees and afforded international protection. The UNHCR "Guidelines on International Protection: the application of Article 1(A)2 of the 1951 Convention and/or Protocol relating to the Status of Refugees to victims of trafficking and persons at risk of being trafficked" provide detailed guidance on how to apply the different elements of the refugee definition to asylum applications where trafficking is involved.

*UNICEF – UN Children's Fund*

The mandate of UNICEF relates to the protection of children from all forms of violence, abuse and exploitation. In order to protect children from trafficking, UNICEF aims to create a protective environment for all children – one which safeguards them from exploitation and abuse before it happens.

*UNICRI – UN Interregional Crime and Justice Research Institute*

The mandate of UNICRI is to contribute, through research, training, field activities and the collection, exchange and dissemination of information, to the formulation and implementation of improved policies in the field of crime prevention and control, with due regard being paid to the protection of human rights.

*UNIFEM – UN Development Fund for Women*

The mandate of UNIFEM is to support innovative and catalytic activities benefiting women and to promote gender equality in the UN overall system of development cooperation. Since 1997, the strategic plans of UNIFEM have prioritized addressing violence against women as a violation of their human rights and as a development issue.

*UNDP – UN Development Fund*

The core mandate of UNDP is to empower women, men and children who are vulnerable to unsafe mobility and HIV/AIDS. UNDP situates issues of trafficking in persons within the larger framework of mobility and migration, pertaining to voluntary and involuntary movements. UNDP aims to identify the different vulnerabilities faced by women and especially girls at the source, transit and

destination with regards to trafficking and to develop responses for the facilitation of safe mobility within rights-based and gender-sensitive framework.

*UNODC – United Nations Office on Drugs and Crime*

UNODC has a general mandate to address transnational organized crime. The Trafficking in Persons Protocol, supplementing the UN Convention against Transnational Organized Crime (UNTOC), provides the legal and conceptual framework for UNODC work in the area of trafficking in persons. It focuses on the criminal justice system response to human trafficking, but includes provisions on victim protection and preventive measures. UNODC, as the secretariat of the Conference of the Parties to UNTOC and its protocols, is required to “ensure the necessary coordination with the secretariats of relevant international and regional organizations.”

*WHO – World Health Organization*

The general mandate of WHO is to promote the highest possible standard of health care.

**Annex 2**

## Agenda

Inter-agency coordination meeting  
Collaborative Interventions to counter trafficking in persons  
Hosted by the Ministry of Foreign Affairs, Japan  
Conference Room 893, South Wing 8th Floor\*  
2-2-1 Kasumigaseki  
Chiyoda-ku  
Tokyo

**Tuesday 26 September**

- 9.45 – 10.00**

➤ Registration of participants
- 10.00 – 10.30**

➤ Welcoming and introduction of the Representatives
- 10.30 – 11.30**

➤ Discussion: Inter-agency cooperation – Data collection and analysis
- 11.30 – 11.45**

➤ Coffee Break
- 11.45 – 13.00**

➤ Discussion: Inter-agency cooperation – Technical assistance
- 13.00 – 14.00**

➤ Lunch break (Cafeteria “Foresta”)
- 14.00 – 15.30**

Discussion: Inter-agency cooperation – Promotion of Best practice
- 15.30 – 15.45**

➤ Coffee Break
- 15.45 – 17.00**

➤ Prioritization of the areas to be addressed in the short and medium term, taking into consideration the meetings available in the year to come.

**Wednesday 27 September**

***10.00 – 11.15***

- Presentation and discussion of the meeting available (Conference of the Parties and Abu Dhabi International Conference)

***11.15 – 11.30***

- Coffee break

***11.30 – 13.00***

- Discussion of a work plan for carrying out activities as prioritized

***13.00 – 14.00***

- Lunch break (Cafeteria “Foresta”)

***14.00 – 15.30***

- Discussion of the options leading to an inter-agency mechanism

***15.30 – 15.45***

- Coffee break

***15.45 – 17.00***

- Items to be discussed in the next meeting

### **Annex 3**

#### **Participants:**

<b>IOM</b>	Mr. Richard Danziger, Head of Counter Trafficking Department
<b>ILO</b>	Mr. Roger Plant, Head, Special Action Program to Combat Forced Labour
<b>UNICEF</b>	Ms. Karin Landgren, Chief of Child Protection, UNICEF HQ, New York
<b>UNIFEM</b>	Ms. Archana Tamang, Chief, Women's Human Rights and Human Security Unit, New Delhi
<b>UNDAW</b>	Ms. Emanuela Calabrini, Human Rights Officer
<b>UNHCR</b>	Ms. Karolina Lindholm-Billing, Legal Officer, Protection Operations and Legal Advice Section, Division of International Protection Services
<b>UNODC</b>	Ms. Kuniko Ozaki, Director, Division for Treaty Affairs

**Ms. Kristiina Kangaspunta, Chief, Anti-Human Trafficking Unit**