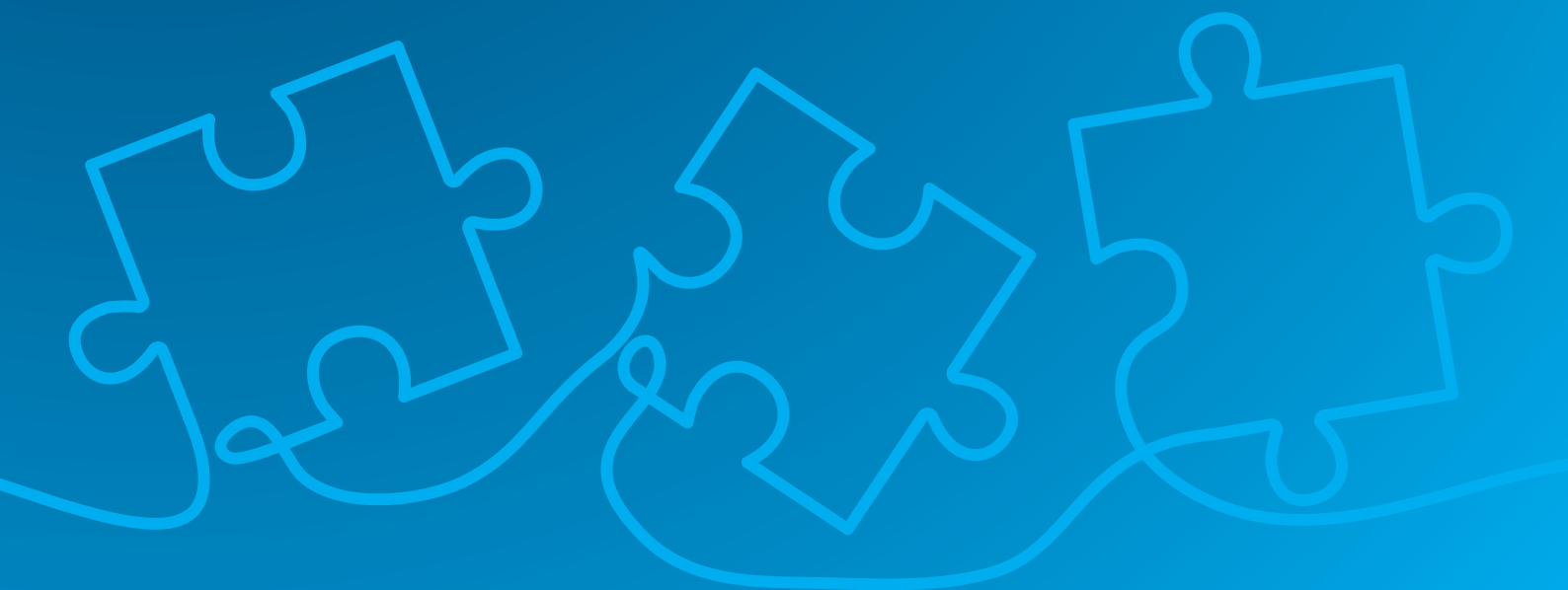


FROM POLICY TO PROTECTION

Promising Practices and Lessons
from OSCE Country Visits
(2021-2025)



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The Organization for Security and Co-operation in Europe (OSCE) is a pan-European security body whose 57 participating States span the geographical area from Vancouver to Vladivostok. Recognized as a regional arrangement under Chapter VIII of the United Nations Charter, the OSCE is a primary instrument for early warning, conflict prevention, crisis management and post-conflict rehabilitation in its area. Its approach to security is unique in being both comprehensive and co-operative: comprehensive in that it deals with three dimensions of security – the human, the politico-military and the economic/environmental. It therefore addresses a wide range of security-related concerns, including human rights, arms control, confidence- and security-building measures, national minorities, democratization, policing strategies, counter-terrorism and economic and environmental activities.

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Contents

- 4 Introduction
- 6 Legislative, Policy, and Institutional
Frame Work
- 8 Identification, Referral, and Protection
for Victims of Trafficking
- 10 Investigation and Prosecution
of Human Trafficking
- 12 Prevention of Human Trafficking
- 14 Conclusion

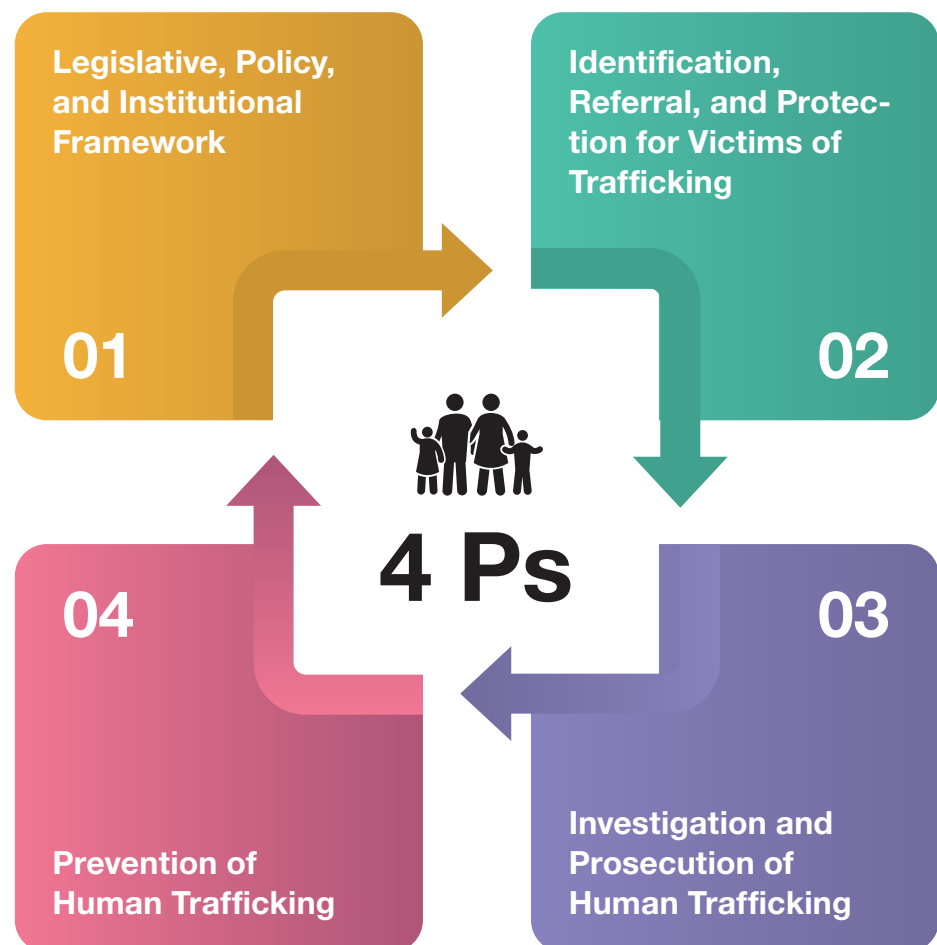
Introduction

Trafficking in Human Beings (THB) remains a pervasive, dynamic and multifaceted crime and severe human rights violation that affects all OSCE participating States. It intersects with issues related to the rule of law, labour markets, inequality and discrimination, corruption, economic deprivation, and migration. This renders the development of a strategic, comprehensive, inclusive and adequately resourced national response across the 4Ps – protection, prosecution, prevention and partnership – that mobilizes all relevant actors essential to combatting this pervasive crime. Country visits conducted by the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings (Special Representative) are a key instrument in promoting such responses.

Country visits stand at the core of the Special Representative and Co-ordinator's mandate to combat human trafficking. Through these visits, the Office establishes a direct and constructive dialogue with participating States on anti-trafficking policy and supports the implementation of OSCE anti-trafficking commitments. Through consultations with government authorities, parliamentarians, law enforcement, judiciary, civil society, and lived-experience experts, the Office identifies areas where responses can be strengthened while highlighting good practices across the OSCE region. After each visit, reports are published that offer targeted recommendations, underline promising practices, outline existing challenges, and provide concrete support for their implementation while raising the profile of anti-trafficking efforts.

The purpose of this publication is to identify and analyse positive practices documented in Country Visit Reports stemming from country visits carried out by the Special Representative between 2021 and 2025 – namely to **Bulgaria (2021), France (2021), Latvia (2022), Norway (2022), Switzerland (2022), the United Kingdom (2022), Kyrgyzstan (2023 and 2024), Finland (2024), Spain (2025), and the Netherlands (2025)**. By highlighting these practices, the publication aims to inform, influence, and encourage OSCE participating States to further strengthen their national frameworks for prevention, protection of victims, and prosecution of human trafficking, thereby contributing towards the fulfilment of OSCE anti-trafficking commitments and more functional, resilient, and forward-looking anti-trafficking responses across the OSCE region.

The OSCE Action Plan to Combat Trafficking in Human Beings contains core commitments for action at the national level, known as the '4 Ps'





Effective anti-trafficking is impossible without a comprehensive and multi-disciplinary anti-trafficking institutional framework, the architecture on which all efforts are built. Between 2021 and 2025, the Special Representative noted several commendable efforts by OSCE participating States. A National Rapporteur or equivalent mechanism is instrumental in aiding States to produce, analyse, utilize, and report on data needed to improve anti-trafficking efforts, as well as on the efficacy and implementation of national legislation requirements.

Finland has both a National Anti-Trafficking Rapporteur (NAR) and a National Anti-Trafficking Co-ordinator (NAC). The NAR role has been performed by the Non-Discrimination Ombudsman since 2009, with dedicated anti-trafficking personnel. The NAR regularly carries out research on a wide array of trafficking issues in Finland, contributing to systematic analysis of the effectiveness of policies and measures undertaken to combat human trafficking. On the government side, the work of Finland's NAR is complemented by the active role taken by the current NAC, who brings together and organizes the work of various anti-trafficking stakeholders to develop and implement the National Action Plans (NAPs) and the National Referral Mechanism (NRM) in a consultative whole-of-society approach, and commissions cutting-edge research on important topics.

The **Dutch** National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children is an independent institution, formally established by law in 2000 and thus the first in the OSCE region. The work of the NAR and the supporting office is funded by four different ministries but remains legally and functionally independent to ensure objective analysis and advice. The NAR has a statutory mandate to conduct research, monitor policy

outcomes, and issue evidence-based recommendations to the government. The NAR analyses the nature and extent of THB in the Netherlands, including identifying emerging trends, such as the rise in criminal exploitation of youth and tech-facilitated trafficking, by gathering data from diverse sources, including the CoMensha, the Immigration and Naturalisation Service, and law enforcement agencies.

In September 2022, following recommendations from the OSCE, **Kyrgyzstan** joined Finland as one of the few OSCE participating States with a designated NAR in its establishment of the institute of the NAR within the Council on Migration and Trafficking in Human Beings of the Jogorku Kenesh (Parliament) and in 2026 was elevated to the First Deputy Speaker. Since then, the NAR has carried out the various analytical and reporting activities, including a large-scale assessment of law enforcement practices with suggestions for improvement.

The complex security threat posed by human trafficking requires an institutional framework that fosters coordinated action. **Bulgaria** and **Norway** have strived to adopt a whole-of-society approach in their efforts to prevent and combat THB. Bulgaria has established local commissions under the guidance of a National Commission for Combating Trafficking in Human Beings (NCCTHB). The NCCTHB Secretariat takes a leading role in designing, implementing, and monitoring national anti-trafficking programs and initiatives, including the annual National Anti-Trafficking and Protection Program jointly with the Permanent Working Group. Norway, on the other hand, brings together diverse stakeholders under one umbrella institution – called A-Krim Centre, composed of Norwegian Labour Inspection Authority, NAV, the police, and the Tax Administration – to identify and address labour-related crimes including those committed with trafficking elements.

The **UK** has also established commendable mechanisms and institutional frameworks for identification and referral of modern slavery and human trafficking victims. Its expansive system of authorised agencies known as ‘First Responders’ are a driving force for identifying victims and ensuring access to the National Referral Mechanism (NRM). They include the police, UK Border Force, Home Office Immigration and Visas, social services, and certain non-governmental organizations such as the Salvation Army, which supports potential victims by listening to their experiences, gathering information for government decision-makers, and working closely with HM Prison Service to raise awareness of modern slavery within the prison system.¹ Of particular note is the Modern Slavery Policy and Evidence Centre, which has adopted an innovative approach to impacting anti-trafficking policies through evidential research, in particular through engagement with survivors. This includes employing a lived experience engagement team, close consultation with survivor organizations, and engaging survivors as interim consultants in the Centre’s research activities. The UK has also established innovative ‘Victim Navigators’ embedded in police teams to engage with victims and provide co-ordination between victims and police investigators. This is a welcome initiative that works towards reducing the fear and anxiety that deter victims from interacting with law enforcement, and is a good practice for other OSCE participating States to follow.

Recognizing the importance of survivor engagement, **the Netherlands** launched the Spiegelgroep (Mirror Group) in 2025, consisting of eight professionals with “lived-through experience” with different backgrounds (types of exploitation, gender, Dutch and other nationalities), to incorporate expertise by experience more structurally in the implementation of the action plan. The lived experience experts, who had already worked with various national organizations and NGOs, are officially hired by CoMensha with funds from the Ministry of Justice budget. The task of the group is to mirror steering boards on implementation of the NAP, as well as to be actively involved in the realization of some actions. The Ministry of Justice is also planning to set up a pool of experts with lived experience for a wide range of policy advice and capacity-building tasks.

Finally, and due to the fundamental importance of the non-punishment principle for victims of THB – particularly in cases of persons exploited for criminal activities – it is worth highlighting that a number of countries have explicitly incorporated it into their legislative framework. Of the Country Visit Reports since 2022, inclusive, **Bulgaria, Latvia, the United Kingdom, Kyrgyzstan, and Spain** list the non-punishment principle for offences carried out as a result of the victim’s trafficking situation. While its scope of application varies between participating States, its availability as a statutory defence (when effectively implemented) represents a positive practice that should be emulated by all OSCE participating States.

A National Rapporteur or equivalent mechanism is instrumental in aiding States to produce, analyse, utilise, and report on data needed to improve anti-trafficking efforts.

1. See The Salvation Army, ‘First Responders’ <https://www.salvationarmy.org.uk/modern-slavery/first-responders>; The Salvation Army, ‘Salvation Army First Responders Reach 3,000-Case Milestone’ (24 March 2025) <https://www.salvationarmy.org.uk/news/salvation-army-first-responders-reach-3000-case-milestone>

Identification, Referral, and Protection for Victims of Trafficking

02



The ‘social path’ to identification offers a framework that substantially reduces the pressure on victims to prove their trafficking situation and provides unconditional access to assistance and protection. By involving social service agencies and civil society, rather than the criminal justice system, the pressure on THB victims to prove their trafficking situation is substantially reduced. Instead of experiencing fear, re-victimisation and further trauma, victims may be provided with short or long-term support, temporary residence and work permits, and a suspension of expulsion orders.

Latvia, pursuant to the Cabinet of Ministers Regulation No. 344, allows a victim’s status to be recognized by a body directing the criminal proceedings or, where the person does not meet the relevant criteria for being considered a victim in the criminal case, a service provider shall establish a commission of specialists, including at least one social worker, psychologist, and lawyer, to assess the person’s status as a trafficking victim. According to civil society organizations consulted during the visit, victims of sexual exploitation are likely to be identified by the Commission, while victims of labour exploitation often choose to co-operate with the criminal proceedings.

Unlike Latvia’s dual identification procedure, in **Finland**, as of 1 January 2023, the National Assistance System (NAS) – a National Centre of Excellence and expert authority in the work against human trafficking – formally identifies trafficking victims and is the only authority whose competence is stated in the amended Reception Law. As a result, all presumed victims admitted in the NAS are considered formally identified victims. Applications to the NAS are submitted through many different stakeholders and, in principle, any public authority or victim service provider can refer a presumed victim. In the first six months of 2024, victims referred by the reception centres (31%) and the Finnish Immigration Service (23%) amounted to more than half of all referrals. Finland’s proactive screening of migrants and asylum seekers for trafficking indicators during the residence permit and asylum application interviews, with a special focus on risk groups such as unaccompanied minors, is a positive step towards fulfilling the State’s duty to arrange effective identification procedures. Finland’s NAS is also accompanied by a dedicated National Action Plan against Labour Exploitation, utilizing a whole-of-society approach with numerous governmental structures and NGOs playing a role in identifying and addressing labour-related crimes, including those committed with trafficking elements.

By involving social service agencies and civil society, rather than the criminal justice system, the pressure on THB victims to prove their trafficking situation is substantially reduced.

Another positive practice from recent Country Reports is **Spain's** operational 'Plan for the protection of the human rights of women and girls who are victims of trafficking, sexual exploitation, and women in contexts of prostitution (2022-2026)' (Plan CAMINO), developed under the Ministry of Equality with the Ministry of Labour and Social Economy, Ministry of Inclusion, Social Security and Migration, Ministry of Transport, Mobility and Urban Agenda, and Ministry of Interior being further implementing agencies. The integrated assistance approach of Plan CAMINO foresees advance protection and integration of female and child victims of THB through consolidating the accreditation system for victims without the need for a report to law enforcement as a first step to access social assistance rights, including specialized care and economic and housing support. By the second year of Plan Camino, 15,455 women and girl victims of THB were offered assistance under the Plan, with most victims being migrants and constituting a staggering 90% of women supported by the organisations.² Lastly, it is worth noting the 5-year plan includes timelines for each of the activities, a foreseen evaluation and allocated budgets per implementing agency and year, with a total allocated budget of EUR 204 million. **Spain's** recent introduction of an "accreditation" option for trafficking victims as an interim measure. The joint project, launched by the Policía Nacional, Asylum and Refugee Office, and United Nations High Commissioner for Refugees, promotes the detection of victims in international airports during border asylum procedures with the help of anti-trafficking NGOs, which are granted access to the airport premises to interview potential victims, draw up needs assessments and deliver them to a safe house for further assistance. This proactive cross-sectoral approach to victim identification is done to avoid the risk of traffickers waiting for their victims to exit the airport to immediately take them away. While a commendable project, and one from which other OSCE participating States may draw from and replicate, this interim measure at airports should be integrated into a general NRM framework that prioritises the 'social path' to identification that does not require victims to engage with the police or future criminal proceedings.

Despite the importance of compensation in empowering victims of THB and helping them heal and rebuild their lives, as well as preventing revictimization and supporting social inclusion, the majority of OSCE participating States fail to ensure their access and ability to claim compensation³. That being said, **the Netherlands'** availability of compensation from a state fund for victims of violent crimes and the possibility of court-awarded compensations to be covered by the state, if the perpetrator has not paid it in 6 months, is commendable and helps contribute to effective justice for trafficking victims. In 2010, **France** established the Agency for the Collection and Management of Seized and Confiscated Assets (AGRASC) with the aim of fighting organized crime by confiscating illegal assets and other proceeds. Following the adoption of the Law 2016-444, a dedicated fund to fight human trafficking and pimping was created within the State budget. This fund supports efforts to prevent commercial sex by providing financial assistance for social and professional support services for people in commercial sex. It is financed through State budget allocations as well as revenues from assets confiscated under Article 225-24 of the Criminal Code. The funds seized from traffickers and pimps are then used to support public agencies and organisations involved in anti-trafficking organisations and to provide compensation to victims. Anyone awarded damages by a final decision of a court may request AGRASC to pay the amount to them from the confiscated funds.

2. See Mujeres en Zona de Conflicto, 'Datos relevantes del Plan Camino' (13 June 2024) <https://mzc.es/datos-relevantes-del-plan-camino/>

3. Survey report 2026 – Tracking implementation of the OSCE commitments and recommended actions to combat trafficking in human beings, Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings, <https://cthb.osce.org/cthb/662638>



Because human trafficking is a financially motivated crime, financial investigations conducted in parallel to criminal investigations are an increasingly important tool in disrupting the business model of traffickers and in enhancing the use of corroborating evidence in prosecutions. As illustrated by **France**, financial investigations can be used both as a punitive measure against traffickers, as well as a protective measure, using the confiscated funds to finance anti trafficking associations, state agencies involved in combating human trafficking and for compensating victims through the special fund to fight against human trafficking and pimping, established in 2016.

A number of OSCE participating States have now increased their focus on financial investigations. Switzerland's Money Laundering Reporting Office (MROS) – the Financial Intelligence Unit of **Switzerland** – has achieved outstanding results through implementation of the Project Financial Intelligence Against Human Trafficking (FIAHT) in partnership with the OSCE. This project enhances the country's anti-trafficking profile by following financial flows related to human trafficking through fostering multi-stakeholder partnerships, facilitating data sharing, and providing specific guidance to the financial services industry. **Norway's** Financial Intelligence Unit identifies and investigates financial flows deriving from various forms of human trafficking – a promising development that should be advanced and leveraged through wider partnerships. Similarly, Latvia's Financial Intelligence Unit has been working to identify human trafficking trends in Latvia and develop financial red flag indicators. Its first Strategic Analysis Report on Human Trafficking and Associated Money Laundering in 2022 showed a significant spike in suspicious transactions related to trafficking for the purposes of forced labour.

Enhancing financial investigations has also been a key priority for **Spanish** law enforcement, reflected in strategic documents like the Policía Nacional's Strategic Plan 2017-2021, the National Strategy for Combating Organized Crimes 2019-2021, and the Guardia Civil Action Plan against THB. A “follow the money” approach is equally reflected in its 2024 National Risk Assessment (NRA), which lists human trafficking among key predicate offences with growing interconnection between fraud, drug trafficking, and human trafficking. The NRA provides essential information on THB to all obliged entities to support identification and reporting of trafficking-related suspicions. The NRA has noted the increasing use of complex financial systems to launder illicit funds, including extensive use of cash and crypto assets. To further support these efforts, a ‘Manual on Financial Investigations and Asset Tracing and Seizure’ published in 2021 provides guidelines for police on financial investigations in human trafficking cases.

Beyond financial investigations, recent years have seen OSCE participating States expand their efforts to tackle THB through increased specialization and co-ordination of anti-trafficking measures.

Finland has established several institutional structures and partnerships to achieve effective criminal justice for various forms of trafficking, such as: the national anti-trafficking network established in 2020, consisting of three police officers from each of the 11 police departments in Finland, as well as representatives of the Border Guard and the Police University College; the national trafficking investigation team, set up in 2021 at the Helsinki Police Department by the National Police Board; the specialist human trafficking and unlawful immigration intelligence unit in the National Bureau of Investigation (as of 2021); a specialized network of prosecutors dealing with trafficking cases; and the possibility for judges at the district and appellate court level to have a double specialization in sexual violence and human trafficking cases. The National Police and the National Bureau of Investigation also have specialized teams combating child sexual exploitation, and the Finnish Hotline works closely with both to proactively identify and address child sexual exploitation.

In **Switzerland**, since 2007, annual THB training has led to nearly all the cantons having specialized police officers for investigating human trafficking cases, and many have set up special investigation teams to handle such cases. Similarly, in **Spain**, specialized units in the Policía Nacional and the Guardia Civil, alongside a network of specialized prosecutors and, as of recently, judge specialization, has advanced its efforts to detect, investigate and prosecute human trafficking. In the Guardia Civil, the Central Operative Unit carries out the most complex investigations, and the Criminal Intelligence Unit collects and co-ordinates all the information gathered regarding THB investigations. Every province in Spain has at least one Criminal Investigation Unit, composed of officers with specific training on THB. Due to the Guardia Civil mainly operating in rural areas, it tends to uncover more victims of labour exploitation, especially among the migrant population, and is regularly involved in several large-scale anti-trafficking operations. Furthermore, it actively promotes the gathering and use of forensic evidence, such as phone records and DNA, to avoid dependence on victim testimony. The Policía Nacional, with the help of cyber units, also track dark web transactions, cryptocurrency payments, and fake identity documents used in trafficking schemes. Both the Policía Nacional and the Guardia Civil have established 'Social Interlocutors' for liaising with NGOs, improving victim protection and support, and enhancing cohesion in responses through the exchange of information on cases and emerging trends. In 2021, the agencies introduced focal points for liaising with the Office of the General Prosecutor in an effort to increase the effectiveness of investigations.

Notwithstanding the risks posed by technology as regards illicit trafficking and the Special Representative's repeated recommendations to participating States to allocate sufficient human and financial resources to investigate technology-facilitated THB and make use of online investigations and specialized technology tools (including the necessary software, hardware and consistent training

to combat this growing form of trafficking), countries generally still lag behind in this area. However, there are some positive developments in recent years that should serve as both motivation and guidance to OSCE participating States as they tackle this pressing issue.

To tackle tech-facilitated trafficking, the **Dutch** police established the National Co-ordination of Online Human Trafficking Signals (LCOM), which consists of specialists of tech-facilitated trafficking from each specialized team and meets periodically to initiate, co-ordinate, and/or execute projects and actions to fight trafficking on online platforms. They use web crawlers and virtual agents to retrieve signals of exploitation from online platforms on the regular and dark web, and are currently also building and testing AI tools to search "big data" for indicators of trafficking. As reported by the interlocutors during the visit, around 25 per cent of all cases result from tech-facilitated investigatory measures. Another promising practice is the Domain- and Information-Driven Working Method (DIGW), introduced in 2022, which systematically scores and combines factual indicators from unrelated police reports. It involves an automated daily scan of various police information systems to filter out records, revealing potential victims who may have been overlooked in initial criminal reports.

Aside from the Netherlands, **Spain** has also begun exploring how to use technology to the advantage of law enforcement and victims of THB. In a joint project between the Guardia Civil and the University of Granada, an AI tool to detect online ads indicative of sexual exploitation is being developed. As noted above, cyber police units also track dark web transactions, cryptocurrency payments, and fake identity documents used in trafficking schemes. These forms of investigation must be prioritised in order to successfully target the organised criminal groups and individual perpetrators of THB that are increasingly resorting to online forums to carry out their crimes.

Beyond financial investigations, recent years have seen OSCE participating States expand their efforts to tackle THB through increased specialization and co-ordination of anti-trafficking measures.



Although effective, comprehensive, and holistic responses to victim support and the investigation and prosecution of THB are critically important, the prioritization of sufficient human, financial, and institutional resources for prevention remains paramount. Throughout the past four years, the Special Representative has identified various innovative approaches to preventing human trafficking.

Norway has developed a comprehensive model response to mandatory due diligence measures in businesses through the adoption of the Transparency Act (the Act), tackling labour trafficking and labour-related crimes. The purpose of the Act is to promote respect for fundamental human rights and decent working conditions in connection with the production of goods and the provision of services, as well as to ensure public access to information regarding how enterprises address adverse impacts on fundamental human rights and decent working conditions. The Act obliges companies to: conduct human rights due diligence assessments on their operations in accordance with the Guidelines for Multinational Enterprises of the Organization for Economic Co-operation and Development (OECD), including their entire supply chains; to report on all of their activities and publish an account of their due diligence assessments on their websites by 30 June each year; and to respond to information requests from the public about how they address potential and actual impacts on human rights and ensure decent working conditions. These obligations are underpinned by the principle of proportionality, requiring that due diligence is carried out regularly and in proportion to the size and nature of the enterprise, the context of its operations, and the severity and probability of adverse impacts on fundamental human rights and decent working conditions. The preventative measures outlined in the Act are complemented by the Norwegian Labour Inspection Authority (NLA), which aims to protect workers and prevent labour-related crimes. It has developed a platform for workers, 'Know Your Rights', which includes information about employee rights and obligations in eight languages. Workers can also report poor working conditions through the NLA website. Foreign workers specifically are provided with guidance and support by the Service Centre for

Foreign Workers, a platform of co-operation between the Labour Inspection Authority, the police, the Tax Administration and the Norwegian Directorate for Immigration.

Spain is leading awareness-raising work with targeted campaigns intended to prevent human trafficking through a holistic, multi-actor approach. Cognisant of the growing recruitment of girls and young women through social networks like TikTok and Instagram, and the use of influencers for exploitation on OnlyFans, sugar-dating, and pornography websites, the Guardia Civil work to raise awareness in schools to prevent gender-based violence and sexual exploitation on popular online platforms. The NGO Diaconia carried out an awareness campaign aimed at neighbours of rental apartments to help identify possible acts of sexual exploitation carried out in the premises to increase reporting. Diaconia also developed guidelines for healthcare professionals on possible cases of human trafficking and introduced an innovative digital tool SALU-DETECT, which uses a healthcare chatbot to help detect and manage such cases.

To prevent THB in the context of migration, the NGO A21, in co-operation with the Guardia Civil, launched the campaign 'Entering Spain, Passport to Indicators of Trafficking' to alert people arriving to the country of trafficking risks. Digital posters on baggage claim belts in Spanish airports and leaflets distributed on flights coming from Colombia and Paraguay (countries of origin of a large percentage of victims of THB in Spain) with contacts of the A21 hotline, available in 100 languages, ensures vulnerable persons more susceptible to victimisation – along with the wider public – can spot signs of human trafficking and report on exploitation. This includes identifying key indicators relevant to their status as migrants, such as document control and debt bondage. There now exist plans to extend the campaign to ferries and ports on the Southern border and via loudspeaker announcements in several languages to reach illiterate travellers.

In contrast to Spain, which focused on migrants entering the country, **Kyrgyzstan** is focused on preventing the trafficking of its own nationals who leave the country for employment abroad. The Center for Employment of Citizens Abroad provides information on employment services in various countries, job announcements, and a database of licensed private labour recruitment agencies via a hotline and various online channels. The Center adopts a multi-faceted approach to prevention, providing pre-departure orientation for job seekers (including information on THB) and conducting awareness-raising activi-

Addressing the Drivers – Demand Reduction

ties on safe migration and legal employment abroad. The widely consulted webpage Migrant.kg,⁴ managed by the Ministry of Labour, Social Security and Migration with support from USAID and Winrock International, offers vital information materials on various types of exploitation, including emerging forms in the digital sphere such as forced webcamming, along with resources on where trafficking may avail of services and legal assistance.

Both **Spain** and **Kyrgyzstan** have rightly focussed on the transnational element central to human trafficking by working with consulates to mitigate the risks and opportunities for the commission of this serious crime. **Spain's** Policía Nacional is working together with consulates, including both Spanish consulates abroad and foreign consulates in Spain, to provide information to potential victims and direct them to trafficking hotlines. In Kyrgyzstan, diplomatic personnel and consular officers – serving in 30 different countries – are trained on the modus operandi of human traffickers and on victim identification. In addition, the Parliament's Migration Council and the NAR work with the Kyrgyz diasporas in various destination countries on assistance and referral of Kyrgyz victims of trafficking abroad.

The Netherlands is leading in the area of prevention of criminal exploitation with innovative targeted campaigns. Its umbrella “Prevention with Authority” €250 million program targets vulnerable youth (ages 8–27) in high-risk neighbourhoods, using mentors and “experts by experience” to build resilience against gang recruitment. Currently, 27 municipalities participate in the structural approach on a permanent basis, with a further 20 municipalities receiving temporary support⁵. Some of the innovative outreach and prevention activities are carried out by NGOs with funding from the Ministry of Justice and Security in the framework of the NAP. Run by the CKM, the Keerpunt (Turning Point) platform provides an anonymous chat with certified psychological and youth care professionals for individuals pressured into crime. Started as a pilot in February 2024, the chat had 516 visits in 2025 alone. In that period, 210 chat visitors asked for support regarding criminal legislation or criminal networks, 50 were confirmed cases of criminal exploitation, and one case of criminal and sexual exploitation. Simultaneously, the partner NGO Spine uses forensic IT to reach out to potential victims on Telegram and Snapchat before they are formally identified.

As consistently stated by the Special Representative, increasing and supporting prevention efforts by focusing on the demand that fosters all forms of trafficking, including through: comprehensively assessing and amending the law where necessary; ensuring its proper implementation; and educating buyers on the victimisation and degree of harm caused by THB, is of vital importance.

Over the past decade, **France**, a destination country with a need for demand-side interventions, has developed a robust legislative framework to prevent and combat human trafficking that now also targets the market that fosters exploitation. To minimise demand, Law 2016-444 criminalizes the purchase of sexual services with a fine of up to 1500 euros and up to 3750 euros for a repeat offence. It also provides for a 5-year prison sentence and a 75,000 euro fine if the crime is committed against a minor and enhances support for victims of exploitation by providing them with access to exit services, support by an approved association, authorization for temporary stay, and financial assistance. In a pioneering move, the legislation allows for the possibility of a supplementary sanction in the form of an educational course, to be paid for by the buyer, on combating the purchase of sexual services and reducing the demand for sexual exploitation.

In clear recognition of the importance of education in quashing demand for services based on exploitation, in **Norway**, the resource centre for men REFORM has been working to support men and boys through face-to-face counselling and a men's helpline focusing on anger management and sexual and mental health problems. REFORM's Kast Project is unique as it confronts demand through dialogue and therapeutic treatment of persons who purchase sex. Since its inception the project has yielded positive results to discourage demand for sexual exploitation. However, the project remains too limited in scale and must form part of a co-ordinated response capable of tackling the intersecting factors that underpin THB. Real preventative impact can only be achieved when such measures are sufficiently resourced, adopt a whole-of-society approach, and are implemented nationally in conjunction with further demand-reduction policies.

4. See <https://migrant.kg/kg/>

5. Preventing youth crime that undermines society, <https://www.government.nl/themes/justice-security-and-defence/crime-that-undermines-society/preventing-youth-crime-that-undermines-society>

Conclusion

While THB continues to evolve in both scale and complexity, this report demonstrates that OSCE participating States possess a growing body of experience and expertise that can meaningfully strengthen collective responses. The positive practices identified through country visits by the Special Representative illustrate that effective anti-trafficking action is achievable when national frameworks are strategic, well-co-ordinated, and grounded in a human rights-based and victim-centred approach. These practices show particular value in enhancing inter-agency co-operation, improving victim identification and assistance, and fostering partnerships between various stakeholders.

At the same time, the findings underscore that anti-trafficking responses must remain dynamic and forward-looking. Emerging threats, including traffickers' misuse of digital technologies and online platforms, require continuous adaptation of legal, policy, and institutional frameworks, as well as strengthened monitoring, data collection, and evaluation. In this context, the OSCE country visit mechanism plays a vital role in not only in assessing compliance with commitments, but also in facilitating peer learning, dialogue and the dissemination of innovative solutions tailored to national contexts.

By highlighting concrete examples of promising practices across participating States, this publication seeks to contribute to more effective implementation of OSCE anti-trafficking commitments and to encourage further progress in prevention, protection, and prosecution. Ultimately, sustained political will, adequate resourcing and inclusive, whole-of-society engagement remain essential to ensuring that anti-trafficking frameworks are resilient, responsive, and capable of addressing both current and future forms of exploitation across the OSCE region.

The Organization for Security and Co-operation in Europe works for stability, prosperity and democracy in 57 States through political dialogue about shared values and through practical work that makes a lasting difference.

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