

**“Developing a Co-ordinated Inter-Agency National Action Plan to Eradicate  
Trafficking in Persons” workshop  
under the auspices of the  
Bali Process on People Smuggling, Trafficking in Persons and Related  
Transnational Crime**

**Co-Chairs’ Summary Paper**

**27-28 June 2005, Tokyo JAPAN**

**Introduction**

The Ministry of Foreign Affairs, Japan, hosted a workshop on “Developing a Co-ordinated Inter-Agency National Action Plan to Eradicate Trafficking in Persons” from 27 to 28 June in Tokyo, JAPAN under the auspices of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime. The workshop was co-chaired by Japan and Bali process co-chair Australia.

Participants noted that one of the main Ministerial objectives for the Bali process was the promotion of greater awareness of and regional cooperation to combat trafficking in persons. Participants further noted that officials at the June 2004 Bali process Senior Officials’ Meeting (SOM) had suggested that the Bali process could usefully undertake further work on trafficking in persons issues.

Indicative of the strong interest among regional countries to continue to work together to find solutions to combat trafficking in persons both domestically and transnationally, the workshop was attended by 128 delegates representing 46 governments and nine international, regional or other non-government organisations. The full list of participants is at **Attachment A**.

Japan’s Parliamentary Secretary for Foreign Affairs formally opened the workshop by welcoming participants from across a broad range of ministries and agencies, reflecting the coordinated inter-agency approach on National Action Plans to eradicate trafficking in persons. The two Bali Process Co-Chairs (Indonesia and Australia) welcomed the hosting of this very important and practical Bali process workshop by the Government of Japan. Australia’s Ambassador for People Smuggling Issues outlined Australia’s experiences in combating trafficking in persons and activities undertaken in the Bali process. Indonesia’s Deputy Minister for Child Protection outlined Indonesia’s national experience in inter-agency cooperation to combat trafficking in persons.

**National Action Plans**

The International Organization for Migration (IOM Bangkok) made an introductory presentation addressing why countries needed a strategic National Action Plan involving all relevant government ministries and community groups to successfully combat trafficking in persons and to provide appropriate care for victims of trafficking. The IOM also outlined the key elements that made up successful National Action Plans using examples of best practice guidelines from around the world.

## **Global and Regional Trends**

The United States (Population, Refugees and Immigration Bureau, US State Department) provided participants with a comprehensive overview of trafficking in persons in the United States, the region and globally, identifying trafficking as a global crime that affects all regions. The United States urged regional cooperation as the best approach to managing migration, including counter-trafficking efforts. Participants were also advised of the outcomes of the 5<sup>th</sup> annual department of State Trafficking in Persons Report that was launched in June by US Secretary of State Rice.

## **International Legal Frameworks**

The United Nations Office on Drugs and Crime (UNODC, Bangkok) described the *United Nations Convention against Transnational Organized Crime* and the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*. The Convention and Protocol provide a framework for international cooperation and national action against this form of transnational crime. Ratification of the instruments by countries of the region and implementation would contribute to creating a common platform for successful anti-trafficking interventions.

## **Roles of individual agencies and NGOs in eradicating trafficking in persons**

Underlying the need to take a coordinated inter-agency approach to deal effectively with trafficking in persons, presentations were made from all of the relevant strands: law enforcement (Australia); migration/border control (Laos); justice (China); and gender/welfare (Bangladesh and Southern Edge Training). The presentation by Southern Edge Training (an Australian training organisation that assists disadvantaged and marginalised groups into training and employment) highlighted the importance of governments working with the community particularly in the provision of trafficking victim assistance and support.

The presentation by China also outlined improvements made to China's legislative system and law enforcement actions to combat trafficking in persons. China also detailed the model legislation criminalising trafficking in persons that was developed by China and Australia at two earlier Bali process legislation workshops. The model legislation can be used to assist governments in making their own domestic laws to address trafficking in persons.

To demonstrate the roles of individual agencies and NGOs in eradicating trafficking in persons, participants produced flow charts representing the interaction between different agencies involved in combating trafficking in persons in the context of the "three P's principle" – that is, *Preventing* trafficking in persons, *Protecting* trafficked victims and *Prosecuting* people traffickers (the collated outcomes are at **Attachment B**).

## **Co-ordinated Inter-Agency National Action Plans**

Japan and Australia provided keynote presentations on their countries' experiences in developing their coordinated inter-agency National Action Plans to

eradicate trafficking in persons. National interventions were made by Indonesia and Cambodia on their experiences. Participants then considered thematic areas based on the “three Ps principle” that comprise basic National Action Plans, discussed how to develop a National Action Plan between all government agencies involved in trafficking in persons based on a “Ten Point Plan” and drafted a sample agenda for the first inter-agency meeting (all at **Attachment C**).

### **Sharing country experiences**

A number of countries shared their experiences either as source, transit or destination countries targeted by people traffickers. Some countries referred to the importance of addressing root causes. The session provided a useful insight into the activities of participant countries in combating trafficking in persons including the particular difficulties or advantages inherent in their governance systems. Participants also shared information on the existence of domestic legislation criminalising trafficking in persons and whether their countries had ratified the UN Convention against Transnational Organized Crime and its protocol on trafficking.

Establishing dual criminality is essential for prosecuting people traffickers successfully - as with all kinds of transnational crime. The workshop therefore took stock of the current status of legislative changes around the region where the potential impact on people traffickers and smugglers is significant and importantly, long-term. An updated legislation matrix displaying the status of people smuggling and trafficking in persons legislation in regional countries was produced at the workshop and will be posted on the Bali Process website shortly.

### **Regional Activities to eradicate trafficking in persons**

A final session on regional activities undertaken by governments, NGOs, international organisations and inter-governmental organisations to eradicate trafficking in persons enabled participants to identify gaps, overlaps and possible areas for further cooperation.

The United States emphasised that trafficking in persons is a crime, health, border security and human rights issue that requires an interagency and transnational response. An Indonesian NGO (DERAP Warapsari which provides assistance and protection to abused women and children) presented on the role of NGOs in working with governments to provide victim assistance including in the context of the regional Asia Regional Cooperation to Prevent People Trafficking Project (ARCPPT) - a three-year project that aims to contribute to the prevention of trafficking in persons in South East Asia. Thailand provided a report on the outcomes of the Organization for Security and Cooperation in Europe (OSCE)-Thailand Conference on “Sharing of Experiences in Combating Trafficking in Human Beings: Opportunities for Cooperation” that was held in Bangkok 16-17 June 2005.

### **Conclusion**

Participants encouraged the IOM to place the outcomes report and relevant attachments from this workshop onto the Bali process website ([www.baliprocess.net](http://www.baliprocess.net)) and noted that the website was an increasingly important tool allowing for

information exchange between participants and with other regional fora. Participants were also encouraged to forward copies of their own Inter-Agency National Action Plans or anti-trafficking policies to IOM for inclusion on the website.

Participants warmly thanked the Government of Japan for hosting this important, useful and practical workshop that so successfully brought all of the relevant government and non-government agencies together to work on practical measures and actions to assist governments to develop their own co-ordinated inter-agency national action plans to eradicate trafficking in persons. Participants agreed that the workshop had usefully promoted better internal coordination among operational agencies in individual countries. Participants also thanked the IOM for its substantive administrative and logistical support for the workshop.