



Fighting human trafficking in Southeastern Europe

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REPRÉSENTATION PERMANENTE DE LA FRANCE AUPRÈS DE L'OFFICE DES NATIONS UNIES ET DES ORGANISATIONS INTERNATIONALES À VIENNE

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EDITORIAL BY

Mr Pierre Cochard Ambassador of France to Serbia

Human trafficking remains a major issue in Europe, and the Balkans, particularly Serbia, are no exception.

While primarily a country of origin for victims, Serbia is also a transit and destination country, and the numbers remind us of the urgent need for action. According to the data from the United Nations Office on Drugs and Crime, more than 50% of trafficking victims in the region are women and children, often exploited for sexual purposes or forced labor. In recent years, the country has also faced a growing risk of exploitation of migrant workers, who are often all the more vulnerable due to their ignorance of applicable labor laws. The data collected also indicate an increase in online forms of exploitation, requiring constant adaptation of prevention and enforcement measures.

Given this reality, it is essential to strengthen international cooperation and adapt existing measures. France, through its diplomatic efforts and its engagement within European and multilateral bodies, remains fully committed to this area. Thus, the Ministry for Europe and Foreign Affairs has actively supported Serbia for several years in its efforts to combat human trafficking, particularly through projects led by our Permanent Representation to the UNODC in Vienna.

Serbia has undertaken several legislative reforms in recent years to strengthen the fight against human trafficking. In its June 2023 report, the Council of Europe's Group of Experts on Action against Trafficking in Human Beings (GRETA) welcomed these initiatives.

It highlighted, in particular, the introduction of specific provisions in the Foreigners Act allowing victims to benefit

from a recovery and reflection period, the granting of temporary residence permits for humanitarian reasons, the training of professionals, and the fact that victim identification should be independent of criminal investigations.

However, challenges remain, and in the face of them, France remains resolutely committed alongside its Serbian and European partners to combat human trafficking in all its forms. In this regard, French-Serbian cooperation is based on the implementation of concrete actions, notably carried out with local associations such as ATINA, which fights against sexual exploitation, and ASTRA, which is committed to combating trafficking for the purpose of forced labor. These actions provide opportunities to foster dialogue between authorities, civil society, and experts, and to promote a comprehensive, multi-sectoral approach.

But beyond exchanging best practices and strengthening synergies between various stakeholders, these initiatives strengthen transnational cooperation in the fight against human trafficking.

Our partnership with Serbia thus illustrates the importance of coordinated and sustained action to effectively combat human exploitation and trafficking. We will continue to support initiatives aimed at strengthening victim protection and dismantling criminal networks. It is by combining our efforts that we can reverse this plague and guarantee respect for every human being's dignity and rights.

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A LOOK BACK AT...

The round table organized in Belgrade by the NGO Astra on the fight against the exploitation of migrant workers in Serbia

The Permanent Representation of France to the United Nations and International Organizations in Vienna has long supported the Serbian NGO ASTRA. In 2024, the Ministry for Europe and Foreign Affairs supported the project "Towards Zero Tolerance: Strengthening Monitoring Networks and Mechanisms to Combat Migrant Labor Exploitation in Serbia", which aims to strengthen monitoring networks and mechanisms to combat the exploitation of migrant workers in Serbia.

This project addresses a persistent problem of economic integration for migrant workers in Serbia, marked by the failure of some companies to respect their rights and the distrust of unions. Migrant workers' lack of awareness of national rights and societal reservations about this migration flow to the EU increase their vulnerability to the risks of labor exploitation.



It was within this framework that a roundtable discussion on the theme "Strengthening the Protection of Migrant Workers: A Discussion on Labor Exploitation" was held in Belgrade on December 18th (International Migrants Day). This event was jointly organized by the NGOs ASTRA and Grupa 484, in partnership with the Ministry of Foreign Affairs of the Kingdom of the Netherlands.

In his introductory remarks, Olivier Buchbinder, Political Counselor at the French Embassy in Belgrade, highlighted the particular vulnerability of migrants to the risks of human trafficking and emphasized the importance of strengthening protection mechanisms.

The lively discussions that followed were facilitated by the presence of a diverse group of participants representing national institutions, international organizations, embassies, and NGOs working on migration and the fight against human trafficking.

Among the speeches:

- The Serbian Ministry of Labor, Employment, and Social Policy highlighted the positive progress resulting from amendments to the Labor and Foreigners Acts, which now allow for a unified approach by merging the residence permit and the work permit into a single document.
- Miroslava Jelačić Kojić of the NGO Grupa 484 highlighted the interdependence between the different segments of the migration system, particularly between the employment of foreign workers and the fight against human trafficking. She emphasized the need for coordination between institutions, NGOs, and the private sector, the latter being both an ally and a potential source of risks for migrants' rights.

The event notably provided an opportunity to:

- Analyze the impact of recent legislative reforms, notably the introduction of the single work and residence permit, and identify the challenges related to their implementation.
- Highlight the vulnerability of migrants to exploitation and human trafficking, emphasizing the need to strengthen detection and protection mechanisms.
- Emphasize the important role of the private sector, both as an ally and a potential source of risk, as well as the need to adopt a legal framework aligned with European standards.
- Underscore the importance of coordination between institutions, NGOs, and the private sector.

Finally, the focus was on raising public awareness through the media, with the selection of a project aimed at promoting a balanced and data-driven narrative on migration.

This meeting highlighted the need for a multi-stakeholder approach and a legal framework aligned with European standards to effectively combat the exploitation of migrant workers.



CLOSE-UP

The 3rd Annual Summit of the Global Consortium of Prosecutors specialized in combating human trafficking

Organized by the McCain Institute and Justice and Care, the 3rd annual summit of the Global Consortium of Prosecutors Specialized in Combating Human Trafficking took place from February 3 to 6, 2025, in Rome. The magistrate in charge of the "fight against human trafficking" mission at the Permanent Representation of France to the United Nations had the opportunity to participate.



Since its launch in 2021, the Global Consortium of Prosecutors Specializing in Combating Human Trafficking has aimed to bring together prosecutors working on human trafficking cases from around the world to exchange best practices in investigations and prosecutions, build a network of professionals in this field, and develop specific recommendations. The three-day workshop also provided an opportunity to share case studies (from Bangladesh, Uganda, and the Philippines).

Some regional initiatives presented at the Consortium are worth highlighting:

- The REDTRAM network of prosecutors specializing in combating human trafficking in Latin America;
- The PICACC center in the Philippines, where France is an observer country (combating online child sexual abuse);
- The inclusion of survivors of human trafficking in the pursuit of investigations as "victim navigators" (i.e., the first person to contact a victim during an investigation) in Bangladesh.

Furthermore, this year, discussions on new trends in the fight against human trafficking highlighted:

- the expansion of trafficking for labor exploitation
- the growing number of situations where there is a link between human trafficking and migrant smuggling
- the emergence of the phenomenon of "sextortion." facilitated in particular by the use of the Telegram network
- the proliferation of scam centers (particularly in the Philippines cases of labor exploitation and coercion to commit crimes)



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The consortium also discussed the work of the Global Commission against Modern Slavery and Human Trafficking. This Commission is an international initiative launched by Theresa May following the conclusion of the preliminary "scoping study" conducted by the Modern Slavery and Human Rights Policy and Evidence Centre (commissioned and funded by the UK Foreign Office), highlighting the need for a global commission against modern slavery and human trafficking.

Conclusions of the preliminary study

Between February and May 2022, a study consulted more than 50 international stakeholders in the fight against modern slavery and analyzed existing literature. Its findings highlight the urgent need to create a global commission given the ineffectiveness of current efforts. Vulnerability to exploitation has increased with the pandemic, conflict, and climate change, while international political action has weakened.

The Commission's objective is to counter the alarming increase in human trafficking cases observed worldwide in recent years by exerting influence at a strategic level to eradicate forced labor, end modern slavery, and human trafficking (corresponding to UN Sustainable Development Goal 8.7).

Currently funded by the United Kingdom and Bahrain, it is considered unique in that it aims to mobilize high-level political leadership to put the issue back on the global agenda. It also strives to ensure the representation of people with lived experience of trafficking at all levels of its organization and integrates the fight against trafficking into a comprehensive approach to contemporary challenges.

The Global Commission on Modern Slavery and Human Trafficking submitted a report to the UN Secretary-General on February 9. According to the report, an estimated 50 million men, women, and children are still victims of slavery worldwide. The harsh reality of this individual suffering raises questions: Why does this situation persist? What went wrong, and what must the international community do to end this injustice?

→Learn more:

FOCUS

The round table organized by the NGO ATINA in Belgrade on the prevention of trafficking, prostitution and sexual exploitation in Serbia

On January 22, 2025, the Serbian NGO ATINA, with the support of the Permanent Representation of France to the UNODC in Vienna, organized a roundtable in Belgrade on the prevention of trafficking, prostitution, and sexual exploitation in Serbia. This meeting is part of the 2024-2026 Action Plan against Human Trafficking in Serbia, led by the Ministry of the Interior.





Focus on the ATINA project supported by France

ATINA's project in Serbia goes beyond analyzing prostitution and human trafficking and aims to promote the French abolitionist model in discussions on a new Serbian law. Funded by the Ministry for Europe and Foreign Affairs in 2024, this project, launched in 2019, continues to strengthen, in its third phase, ties between ATINA and France, particularly through its Permanent Representation to the UNODC in Vienna.

While previous phases laid the foundations for cooperation, this new phase aims to raise public awareness about prostitution and support professionals in their decisions regarding prostitution legislation in Serbia (which, as a reminder, implements a prohibitionist system that punishes both clients and prostitutes).

Thus, over the past year, the project has organized activities in Serbia to prevent prostitution and promote the abolitionist model, pursuing three objectives:

- Conduct a legal analysis and issue recommendations to support advocacy for necessary legislative changes to combat human trafficking. This objective aimed to compare data collected by the police, courts, and prosecutors, with a particular focus on analyzing the reclassification of THB cases as prostitution. These analyses took into account the intersectional aspects of prostitution.
- Enable relevant professional stakeholders to make preventive decisions based on human rights regarding the continuation of prostitution.
- Raise public awareness of the issue and advocate for legislative reform. This objective was achieved through communication campaigns challenging legal frameworks that criminalize and stigmatize prostitutes and promote the criminalization of clients.

A round table marked by strong attendance

As part of the first two phases of this project, three previous roundtables were held in Belgrade in 2018, 2019, and 2022.

The final roundtable, held on January 22, 2025, in Belgrade, brought together more than 80 participants at the Serbian office of the Council of Europe, including judges, police officers, representatives of the Ministry of the Interior, and civil society.

The objectives include:

- Contribute to the understanding of different models for regulating prostitution (with a particular focus on the French model) and highlight the need to decriminalize women in prostitution.
- Collect expert opinions and proposals to identify the legal and institutional changes needed to improve the situation of women exploited in prostitution.
- Analyze the current situation in Serbia and propose legal and institutional changes: strengthen the protection of women in the event of the reclassification of the criminal offense of human trafficking and improve the response to exploitation.
- Encourage experts and the general public to gain a deeper understanding of the problem of the exploitation of women in prostitution and human trafficking through an analysis of the causes, consequences, and the current legislative framework.
- Propose ways to improve national practices and align with international standards in the fight against human trafficking and prostitution.
- Define recommendations that will ensure the effectiveness of victim protection, allow greater accountability of operators and the establishment of sustainable victim support mechanisms.



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Mr. Janos Babity, Head of the Council of Europe Office in Belgrade, in his introductory remarks, emphasized the importance of this event, which falls within the framework of the 75th anniversary of the European Convention on Human Rights. Following his remarks, the French Ambassador to Serbia, Pierre Cochard, recalled the fruitful cooperation between France and Serbia. Serbian Prosecutor General Tamara Mirović also emphasized the importance of creating a system for exiting prostitution and strengthening support for victims.

For her part, Marijana Savić, Director of ATINA, noted that the Serbian system exacerbates the victimization of prostitutes and that legislative change is necessary. Recalling that, between 2019 and 2023, more than 70% of complaints targeted women, she stressed that the prevention and awareness-raising actions carried out, particularly among law enforcement and magistrates, seemed to have borne fruit, according to the 2023 figures, according to which clients represent 62% of convictions for prostitution. This development must, from her point of view, now be reflected in systemic change and legislative changes aimed at decriminalizing prostitutes and prosecuting clients more widely. Among other observed trends, she noted that the number of women prostituted has been steadily increasing since 2020, with a significant proportion of minors, with more than a third of these victims being recruited online.

The first panel explored the implementation of the French law of April 13, 2016, emphasizing the need to decriminalize prostitutes. Élodie Goyard, a magistrate at the French Permanent Representation to the UNODC, presented strategies for strengthening law enforcement, while Julien Schaeffer-Plumet, a police captain at the OCRTEH (National Office for the Repression of the THB), discussed new trends in prostitution, including digitalization and the involvement of minors. Hema Sibi, Director of Cap International, highlighted the successes of the abolitionist model in reducing sexual exploitation, compared to prohibitionist models (as in Serbia) or regulationist models (as in Germany).

This event highlighted the Serbian professionals' desire to achieve systemic change, in view of the adoption of the revised law on combating human trafficking, scheduled for June 2025, which the Serbian professionals reiterated during their intervention at the second panel (Ms. Radmila Dragicevic Dicic, former Supreme Court judge, and Ms. Tijana Kostic, lawyer).



Julien Schaeffer-Plumet, Marijana Savić, Hema Sibi and Elodie Goyard



Marijana Savić received the National Order of Merit at the beginning of 2025 from Pierre Cochard, French Ambassador to Serbia, in recognition of its work in the fight against human trafficking and all forms of gender-based violence in Serbia.

INTERVIEW

The Coalition for the Abolition of Prostitution - CAP International



Could you outline the guidelines and main levers of action of your coalition in its international work?

CAP International, the Coalition for the Abolition of Prostitution, brings together 36 grassroots and/or survivor-founded organizations that provide direct support to 19,000 people in prostitution and victims of trafficking for sexual exploitation in 28 countries. Collectively, we advocate for the abolitionist model, which recognizes prostitution as a form of violence, decriminalizes prostitutes, guarantees them appropriate support and exit services, and prohibits the purchase of sexual acts and all forms of pimping.

Our actions are structured around four areas:

- Advocacy: We create and strengthen access to decision-making spaces for grassroots organizations and survivors.
- Networking: We promote the exchange of best practices among our member organizations and the creation of group dynamics.
- Awareness-raising: We raise awareness about the realities of the prostitution system while deconstructing the myths surrounding
 it, with the aim of reversing the stigma victims feel toward perpetrators.
- A grassroots abolitionist approach: Our members offer holistic support to people in prostitution (shelter, access to education, vocational training, medical or administrative assistance, etc.) and assist them in exiting the system when they so desire.

Your coalition brings together and federates more than 36 associations in 28 countries; what are the major challenges linked to the coordination of joint action for the change of national public policy?

Our coalition faces several major challenges. Differences in prostitution legislation complicate joint action, necessitating top-down harmonization, which must recognize prostitution as violence against women, on a transnational scale. In some countries in our coalition, such as Colombia, survivor-activists who speak out publicly to denounce the prostitution system are threatened and exposed to increased risks. However, we are seeing real progress: the voices of survivors and grassroots organizations are particularly resonating in democratic spaces that offer them recognition and effective participation.



Seven years after your last one, you held your third World Congress in Mainz, Germany. Could you tell us about the impact of this event on the country, which is taking a different approach to prostitution?

We have held 4 World Congresses in total, in Paris, New Delhi, Mainz, and Montreal. Our Congress in Mainz, Germany (2019), brought together nearly 400 people, including survivors of prostitution, policymakers, researchers, field experts, and human rights activists. This Congress was opened by a World March of Survivors of Prostitution: Rosen Hicher, a French survivor of prostitution, arrived in Germany after traveling 210 km from Strasbourg.

This congress delivered a powerful message in a regulatory country where the "legalization" of prostitution causes serious human rights violations for all women in prostitution in the country, 81% of whom are foreigners. In the country, the decriminalization of pimping has transformed pimps into "managers" and businessmen who operate with impunity. Demand has also exploded, with a million men buying sex acts every day. Our message was that prostitution is neither work nor sex, but a system of exploitation and violence against the most vulnerable women and girls. Collectively, we called for a change in public policy by reminding Germany of its obligations under international law, including discouraging demand and prohibiting all forms of pimping!



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What is the next international action or campaign you are planning?

In 2026, France will celebrate the 10th anniversary of the adoption of its "law to strengthen the fight against the prostitution system and strengthen support for prostitutes." This model, praised in 2023 by the European Parliament and in 2024 by the United Nations Special Rapporteur on violence against women, as well as the European Court of Human Rights, has produced very positive results in the protection of prostitutes and the fight against this system of violence. We hope to be able to organize an international action in France, bringing together our movement, and highlight the progress made in a decade of implementing this legislation.

Learn more:

The CAP International's website

A LOOK BACK AT

The regional experts group meeting in Dubrovnik : the fight against sexual exploitation and forced labor in the digital age

On March 27-28, 2025, UNODC organized a new regional expert workshop in Dubrovnik, Croatia, focused on combating human trafficking for sexual and labor exploitation. This event is part of an annual series of expert workshops held in Dubrovnik, specifically dedicated to combating sexual exploitation. Supported by the Croatian government and the Swedish Ministry of Foreign Affairs, the event brought together approximately forty participants from institutions, the judiciary, law enforcement, non-profit organizations, and the private sector.

This workshop provided an opportunity to discuss the mixed impact of digital technologies in the fight against human trafficking for sexual exploitation and forced labor in Southeast Europe. While these new technologies and artificial intelligence foster new forms of exploitation, they also represent promising tools for detection, investigation, and prevention.

This meeting provided an in-depth overview of the growing impact of technology on cases of sexual and labor exploitation in the region. Presentations by professionals from several Balkan countries - including Greece, Bosnia and Herzegovina, Bulgaria, and North Macedonia-highlighted local realities and the persistent challenges these countries face, particularly in the face of the use of digital tools by trafficking networks. Echoing these findings, representatives from Interpol, the European Commission, the French justice system, and digital platforms presented various initiatives and best practices, illustrating the efforts made at various levels to better regulate the digital space, strengthen detection capabilities, and improve transnational cooperation.



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In particular, David Gorecki, Vice-President in charge of investigations at the Bobigny Judicial Court, after recalling the specific role of the investigating judge in the French judicial system, shared case studies highlighting complex investigations related to the sexual exploitation of minors through the use of digital technologies.

Presenting cases involving the distribution and dissemination of child sexual abuse material on the dark web, live streaming of sexual abuse, and cyberprostitution, he emphasized the need for the justice system to adapt to these new forms and platforms of trafficking, while highlighting the challenge of international cooperation in this area.



David Gorecki, Vice-President in charge of investigation at the Bobigny judicial cou Copyright UNODC

Several private sector stakeholders, including Airbnb, also shared their tools for detecting high-risk trafficking situations and presented their services dedicated to cooperation with law enforcement authorities.



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Numerous recommendations emerged, calling for strengthening synergies between public, private, and non-profit stakeholders, developing response capabilities to address the criminal use of technology, and better supporting victims.

This workshop helped strengthen regional coordination and the sharing of best practices in the face of recent developments in human trafficking.

ZOOM

The Crime Congress, an essential meeting for international criminal justice

WHAT IS THE CRIME CONGRESS?

Organized under the auspices of the Commission on Crime Prevention and Criminal Justice (CCPCJ), the Crime Congress is a major event held every five years since its first organization in Geneva in 1955. This week-long event plays a key role in shaping international policies on criminal justice and the prevention of organized crime.

The Crime Congress brings together high-level policymakers, criminal justice and crime prevention professionals, representatives of international and regional organizations, as well as academics, researchers, experts, and civil society representatives from around the world. This diversity of participants is one of its distinctive features.

The exchanges that take place there contribute to influencing criminal justice policies and strengthening international cooperation in addressing the challenges posed by transnational organized crime.

The event emphasizes the technical cooperation and advisory services provided by the United Nations to assist Member States in achieving their goals in crime prevention and improving criminal justice policies at the national, regional, and international levels.



The French delegation at the regional preparatory meeting for the Crime Congress in Marc 2025 in Vienna

The course of a Crime Congress

At the opening of each Congress, a declaration previously negotiated by the States Parties is adopted, serving as a roadmap for the UNODC for the next five years. Each Congress is guided by a main theme that directs the sub-themes, agendas, and workshops.

Alongside the Congress, approximately one hundred high-level events are organized by States, international and regional organizations, and civil society. These events address a wide variety of topics related to crime prevention and criminal justice, allowing for in-depth exchanges between the various stakeholders involved.

Kyoto 2021 : A look back at the 14th Congress

The latest Crime Congress, whose theme was "Advancing Crime Prevention, Criminal Justice and the Rule of Law: Towards Achieving the 2030 Agenda," was held in Kyoto, Japan, from March 7 to 12, 2021. Representatives of member states previously adopted the Kyoto Declaration, establishing the broad guidelines for the international community in criminal justice and crime prevention for the period 2021-2026. This declaration notably highlighted France's commitment to strengthening the collective fight against environmental crime.

Abu Dhabi 2026 : anticipating digital challenges

In anticipation of the 15th Congress, scheduled for April 2026 in Abu Dhabi on the theme "Accelerating Crime Prevention, Criminal Justice and the Rule of Law in the Digital Age," a regional preparatory meeting was held in Vienna from March 25 to 27. Targeting the European region, it aimed to define regional priorities and prepare key points. The recommendations adopted will serve as the basis for negotiations on the final Abu Dhabi Declaration, which will begin in September 2025.





A LOOK BACK AT

Visit of the Delegation for European and International Affairs of the Ministry of Justice to Vienna

From March 24 to 26, 2025, the Permanent Representation of France to the UNODC in Vienna had the pleasure of receiving the visit of Ms. Cristina Mauro, Delegate for European and International Affairs (DAEI) of the Ministry of Justice, and Guillaume Vieillard, Head of the Office for Institutional and Diplomatic Affairs of the DAEI. An opportunity to meet various UNODC stakeholders as well as French representatives to international organizations based in Vienna. On this occasion, Ms. Mauro highlighted the convergence of priorities between the UNODC and the Ministry of Justice.



members of the French Permanent Representation to the UNODC

During a discussion with Jo Dedeyne, Secretary of the Commission for Crime Prevention and Criminal Justice, the key importance of using new technologies for prevention and criminal justice and for the modernisation of the judicial system was discussed.

During an interview with Glen Prichard, Head of the Cybercrime and Money Laundering Division, the progress of the judicial system, and in particular France's pioneering decisions in cybersecurity, was praised. Ms. Mauro had the opportunity to highlight the importance of the extensive network of French liaison magistrates around the world and the cooperation initiatives implemented by the Ministry of Justice internationally.

During the interview with Ilias Chatzis, Head of the Human Trafficking and Migrant Smuggling Section, the Ministry of Justice reiterated that the fight against all forms of human trafficking and migrant smuggling is a national priority. France is one of the main contributors to UNODC programs in this area and is also a long-standing technical partner. The various regional expert workshops, particularly in the Southeast European region, were a focal point of the discussion.

These exchanges demonstrate the Ministry of Justice's recognition and support for the work of UNODC in the fight against organized crime.

This visit also coincided with the European regional preparatory meeting for the Crime Congress in Vienna. This allowed the Ministry of Justice to be part of the French delegation to this event, alongside the Ministry of Foreign Affairs, the Ministry of the Interior, and members of the Permanent Representation. The DAEI thus participated, alongside the DACG, in the plenary sessions to monitor the discussions and national statements on the agenda. They also took this opportunity to attend side events organized on the sidelines of the regional meeting.

In addition to the interministerial discussions, a delegation meeting and lunch provided an opportunity for representatives from the various ministries to share their priorities and refine the French position and recommendations.

A meeting with Ambassador Matthieu Peyraud, French Ambassador to Vienna, and the Embassy's interior security service representative also provided an opportunity to discuss security issues in the region covered by the service, including Austria, the Czech Republic, Slovenia and Slovakia.



Cristina Mauro and Guillaume Vieillard, alongside Ambassador Benhabyles-Foeth, Isabelle Manceau and Nikola Guljevatej, counselors at the Permanent Representation of France to the OSCE.

Finally, Cristina Mauro and Guillaume Vieillard had the opportunity to meet with Ambassador Benhabyles-Foeth, Permanent Representative of France to the OSCE, and colleagues from the Mission to discuss current security issues in the OSCE region.

This meeting provided an opportunity to review OSCE activities in which the Ministry of Justice is involved, particularly those of the Office for Democratic Institutions and Human Rights (ODIHR) in combating hate crimes, and the Office of the Special Representative and Coordinator for Combating Human Trafficking.

Finally, the OSCE-sponsored project on combating radicalization in Kyrgyzstan's prisons was discussed, as a Kyrgyz delegation will soon be welcomed to France to share best practices in this area.

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