Trafficking in Human Beings in Southeastern Europe

Current Situation and Responses to Trafficking in Human Beings in

Albania

Bosnia and Herzegovina

Bulgaria

Croatia

The Federal Republic of Yugoslavia

The Former Yugoslav Republic of Macedonia

Moldova

Romania

unicef
United Nations Children's Fund

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OSCE ODIHR

TRAFFICKING IN HUMAN BEINGS IN SOUTHEASTERN EUROPE

Current situation and responses to trafficking in human beings in Albania, Bosnia and Herzegovina, Bulgaria, Croatia, the Federal Republic of Yugoslavia, the Former Yugoslav Republic of Macedonia, Moldova and Romania.

Report by Barbara Limanowska;

- United Nations Children's Fund;
- United Nations Office of the High Commissioner for Human Rights;
- Organisation for Security and Cooperation in Europe/Office for the Democratic Institutions and Human Rights.

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The report was researched and written by Barbara Limanowska UNICEF/UNHCHR/OSCE-ODIHR consultant and edited by Yulia Krieger UNICEF, Balkans Area programme officer, and Anne Hand, UNICEF consultant.

The report provides an overview of the current situation and responses to trafficking in human beings in Southeastern Europe up to December 2001. However, the author is aware that it may not fully document all activities and responses currently taking place across the region.

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List of Abbreviations and Acronyms

ABA CEELI	American Bar Association Central and Eastern Europe Law Initiative
BiH	Bosnia and Herzegovina
CoE	Council of Europe
CRC	Convention on the Rights of the Child
EU	European Union
FRY	Federal Republic of Yugoslavia
FYR Macedonia	Former Yugoslav Republic of Macedonia
HIV/AIDS	Human immunodeficiency virus/acquired immunodeficiency syndrome
ICMC	International Catholic Migration Committee
ICMPD	International Committee for Migration Policy Development
IHRLG	International Human Rights Law Group
ILO	International Labour Organisation
IMP	International Migration Policy Programme
IOM	International Organisation for Migration
KFOR	Kosovo Force
MOU	Memorandum of Understanding
NATO	North Atlantic Treaty Organisation
NGO	Non-governmental organisation
NPA	National Plan of Action
ODIHR	Office for Democratic Institutions and Human Rights (OSCE)
OSCE	Organisation for Security and Co-operation in Europe
SECI	Southern European Co-operative Initiative
SEE	Southeastern Europe
SPTTF	Stability Pact Task Force on Trafficking in Human Beings
STI/STD	Sexually transmitted infection/disease
UMCOR	United Methodist Committee on Relief
UN	United Nations
UNAIDS	United Nations Joint Programme on HIV/AIDS
UNDCCP	United Nations Office for Drug Control and Crime Prevention
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCHR	United Nations Office of High Commissioner for Human Rights
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMIBH	United Nations Mission in Bosnia and Herzegovina

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Foreword

Every year, tens or even hundreds of thousands of people - most of them women and children from less privileged countries - are exploited, sold, tricked and forced into situations of exploitation from which - very often - there is no escape. These people are abused as commodities by a transnational criminal industry, which has already generated billions of dollars for criminal organisations and groupings, which operate practically with impunity.

Human trafficking has become the third biggest criminal business worldwide, after drug trafficking and trafficking of weapons. It has become one of the most lucrative criminal enterprises, which has its own long established criminal industry connected with related activities such as money laundering, drug trafficking, document forgery, smuggling etc.

Much of this is due to the changes in Europe since 1989, to the opening of borders, which gave many people freedom and the prospect of a life in peace and security. The negative outcome of these changes has been profound crises of poverty and the disintegration of political and social structures – in other words a hotbed for organised crime in all its sinister forms.

In Southeastern Europe, the problem of human trafficking is compounded by the instability of civil societies and the weakened rule of law, which gives more scope to criminal activities and organised crime. As a result, human trafficking has been expanding dramatically in recent years and has become big business.

The wars and conflicts have changed and caused dramatic shifts in the social structure of life. In post war and post conflict areas the bad economic situation makes especially the female population very vulnerable. Young women try to find jobs abroad, and may easily become victims of traffickers.

Despite recent positive efforts and developments at national, regional and international levels, little has changed for those concerned. The attempts to come to grips with the problem of human trafficking, have so far been toothless and without much success. Despite increased attention at the political level, few States have taken adequate measures to protect individuals from trafficking and its related human rights abuses, and to provide effective assistance and remedies for trafficked persons, or to prosecute those engaged in trafficking. Far too often, still, the defenceless victims of cynical traffickers are regarded as the perpetrators, and are criminalised and deported before the true circumstances are investigated — with no care or support and with no regard for the severe traumas these people frequently suffer. Very often health care and the basic right to counsel, the service of a translator or the opportunity to sue their employers for damages, are denied.

What is needed is a shift in perspective.

Trafficking in human beings must not be seen primarily or exclusively from the perspective of national security; it must not be viewed merely from the point of view of national protective interests; it must not be seen only as a fight against organised crime and illegal migration. Human trafficking is first and foremost a violation of human rights.

Let me in this context thank UNICEF for updating the Inventory of the Trafficking Situation in Southeastern Europe and of anti-trafficking measures in

the region, first published in 2000, and thus providing those responsible with an extremely important and effective tool in the successful fight against trafficking in human beings. My special thanks go to the woman who has taken on this difficult and sensitive task and carried it out with maximum circumspection, expertise and personal commitment - Ms Barbara Limanowska. Last but not least, I should like to express my gratitude to all those whose financial, organisational and moral support has made it possible to carry out this project within the framework of the Stability Pact for Southeastern Europe and its Task Force on Trafficking in Human Beings: OSCE/Office for Democratic Institutions and Human Rights, UN Office of the High Commissioner for Human Rights and UNICEF.

Helga Konrad

Chair of the Stability Pact Task Force on Trafficking in Human Beings

Executive Summary

This report reviews the situation and responses to trafficking in human beings in the countries of Southeastern Europe (SEE): Albania, Bulgaria, Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia, Former Yugoslav Republic of Macedonia, Moldova and Romania. These are the countries of origin, transit and destination for the trafficking of women and girls for the purpose of sexual exploitation. Children are also trafficked from Albania into Greece and Italy for the purpose of forced labour.

Southeastern Europe

Ninety percent of foreign migrant sex workers in the Balkan countries are victims of trafficking. However not more than thirty five percent are recognized as such and only fraction (seven percent) of this number receive long term assistance and support. In general, trafficking is viewed as an issue of migration or national security and not as a human rights violation, and as a consequence, the victims of trafficking in majority of cases are not recognized as such and are treated as criminals.

Since September 2000, there has been a major change in attitude and in the level of the government involvement in counter-trafficking activities. From having denied the existence of trafficking, governments are now giving priority to anti-trafficking initiatives and assigning responsibilities at ministerial level. The establishment of the Trafficking Task Force under the Stability Pact for SEE has served to provide the much needed overall co-ordination and guidance for anti-trafficking activities in SEE. Within this framework, the governments have developed National Plans of Action, which allow a structured, comprehensive approach to the problem, and the involvement of international agencies and NGOs, as well as a willingness to co-operate and exchange information at regional level.

The report reveals a number of areas where there are obstacles to the provision of protection and support for trafficked women and children. Although most SEE countries are in the process of reviewing their legislation to include trafficking in human beings in their Criminal Codes, trafficking continues to be viewed by the police and the judiciary as illegal migration for the purposes of prostitution, rather than a flagrant violation of human rights.

Support services for trafficked persons are provided by international agencies and national non-governmental organisations. There are, however, no clear human right standards for the treatment of trafficked women and children, no referral mechanisms in place to ensure that all trafficked persons are identified and assisted. There are no standard protocols for the behaviour of the law enforcement agencies, international organisations and NGOs providing identification, referral and assistance. Lack of special procedures and special protections for children has resulted in the authorities and assisting organisations treating girls under 18 as adults. Many trafficked women and children are falling back into the trafficking cycle due to gaps in service and support provision both in the destination country and the country of origin.

Access to reliable data and research is also problematic, particularly to information regarding the trafficking of children. More accurate information is needed to assist in the development of appropriate responses. Generally, there are not enough prevention measures focusing on the root causes of trafficking, not enough activities to raise awareness, and in particular, access to health and reproductive health care and education for high risk groups is almost non-existent. Neither are there any information or education campaigns regarding safe sex, safe drug use and HIV/AIDS for either sex workers or customers.

The report presents a number of areas of action for consideration by governments, NGOs, international organisations and donors for more effective solutions at regional and national levels.

Introduction and Overview

1. Purpose and structure of the report

This report aims to map out the situation regarding trafficking in human beings in Southeastern Europe (SEE), and to provide an inventory of the actors and responses for combating trafficking at the regional, national and sub-national levels. The report covers the countries of Moldova, Romania, Bulgaria, Bosnia and Herzegovina, the Federal Republic of Yugoslavia (Serbia, Montenegro and Kosovo), the Former Yugoslav Republic of Macedonia, Croatia and Albania, and focuses on trafficking in women and girls for the purpose of sexual exploitation, as the most prevailing form of trafficking in the Balkan region. The report also includes an overview of trafficking in children from Albania for forced labour.[1]

In August 2000, UNICEF prepared a report "Trafficking in Human Beings in South Eastern Europe (SEE): an Inventory of the Current Situation and Responses to Trafficking in Human Beings in Albania, Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia and the Former Yugoslav Republic of Macedonia"[2] providing a summary of the situation in each of these countries. The original purpose of the current report was to update the 2000 report and expand it to include significant "countries of origin" for trafficking in women and children in SEE – Moldova, Romania and Bulgaria. In the process of researching and preparing this update, it became apparent that there have been many systematic developments in terms of responses and activities to combat trafficking in the past year and a half, and that the emerging anti-trafficking "system" warrants some evaluation. Consequently, the report presents an analysis of the current referral and assistance system for trafficked women and children in the region and makes recommendations on a selection of the priorities to be addressed.

There are a significant number of initiatives on trafficking being taken across the SEE region, so that this report does not necessarily represent a fully comprehensive list of all activities taking place. The aim is to provide a framework for updating and mapping activities, and to serve as a useful tool for more effective co-ordination of efforts to combat trafficking in human beings. For this purpose, the report also includes lists and contacts for the principal governmental, international, inter-governmental and non-governmental organisations (NGOs) that address trafficking in human beings in each country.

For each country, this report gives an overview of the situation, and presents actions taken by the governmental and intergovernmental institutions, as well as international and local NGOs in the field of anti-trafficking initiatives. The

1. "Trafficking in human beings affects everyone, women, men girls and boys. Nonetheless according to available evidence (in the Balkans), the majority of trafficked persons are women and girls. The gender-dimension of the crime and human rights violation named "trafficking in human beings" is, to a great extent, facilitated by the feminization of poverty and other violations of the economic and social rights of women and girls. This is especially true in countries of transition and post-conflict areas." Please see: Angelika Kartusch, "Reference Guide for Anti-Trafficking Legislative Review". Ludwig Botzmann Institute of Human Rights and OSCE/ODIHR, September 2001, page 6.
2. "Trafficking in Human Beings in South Eastern Europe (SEE). An Inventory of the Current Situation and Responses to Trafficking in Human Beings in Albania, Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia and the Former Yugoslav Republic of Macedonia", report by Jane Gronow, UNICEF, Area Office for the Balkans, 15 August 2000.

overview for each country summarises the trafficking situation under the following headings:

1. Migration, prostitution and trafficking;
2. Identification, referral and assistance of trafficked women and children;
3. Prosecution.

Child trafficking and HIV/AIDS are highlighted where such information is available.

Responses and activities in each country are summarised under the following headings which are derived from the model National Plan of Action developed by the Stability Pact Task Force on Trafficking in Human Beings[3]:

1. National Plan of Action and co-ordination;
2. Roles of government, international organisations and NGOs;
3. Prevention and raising of awareness;
4. Victim assistance (including return and reintegration);
5. Legal reform and law enforcement.

2. Definition of trafficking and its interpretation

The definition used in this report is contained in the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, which supplements the UN Convention on Transnational Organised Crime adopted by the UN General Assembly in November 2000. The Convention and its two protocols[4] (herewith referred to as the Palermo Convention and Protocols) were signed by all the countries in Southeastern Europe in December 2000 at a high-level conference in Palermo, Italy:

a. "Trafficking in persons" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;
b. The consent of the victim of trafficking in persons to the intended exploitation set forth in the subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;
c. The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve any of the means set forth in subparagraph (a) of this article;
d. "Child" shall mean any person under 18 years of age.[5]

3. The Stability Pact Task Force on Trafficking in Human Beings developed a Regional Plan of Action as a model for National Plans of Action for the countries of the region. The major areas of concern according to the model, are research and assessment, raising of awareness and prevention – addressing social and economic causes, victim assistance and support, return and reintegration assistance, law reform, law enforcement, international law enforcement, co-operation and co-ordination.
See: http://www.osce.org/odihr/attf/index.php3?sc=Action_Plan
4. "Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children" and "Protocol against the Smuggling of Migrants by Land, Sea and Air". For the text of the Convention see: www.uncjin.org/Documents/Conventions.
5. UN A/55/383, 2 November 2000: "Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children", Article 3a.

The Trafficking and Smuggling Protocols make a distinction between trafficked persons and smuggled migrants, defining migrant smuggling as "the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State party of which the person is not a national or a permanent resident"[6]. In principle, the smuggling of persons constitutes an illegal border crossing and is therefore a violation against the state. In contrast, trafficking in human beings is a violation of the rights of the individual, so that the victims of the crime are the trafficked persons themselves. Therefore the term "victim" is used throughout the anti-trafficking protocol whereas it is not mentioned in the protocol against smuggling.[7]

However, it is important to note that this distinction is less clear on the ground where there is considerable movement and overlapping between the two categories. This is reflected in the data and information which was collected from various sources in the field during research for this report, including governments, international agencies and NGOs. These sources did not always refer directly to trafficking, as defined in the UN protocol, but instead referred to:

- The number and/or situation of illegal female migrants;
- The number and/or situation of female migrants working in the sex industry;
- The number of girls deported to their country of origin;
- The number of women and girls assisted in returning to their country of origin;
- The number of women not allowed to cross a border for various reasons;
- The number of smuggled women or women trying to cross a border without valid documents;
- Factors influencing women's decisions to migrate;
- Groups of women willing or determined to migrate.

The following observations can be made:

1. There is no general understanding or acceptance of the definition of trafficking among the institutions and persons involved in and responsible for anti-trafficking work on the ground. Sometimes, there is a tendency to label all the situations in which young women are willing to migrate or female migrants are involved as "trafficking", especially when the women work or are willing to work in the sex industry. On the other hand, situations of internal trafficking – without crossing international borders - are generally ignored. Governments hardly even acknowledge trafficking of children for forced labour as trafficking;
2. Some of the collected data and information are not fully reliable and relate to actions taken against illegal migrants, rather than to trafficking;
3. Actions against trafficking are often understood as anti-migration actions by state authorities, aiming to suppress the migration of women. Therefore, women are seen as illegal migrants and are targeted as such in the first place, while prosecution of traffickers and assistance for the victims of trafficking are not priorities;
4. The situation is unclear for women working in the sex industry in places controlled by organised crime groups, where the women do not earn any money and their freedom of movement is restricted. These women often do not consider themselves trafficked persons, although they are classified as such under the Trafficking Protocol.

6. Ibid. Smuggling Protocol, Art.3a.
7. Please compare: Conference Report "Europe against Trafficking in Persons", Berlin, 15-16. Oct.2001. OSCE, 2001, p. 103.

The main focus of the Palermo Convention and its Protocols is on law enforcement and organised crime. The Trafficking Protocol determines that trafficked persons are to be granted protection additional to that accorded to smuggled migrants. "Unfortunately, there is little guidance in either instrument regarding how the identification process is to be undertaken and by whom. This is especially important because identifying an individual as a trafficked person carries different responsibilities for a State party than is the case if that person is identified as a smuggled migrant. It is hoped that States parties will address such issues in the near future."[8]. One of the aims of this report is to assess how the obligations are translated into actions and to identify major issues and gaps of implementation on the ground from the human rights perspective.

3. Statistical data on the number of trafficked persons

Access to reliable data on the number of trafficked persons is not possible. All general assessments are hard to verify and vary according to the context and source of information. Governments, international agencies and NGOs provide different kind of data, which is often not comparable.

For example, according to US State Department estimates, "at least 700,000 persons, especially women and children, are trafficked each year across international borders. Some observers estimate that the number may be significantly higher."[9] According to the Swedish NGO, Kvinna Till Kvinna "Estimated 500,000 women from over the world are trafficked each year into Western Europe alone. A large proportion of these come from the former Soviet Union countries."[10] The International Organisation for Migration (IOM) states that "In 1997, an estimated 175,000 women and girls were trafficked from Central and Eastern Europe and the Newly Independent States."[11] Recent IOM figures show that "120,000 women and children are being trafficked into the European Union each year, mostly though the Balkans." And "10,000 women mostly from Moldova, Romania and Ukraine are working in the country (Bosnia and Herzegovina [BiH]) sex trade."[12]

However it is difficult to verify these figures with the information from particular regions or countries. For example, the data provided by IOM about trafficked women who were assisted to return from BiH to their countries of origin in the year 2000 (approximately 180) does not reflect any percentage or proportion of the total number of trafficked women and girls in BiH. Rather, this reflects the joint actions of the local police and the International Police Task Force (IPTF), who refer to IOM women and girls detained during raids, whom they have determined to be trafficked during interviews immediately following the raids. In 2000, 80 percent of all such raids took place in December, and therefore IOM statistics for 2000 reflect mostly the number of women and girls IPTF referred to IOM during that one month. As such, the information does not say anything about the real number of trafficked women and interventions during 2000.

8. "Smuggling and trafficking in persons and the protection of their human rights", Note by the Secretary-General, E/CN.4/Sub.2/2001/26, 5 July 2001, p.3.
9. U.S. Department of State, Victims of Trafficking and Violence Protection Act of 2000: Trafficking in Persons Report (2001), p.1.
10. "Crossing Borders Against Trafficking in Women and Girls. A Resource Book for Working Against Trafficking in the Baltic Sea Region". Kvinnaforum, Stockholm, November 1999, p.1.
11. Bureau of Intelligence and Research, United States Department of State "Global Trafficking in Women and Children: Assessing the Magnitude", March 1998. Cited by: Trafficking in Human Beings: Implication for the OSCE. OSCE Review Conference September 1999. ODIHR Background Paper 1999/3. ODCE/ODIHR, Warsaw, Poland, p.5.
12. Ian Burrell, "From the Balkans to brothels in Soho". The Independent, 21 January 2002.

To complicate the situation, the number of women and girls referred by IPTF to IOM reflects only a very small percentage of the women found during raids. For example, according to the weekly security situation reports from the UN Mission in BiH (UNMIBH) for November 2001, the local police and IPTF raided 10 bars and nightclubs, where they found 39 foreign women, of whom only eight requested assistance from IPTF. Moreover, in one week 18-24 February 2002, four bars were raided and 48 women found, out of whom only two requested assistance.

As mentioned above, it is also difficult to distinguish between data on trafficking, illegal migration, migrant sex workers, illegal border crossing, etc. The statistical data collected by the police and border police is often neither gender nor age segregated. Additionally, these statistics are used for various political purposes – for example, prevention of trafficking is used as an argument for refusing young women entry to a country or for refusing to issue them a visa, and then, in the police statistics, these cases are relabelled as successful cases of rescuing "victims of trafficking".

In particular there is little reliable information regarding trafficked children. Girls under 18 working in the sex industry often pass as adults, especially when they do not have documents or use false papers. Information about child trafficking for organs is only anecdotal – there is no evidence, no witnesses and no data that could positively confirm its existence. Data on trafficking of children for begging and labour are sparse and information on internal trafficking is almost completely absent.

There is almost no information about the traffickers themselves. The lack of legislation, in almost all the countries, which would allow the perpetrators to be prosecuted directly for the crime of trafficking, has led to a situation whereby even the most obvious cases of trafficking are not prosecuted as such.

This report will try to inform clearly about the character of the data obtained. Information on the number of trafficked persons, female migrants or women working in the sex industry will be limited to concrete cases with which the relevant agencies have had direct contact, for example the number of illegal migrants stopped by border police, sex workers in certain areas, or trafficked persons who have been given assistance.

4. Situation of women in the countries of origin

Most countries in the region have experienced severe economic and social decline. Unemployment, inflation, income differentials and poverty have increased. As a result of conflict and economic change, living conditions and access to services have all deteriorated. The combined effects of transition from conflict to post conflict situations, the presence of the international community and peace keeping forces, and the transition from state to market economies have brought a greater diversification of economic status and social position, as well as new social phenomena. Lack of the rule of law and difficult economic situations have allowed black market economies to flourish. Smuggling of goods, arms and people, corruption of state employees, organised crime groups and acceptance of illegal ways to earn money, as well as unregulated migration, have become the new norm.

The new situation has also had a special impact on women. The reality of the post conflict situation and economic transition have weakened the position of women in the labour market, causing more women to be unemployed and the feminisation of poverty, which in turn has resulted in increased migration especially among younger women.

The root causes of migration and vulnerability to trafficking include not only the weak economic situation of women but also discrimination against them in their countries of origin. Discrimination against women in the labour market, growing unemployment among women, lower wages, lack of skills and training – essentially, the feminisation of poverty - all these factors contribute to the growing number of young women willing to take their chances by searching for opportunities and a better life in the West.

Another factor is the changing pattern of family life with more single mothers taking responsibility for their children. More women are becoming the only breadwinner in families where the men have become unemployed and are not able to find a job as a result of the process of transition. A growing trend in the region is for women to take responsibility for the survival of the whole family and to look for new sources of income. For example, women run 80 percent of small businesses in Moldova and it is mainly women who engage in cross-border trade between Moldova, Romania, Bulgaria and Turkey and sell their produce on the streets and in the markets of Bucharest, Sofia and Chisinau.

At the same time, as in other Central and Eastern European countries with economies in transition, the social, and political situation of women is deteriorating. Violence against women, the contradiction between their lowly position in the family and their responsibility for the family well being, their lack of influence in public/political life and their exclusion from decision-making processes, are increasing trends.

Another factor encouraging migration is access to the West, which offers not only economic prosperity and consumerism, but also its different lifestyles, which give more opportunities to women.

5. Migration

Economic hardship and the prevailing traditional role of women in society and family are among the major factors behind young women's desire to look for a better life elsewhere though migration. As yet, no policies have been developed to ensure the inclusion of women in the economic, political and social transition. Rather, the fall back position for women is the pre-communist traditional role in society. Women are relegated to the private sphere of the family and largely excluded from public life. At the same time, more contacts and information from Western countries have increased awareness among the new generation of young women of a possible alternative lifestyle. This awareness, however, is largely based on movies, radio and advertisements in the mass media, which promise a Western paradise of not only freedom and personal fulfilment but also of economic welfare. This misconception creates false expectations to lure young women.

There is an obvious connection between the desire to migrate, the financial and visa obstacles, and the need for assistance and consequent dependence on intermediaries in the process of migration. However, these factors are also related to illegal migration and not solely to trafficking.

The factors prompting migration are a deteriorating economic situation and a lack of opportunities in the country of origin, the perception that work abroad is the only chance of survival or economic independence, and knowledge about existing possibilities and patterns of migration. Illegal migration occurs when there are obstacles to migration. These usually include financial or passport/visa issues, the need for assistance in arranging or buying these documents, organising transportation and securing a job and a place to stay

abroad. Corruption of local authorities and the presence of organised criminal groups servicing illegal migrants assist the process.

Women form a substantial proportion of migrants from SEE countries and their migration has consequences recognized by society and by the women themselves. With the growing wave of migration there are enough positive examples within a local community or a family for an increasing number of women to decide to take their chance to support their immediate or wider family economically, to obtain an independent position within the family, to have a better chance in the local labour market on return, and to earn money to start their own business. In addition to the economic considerations, there are also social advantages such as bringing back the knowledge and experience gained abroad, and introducing new models of family life, including a refusal to tolerate family violence.

One has to remember that the majority of young women who decide to migrate do not become victims of trafficking. On the contrary, they are able to achieve their goals and they gain comparatively more than male migrants, not so much in terms of money but in status and position back home. Although their wages are lower than those of male migrants and they usually work in non-regulated areas of the economy (household work, taking care of old people, work on farms, in hotels and restaurants, the sex industry) where they lack security and are vulnerable to abuse, nevertheless, women are often able to improve the economic condition of their family and their own position within it.[13]

6. Migration and trafficking

There are a wide variety of factors, which contribute to the phenomenon of trafficking. Within the context of restrictive migration regimes, these factors may include the lack of financial resources to use safe, even if illegal, channels for migration – to buy passports and visas and to pay for transportation – the lack of contacts and support abroad, unrealistic expectations and false information about work opportunities abroad. These factors may be combined with a low level of education and lack of skills and a willingness to depend on intermediaries who promise to arrange safe passage and a job in exchange for part of the future wages.

In some cases, there are also situations of forced migration, when traffickers have a contract with the family and a girl or a woman is taken abroad to earn back the money lent to the family, or a woman is kidnapped and taken over the border by force. However, such cases of forced migration are rare – there are enough young women sufficiently desperate and willing to take their chances with traffickers.

The conditions leading to trafficking are highlighted in a number of research studies carried out in the countries of origin and have been mentioned repeatedly by NGOs working with trafficked persons. These include a lack of knowledge about and contacts in the West. Trafficked persons have often never been abroad before. Other common conditions are a lack of work opportunities, a lack of education and exposure to violence at home or in a state institution. One study in Romania showed that women living on their own are less likely to be trafficked than those who live with their relatives, especially if the family is dysfunctional.[14]

13. Information gained during interviews with the representatives of local NGOs in Moldova, June 2001.
14. "Vulnerability to Trafficking in Human Beings of Young Female population in Romania" – Main Findings of the Sociological Research, IOM Office in Romania, July 2001, p.5-6.

In conclusion, while poor economic conditions and the uncertain social and political situation of the countries in transition are the main factors persuading migrants to seek a better life abroad, restrictive migration regimes combined with discrimination against women, lack of even basic economic resources and lack of information about and exposure to the West, are additional factors making women and girls vulnerable to trafficking.

7. Prostitution and trafficking

Trafficking of women and girls for the sex industry is a significant part of trafficking in human beings. In the Balkans, due to the difficult economic situation and lack of employment, the sex industry is the only known area of work for women and adolescent girls trafficked from other countries.

Women who work in the sex industry in their home country are much more vulnerable to being trafficked. Some of the women working as prostitutes decide voluntarily to migrate and work abroad but the majority are trafficked. The prostitution markets in Bulgaria, Moldova and Romania have a similar pattern; local prostitution is controlled almost entirely by pimps and is based on a system of internal trafficking. Prostitution is located in big cities, in coastal resorts during the summer, and in border areas. Women working in the sex industry in these areas come from the poorest parts of their countries. They work for pimps, are moved from place to place, sold to other pimps or kidnapped by them. In the process, some are trafficked abroad.

The growing market for prostitution is one of the side effects of the progression from conflict to post-conflict and transition in all SEE countries. The international market for sex services as well as local demand has expanded, particularly in countries where there is a large international presence. Women from the poorer countries in the region provide a constant supply of cheap labour. There is a well-organised trafficking system, operated by organised criminal groups, aided and abetted by corrupt local authorities and a lack of legal provision against trafficking (or difficulties with the implementation of the existing regulations) in most of the countries. Poorly functioning legal and law enforcement systems make trafficking less risky for perpetrators in SEE than in the EU countries, even if not as profitable. This low risk and high profit are combined with a large demand for sexual services, created in part by the international community based in the Balkans.

Due to political and military instability, the presence of the international community, including the peace keeping forces, the deficient legislation and corruption at local authority level, the countries of the former Yugoslavia have become a very attractive destination for trafficking women and girls into the sex industry. The major countries of destination in SEE are BiH, FRY (particularly the UN administered Province of Kosovo) and FYR Macedonia. It is interesting to note that Croatia, in which the economic situation is relatively better and where there is no large international presence, does not appear to be a major country of origin or destination for trafficked women and children.

Since prostitution is illegal in SEE, except in Bulgaria and FYR Macedonia, the threat of being exposed as a prostitute, i.e. being involved in an illegal activity, in the country of destination, next to the fear of violence and debt and being in the country illegally, are the most effective means of control used by the traffickers. These are also the major reasons why women do not try to contact the authorities. Corruption of the local police and other authorities and their links with the traffickers is another reason. There is anecdotal information about women who after a raid on a sex club in Sarajevo and an arrest, were handed back to the traffickers by the police, before IOM was informed about

the action. There is also information about Bulgarian border police who first took money from women to take them safely back to Bulgaria only to deliver them back to the traffickers for additional money. Stories about local and international police frequenting bars, using the services of women and being on good terms with the owners and traffickers are legion.

8. Traffickers and trafficking routes

From the information gathered from trafficked women, it appears that the majority of traffickers are men. There are, however, a growing number of women, including those who used to work as prostitutes, who travelled abroad several times themselves and in the process started recruiting other women. Traffickers work as part of an organised network and are well aware of the risks and gains connected with their activity. There are no reliable estimates about the traffickers' profits, although, reportedly, the price of one woman on the market in Timisoara, Romania, is approximately US$50-US$200, and the price in the country of destination will be ten times higher. A study made by a Bosnian NGO LARA states that the average monthly income from prostitution for the owner of a nightclub that employs five women is US$10,000 minimum.[15]

The trafficking routes run from Moldova, Ukraine and other former Soviet Republics - the main countries of origin - via Romania, which is also one of the major countries of origin, and Bulgaria to the countries of the former Yugoslavia, Italy, Turkey, Greece and Western Europe. Women usually cross borders in groups, organised by traffickers, usually using mixed channels, legal and illegal. Corruption of the border police in transit countries, who co-operate with the traffickers, and indirectly with criminal groups operating at the border, is reportedly commonplace rather than the exception.

9. HIV/AIDS and sexually transmitted infections (STIs)

Across SEE, trafficking for the purpose of sex work and HIV/AIDS are connected to a vast number of transition and development issues: conflict; poverty; social inequality; migration; refugee and internally displaced status; gender; domestic violence; labour and employment; legal issues; education; rights and health. As a large number of people in this region are unemployed or living below the poverty line, the population is highly mobile as people seek opportunities to improve their living conditions.

There are no estimates about how many trafficked women are currently HIV positive and how many more are at risk of contracting the disease. At present, awareness on trafficking and vulnerability to HIV/AIDS in the arena of prevention, protection, recovery, repatriation, reintegration, care and support is not present either in the countries of origin or destination. There are very few education or information campaigns targeting either sex workers or clients regarding safe sex or harm minimisation for intravenous drug use.

The health issues surrounding trafficking and prostitution are at present not really being acknowledged or addressed. The main areas of concern for trafficked women and girls are reproductive and general health, the use of and access to barrier and other forms of contraception, access to counselling and support on reproductive health, pre- and post-abortion counselling, and the effects of physical violence and STIs, including HIV/AIDS.

15. "Trafficking of Women as organised Crime", Conference Materials prepared by LARA, Bjielina, 28-29 September, 2001.

Across the SEE region, authorities are only beginning to mobilise with regards to HIV/AIDS. Experience in other regions of the world demonstrates the extremely high vulnerability of trafficked women and children to HIV/AIDS and STIs, which in turn places the users and their families and communities at risk of infection. Typically, trafficked women working in the sex industry do not have access to health care and many report having to continue working despite health problems, including STIs. The non-compliance of clients in the use of condoms increases the risk of infection.

In all the countries of the region, as part of the assistance offered by IOM to trafficked women who are returning or returned back home, there is the possibility of having HIV/AIDS and STI tests on a voluntary basis (the tests are only not available in Kosovo). According to IOM not all women are willing to have the HIV/AIDS test (the percentage of women doing the tests varies depending on the country from 20 to 80 percent). To date, there have only been a few cases of women who went through the IOM programmes of return, had HIV/AIDS test and tested positive. In some countries, the shelter staff do not encourage women to have the test as they cannot guarantee confidentiality of the results.[16]

STI tests, which are often positive, are not usually followed up with the proper treatment. As the treatment lasts approximately two weeks and women who await repatriation with assistance of IOM usually only stay in the shelter for a shorter period of time, the treatment is not completed. After return to the countries of origin, only a small group of women have proper treatment while they are in contact with the supporting organisation. The only exception in the region is Moldova, where the IOM programme offers the opportunity for a proper medical check up and treatment upon return.

Numerous governmental and non-governmental agencies and UN Agencies, e.g. the Stability Pact for SEE, the Council of Europe, UNICEF, UNHCHR, OSCE, IOM etc. have begun to address the issues of trafficking in women and children. This has helped to give these challenges a better profile and begun to place them on regional and national agendas, e.g. Stability Pact Task Force on Trafficking and National Plans of Action on trafficking and HIV/AIDS. Awareness of trafficking and HIV/AIDS issues have, however, not taken root and more work is needed to understand the interrelated nature of the problem and therefore the most appropriate response.

10. Trafficking of children

There is no reliable information or data on trafficking of children. Although the scale of the traffic in children is unclear, information from across the region suggests that a growing number of children under 18, especially adolescent girls, are being trafficked for the purposes of sexual exploitation and forced labour. In general, the trafficking of children in SEE falls into two categories: 1) trafficking of young children under 12 (girls and boys) for begging; and 2) trafficking of teenage girls for sexual exploitation.

A distinction needs to be made between the trafficking of young children (under twelve) for begging, organs, adoption, prostitution, pornography and the trafficking of adolescent girls for prostitution. There is no evidence for the existence of a special market for the sexual services of children or for virgins in SEE, as is the case in other parts of the world in connection with the fear of HIV/AIDS. There is evidence that young children, both girls and boys, are traf-

16. Interview with Lynellyn Long, IOM Office in BiH, 19 December 2001.

ficked for forced labour particularly from Albania into Greece and Italy. NGOs estimate that over 2,000 Albanian children have been trafficked to Greece. The increasing number of children, mostly Roma, begging on the streets in all SEE countries is a cause for concern and warrants investigation, particularly in relation to internal trafficking.

NGOs working with trafficked persons and with sex workers estimate that underage prostitutes comprise approximately 10-30 percent of all sex workers. About 10-15 percent of the trafficked persons whom IOM has assisted to return home from the Balkan countries, are girls under the age of 18. Save the Children estimates that up to 80 percent of all trafficked persons from Albania are teenage girls under 18.[17]

The underlying socio-economic causes of migration and factors that increase vulnerability to trafficking are the same for teenage girls as for older young women. These include poverty, gender-based discrimination and violence, lack of jobs and restrictive migration regimes. Underage girls, especially from dysfunctional families and from institutions, are therefore also becoming victims of trafficking. The distinction that can be made between this group and young children trafficked for begging is that teenage girls are being trafficked not because they are children, but because they are female. Often they pass for adults and have false documents, but being younger increases their vulnerability to exploitation and abuse.

There is, however, no evidence of boys being trafficked for prostitution, although there are rumours and anecdotal reports of trafficking in boys for the Western European male prostitution and pornography market, and of children for organ transplants. Apart from the existence of a very few reports and newspaper articles, there is no concrete information or data available to substantiate these claims. However, the experience of UNICEF in other parts of the world demonstrates the vulnerability of both boys and girls to trafficking for the purposes of sexual exploitation and child pornography.

There is some information from Moldova that trafficking of children for illegal adoption is reportedly widespread and children coming from big families from the countryside and children of parents who have migrated are offered for adoption. There is some anecdotal, but not confirmed information about traffic in children for organs.

Despite the signature and ratification of the Convention on the Rights of the Child (CRC), by all countries in SEE, there are no special legal regimes, special protections or special treatment for trafficked children. Children under 12 in some countries of destination, including FYR Macedonia, Greece and Italy, are placed in orphanages while they await organised return. Older children are treated as illegal migrants and criminals, and face prosecution, imprisonment and deportation from the countries in which they were arrested.

17. Daniel Renton, " Child Trafficking in Albania". Save the Children, Tirana 2001, p.9.

Regional Initiatives[18]

Although trafficking is not a new problem in the Southeastern Europe (SEE) region, the development of comprehensive policies, regional initiatives and responses have been relatively recent. Before the year 2000, some NGOs and international organisations were responding to the situation on the ground, but there was no institutional or co-ordinated approach to the problem. Since the adoption of the UN Convention against Transnational Organised Crime and its protocols, and the establishment of the Stability Pact Trafficking Task Force in Human Beings (SPTTF) in September 2000, an institutional framework for anti-trafficking action has been created, and in 2001 a significant number of regional initiatives were undertaken which influenced policy development and activities in the countries of SEE.

The effectiveness of most of these initiatives cannot yet be fully evaluated, since most of them are recent or not yet fully developed, and many have yet to be translated into concrete actions. All the countries in the region agree on the importance of an integrated approach to trafficking and are working on developing operational structures which can effectively combat trafficking, but they are all also struggling with a lack of financial resources to make the structures work.

1. Governments

1.1. International Conventions

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) is binding and has been ratified by all SEE countries. State parties to CEDAW are obliged to "take all appropriate measures, including legislation, to suppress all forms of traffic in women".[19] The Convention on the Rights of the Child (CRC), ratified by all the Stability Pact countries, requires state parties to combat trafficking in children.[20] The recently adopted optional protocol to CRC requires state parties to combat the sale of children.[21] The International Labour Organisation (ILO) Convention No. 182 on the Worst Forms of Child Labour requires the elimination of "all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced and compulsory labour, including forced and compulsory recruitment of children for use in armed conflict".[22]

All the countries of SEE - Albania, Bosnia and Herzegovina (BiH), Bulgaria, Croatia, the Federal Republic of Yugoslavia (FRY), the Former Yugoslav Republic of Macedonia (FYR Macedonia), Greece, Hungary, the Republic of Moldova, Romania and Slovenia – and Turkey and Ukraine signed the UN Convention

18. For a more comprehensive summary and contacts, see Table: Summary of regional initiatives, p. 161.
19. CEDAW, UN GA Res 34/180, 18 December 1979 (Art. 6). The optional protocol to CEDAW has been ratified by Croatia and signed by BiH, Bulgaria, FYR Macedonia and Romania.
20. CRC, UN GA Res 44/25, 20 November 1989 (Art. 34 and 35).
21. 2000 Optional Protocol to the CRC on the sale of children, child prostitution, and child pornography, UN GA Res 54/263, 25 May 2000 (not yet in force).
22. ILO Convention No.182 (Art. 3a), ratified by Bulgaria, Croatia and Romania. ILO Convention No. 29 concerning forced labour (Art 1 and 4) ratified by all Stability Pact countries. ILO Convention No. 105 concerning the abolition of forced labour (Art. 1 and 2) ratified by all SP countries except FYR Macedonia and FRY .

against Transnational Organised Crime and its two additional protocols[23] on 13 December 2000 in Palermo. According to the Trafficking Protocol, all governments are obliged to elaborate a National Plan to prevent, suppress and punish trafficking in persons. On the margins of the signing ceremony of the Palermo Convention the governments of SEE met in the first ministerial meeting of the SPTTF and committed themselves to appoint National Co-ordinators and to elaborate National Plans of Action to combat trafficking in human beings.[24]

To date, only FRY (excluding Kosovo) have ratified the Convention and its protocols. BiH is in the process of ratification.

The early signature of the UN Crime Convention (Palermo Convention) and its Protocols by all the countries of the region, shows their commitment to combat trafficking in human beings. However, it is difficult to estimate the effectiveness of the new measures or the way in which they will be implemented, as the process of creating regional and national structures has only just started.

1.2. SEE Regional Agreements

Within the framework of the Stability Pact Working Table III initiatives, the governments of the SEE countries have signed a number of co-operation agreements. In December 2000, all SEE countries signed *the Palermo Anti-Trafficking Declaration of South Eastern Europe*.[25] By signing the Anti-Trafficking Declaration ministers committed their countries to implement effective programmes for prevention, victim assistance and protection, law enforcement, legislative reform and prosecution of traffickers. They also acknowledged the need for programmes to raise awareness, for training, and for co-operation and co-ordination among border officials, police judges, prosecutors and consular personnel. They agreed to meet once a year to exchange information on trafficking in human beings and the progress made in combating it.

In May 1999, Albania, BiH, Bulgaria, Greece, Hungary, FYR Macedonia, Moldova, Romania and Turkey signed an *Agreement of Co-operation to Prevent and Combat Trans-border Crime* (the Southern European Cooperative Initiative [SECI] Agreement).[26] Croatia signed the document on 13 November 1999 and Slovenia on 29 August 2000. The SECI Agreement entered into force in February 2000.

At the second SPTTF Ministerial Meeting in Zagreb in November 2001, the governments of SEE committed themselves to establishing an information exchange mechanism.

1.3. Stability Pact Task Force on Trafficking in Human Beings (SPTTF)

The Stability Pact for Southeastern Europe's *"Task Force on Trafficking in Human Beings"* was launched in September 2000 under Working Table III on Security Issues, sub-table on Justice and Home Affairs, The Austrian Chairmanship of the Organisation for Security and Co-operation in Europe (OSCE) seconded Minister Helga Konrad as the first chairperson. The governments of

23. See: http://www.uncjin.org/Documents/Conventions/conventions.html. The UN Protocol to Prevent, Suppress and Punish Trafficking in Persons and the UN Protocol against the Smuggling of Migrants by Land, Air and Sea were presented in Palermo. A third protocol against the illicit manufacturing of and trafficking in firearms was only opened for signature in June 2001.
24. See: http://www.osce.org/odihr/attf/attf_pd.pdf
25. See: http://www.legislationline.org/intstandard.php?StandardID=63
26. See: http://www.unece.org/seci/crime/agreemnt.htm

the SEE countries, donors, international agencies (including OSCE, the Council of Europe, IOM, UN High Commission for Human Rights (UNHCHR) and UN Children's Emergency Fund (UNICEF) and international and national NGOs are all active members of the Task Force. The Task Force provides a regional forum for co-ordination and has developed a comprehensive regional strategic framework for anti-trafficking efforts in the region. Priority areas identified for action are prevention, raising awareness, victim protection, return and reintegration, legislative reform, and law enforcement co-operation, training and exchange of information.[27] International organisations form an expert "Task Force Co-ordination Group" addressing the priority areas of concern (focal points) as listed below. These organisations serve as an advisory board to the SPPTF Chair and hence meet regularly.

Prevention – UNHCHR and ILO;
Raising of awareness – UNICEF and Save the Children;
Assistance and protection for trafficked persons – International Catholic Migration Committee;
Return and re-integration – IOM;
Legislative reform – Council of Europe and OSCE/Office for Democratic Institutions and Human Rights (ODIHR);
Law enforcement co-operation and training and exchange – SECI and the International Centre for Migration Policy Department /International Migration Policy Programme.

These agencies bring their expertise to bear on all the areas of concern and co-operate in a cross-sector manner.

The SPTTF acts as a clearing house, fostering co-ordination between the relevant actors, providing information and supporting regional co-operation between governments, international agencies and NGOs. SPTTF has also developed a model National Plan of Action (NPA) as a framework for a comprehensive anti-trafficking approach, to encourage co-operation and co-ordination between government, international agencies and NGOs on the national level and has been instrumental in putting trafficking on the political agendas of SEE governments.

The SPTTF Secretariat organises periodical Task Force Meetings[28] and has convened two Ministerial Meetings in Palermo and Zagreb where the governments of SEE committed themselves to concrete anti-trafficking activities.[29]

1.4. Southern European Co-operative Initiative (SECI)

SECI, the Regional Centre for Combating Organised Crime was established as a result of the *Agreement of Cooperation to Prevent and Combat Trans-border Crime*, an agreement on co-operation between the law enforcement agencies, signed by the SEE countries. In October 2000, Romania and SECI signed the Headquarters Agreement between the SECI Centre and Romania, which entered into force in April 2001 and the SECI Centre became operational in November 2000. SECI supports specialised Task Forces combating illegal trafficking in human beings and drugs, commercial fraud and stolen cars.

27. See: http://www.stabilitypact.org/stabilitypactcgi/catalog/cat_descr.cgi?subcat=1&prod_id=52
28. So far, the following SPTTF meetings have taken place: 1st SPTTF Meeting (Vienna, September 2000), 2nd SPTTF Meeting (Vienna, April 2001), 3rd SPTTF Meeting (Sarajevo, December 2001). The next SPTTF meeting is planned to take place in Bucharest in June 2002.
29. See: http://www.osce.org/odihr/attf/index.php3?sc=Action_Plan

Regional Initiatives

The SECI Illegal Human Beings Trafficking Task Force was established in May 2000 on the initiative of the Romanian Government and comprises the Regional Task Force and the Regional Co-ordinator.

The regional structure is supported by the local structures, which are presently being created. National Task Forces in all SECI countries are headed by National Co-ordinators (not yet appointed in some of the countries). The Task Force operates through liaison officers, from all participating countries, working out of the SECI Centre in Bucharest. They are in permanent contact with their national authorities through their respective designated National Focal Points, which communicate directly with the National Co-ordinators and the National Trafficking in Human Beings Squads.[30]

1.5. Regional Conference on Trafficking in Human Beings and Illegal Migration

Following the adoption of the Palermo Protocols, Romania, as the Chair of OSCE, hosted a Regional Conference on Trafficking in Human Beings and Illegal Migration (organised within the framework of the Stability Pact activities), which took place in Bucharest on May 21, 2001. Present at the meeting were Ministers of the Interior and National Security Advisers from the Balkan Region, and the Chair of SPTTF.

In the agreed conclusions from the conference, the participants confirmed their commitment to prevent and combat trafficking and specified the steps to be taken at national and regional levels. At the regional level, SEE ministers acknowledged the need for the development of a regional campaign to raise public awareness, for exchange of information between national agencies, to consider establishing joint law enforcement and border police teams, and for co-operation between national law enforcement agencies, IOM, NGOs and appropriate diplomatic and consular officials on the safe repatriation of trafficked persons.

At the national level, they recognised the need for strengthening national strategies and structures on human trafficking, elaborating or revising legislation, strengthening national law enforcement and prosecution capabilities, strengthening border control systems, concluding bilateral re-admission agreements, introducing campaigns to raise public awareness and ensuring assistance for the safe return and re-integration of trafficked persons.[31]

Representatives of the SEE countries agreed to operate within the framework of the SP Action Plan and agreed that "the SP Task Force Co-ordinator could draw up a matrix of all bilateral and multilateral programmes in the region with a view to co-ordinating activities and identifying future needs." [32]

They asked OSCE to monitor the extent of trafficking in the region and the measures taken to tackle the problem and to co-operate with other international organisations, including IOM, European Union Monitor Missions, the Council of Europe, UNHCHR, the Stability Pact Task Force Coordinator and OSCE/ODIHR.

30. Southern European Cooperative Initiative, SECI information materials, Bucharest, 2001.
31. Agreed Conclusions from the Regional Conference on Trafficking in Human Beings and Illegal Migration, Bucharest, 21 May 2001, pp. 1-3.
32. Ibid.

2. International Organisations

There are a number of international agencies working on the issue of trafficking in the region. The following organisations are particularly active.

2.1. Organisation for Security and Co-operation in Europe (OSCE)

OSCE is engaged in a number of activities to combat trafficking in human beings, including the fields of law enforcement, public awareness, research, training and support for NGOs. The OSCE Vienna Ministerial Council Decision No.1 (2000)[33] calls on participating States to take all necessary measures to combat trafficking in human beings in the fields of prevention, protection and prosecution, and these commitments are reaffirmed in the OSCE Bucharest Ministerial Council Decision No.6 (2001)[34].

ODIHR's anti-trafficking activities cover a wide-range of thematic issues with particular focus on prevention and human rights protection, which includes establishing a comprehensive legal framework to address trafficking in human beings. Furthermore, ODIHR provided administrative and technical support to the SPTTF Secretariat from June 2000 to January 2001. Within the framework of SPTTF, ODIHR *inter alia* designed and implemented a project to produce the "Reference Guide for Anti-Trafficking Legislative Review", which serves to assist those who draw up the laws and to support NGOs in their advocacy efforts. Together with UNICEF and UNHCHR, ODIHR supported the expansion and up-dating of UNICEF's inventory of trafficking situations and responses.

Moreover, OSCE field missions play a vital role in carrying out anti-trafficking work, including monitoring and project implementation. Through the ODIHR Anti-Trafficking Project Fund, OSCE missions are encouraged and supported to design and implement anti-trafficking projects with local partners.

In 2001, OSCE adopted Anti-Trafficking Guidelines and expanded its Code of Conduct with a provision specifically targeted at combating trafficking in human beings. This provision holds OSCE staff and secondees responsible for affiliation with persons suspected to be involved in trafficking. The OSCE Anti-Trafficking Guidelines and the OSCE Code of Conduct are intended to ensure that all OSCE personnel, institutions and field operations recognize the problem of trafficking in human beings, and undertake appropriate action. The OSCE Permanent Council has also urged its international partner organisations to adopt similar anti-trafficking rules to those contained in OSCE Code of Conduct.[35]

2.2. Council of Europe (CoE)

The Council of Europe has been involved for several years in the fight against trafficking in human beings. In 1991 it identified the most urgent areas for action in this field, through a Group of Specialists, who had worked out a comprehensive Plan of Action. The Committee of Ministers also adopted Recommendation No. R(2000) 11 on action against trafficking in human beings for the purpose of sexual exploitation, on 19 May 2000.

As part of CoE's contribution to the Stability Pact for South East Europe, an information campaign on the risks of trafficking in human beings for the purpose of sexual exploitation was launched in Albania in June 1999 and targeted

33. See: http://www.osce.org/odihr/documents/trafficking/at_dec28nov00.pdf
34. See: http://www.osce.org/odihr/documents/trafficking/at_dec6_minc.pdf
35. Permanent Council Decision No. 426, PC.DEC/426, 12 July 2001.

Kosovar refugee women. The campaign was organised in co-operation with UNHCHR and IOM.

An international seminar on "Co-ordinated action against trafficking in human beings in Southeastern Europe: towards a regional action plan" was held in Athens from 29 June to 1 July 2000, also within the framework of the Stability Pact. It was organised in partnership with OSCE/ODIHR and IOM. Recommendations for actions to be undertaken at national level were adopted, including the launching of national action plans against trafficking.

Finally, as part of the CoE contribution to the aims of the Stability Pact Task Force on Trafficking as well as of the Stability Pact Initiative against Organised Crime (SPOC), the CoE (Directorate General for Human Rights in partnership with Directorate General I – Legal Affairs / PACO Programme) implemented a pilot project in Romania and Moldova. This project, entitled "Criminal law reform on trafficking in human beings in Southeastern Europe" was to contribute to the effective criminalisation of trafficking in human beings at the regional level and to ensure the protection of the human rights of trafficked persons.

On 23-24 November 2001, CoE in co-operation with the Stability Pact Task Force on Trafficking in Human Beings organised a regional training course in Belgrade, on the reform of criminal law with respect to trafficking in human beings. This training course aimed to establish a framework for the necessary legislative reforms taking into account relevant international instruments.

2.3. International Organisation for Migration (IOM)

IOM is the main organisation working in the area of assistance for the victims of trafficking and trafficking prevention. In May 2001, IOM signed a Memorandum of Understanding with the SECI Centre in the field of assistance to repatriated trafficked women in the Balkan region. IOM has started programmes in many countries in the region not only of assistance but also of re-integration of trafficked persons and of raising awareness.

IOM's programmes are organised to assist trafficked persons to return voluntarily to their countries of origin. IOM is also involved in activities in SEE to prevent trafficking and to assist and protect the trafficked persons where possible through partnerships between the countries of destination, transit and origin. In the area of prevention, IOM organises seminars and training courses to raise awareness of trafficking, and conducts nationwide public information campaigns.

Within the framework of the SPTTF, IOM is the lead agency for Return and Re-integration Assistance.

2.4. The UN High Commissioner for Human Rights (UNHCHR)

Since 1998, UNHCHR has taken an active interest in the problem of trafficking in human beings, focusing in particular on trafficking in women and children.

With the aim of providing policy guidance and leadership on the issue of trafficking, UNHCHR is currently in the process of developing guidelines for the integration of human rights into national, regional and international anti-trafficking initiatives. The guidelines will serve as a practical tool for governments and international organisations, including the agencies and programmes of the

United Nations system. They will be linked to and seek to facilitate effective implementation of the key provisions of the Palermo Protocol on trafficking.

A joint UNHCHR/CoE Trafficking Prevention Programme for Eastern and Central Europe was launched in 1999. UNHCHR also worked with the CoE and other international agencies on the organisation of a seminar in Athens (June 2000) aimed at developing a subregional plan of action against trafficking in human beings in SEE.

Within the framework of SPTTF, in co-operation with ILO, UNHCHR is the lead agency for prevention measures.

2.5. United Nations Children's Fund (UNICEF)

Globally, UNICEF's experience in addressing commercial sexual exploitation of children in Asia and West Africa focuses on raising public awareness, child rights advocacy and improving the situation of children at risk.

In November 2001, together with CoE, UNICEF organised the Budapest Preparatory Conference for Europe on Protection of Children against Sexual Exploitation. In co-operation with ECPAT International and the NGO Group for the Convention on the Rights of the Child, UNICEF co-sponsored the Second Congress against Commercial Sexual Exploitation of Children that took place in Yokohama, Japan in December 2001.

In SEE, UNICEF has carried out research and assessment on the situation and responses to trafficking. UNICEF has taken a leading role in HIV/AIDS prevention in SEE, and in collaboration with local partners, is undertaking a Rapid Assessment and Response (RAR) on HIV/AIDS and STI risk and vulnerability in Albania, BiH, FYR Macedonia and FRY. They will provide information that will be the basis for developing targeted activities with especially vulnerable young people, including sex workers and trafficked women and girls, in the above countries.

Within SPTTF, in cooperation with Save the Children, UNICEF is the lead agency for raising awareness. They have also been advocating for a broader approach to combating trafficking in women and children through addressing the underlying causes, by focusing on special protection measures for children, gender-based violence and the development of life skills for young people to protect themselves from exploitation, including the risks of HIV/AIDS/STI and trafficking.

2.6. United Nations Population Fund (UNFPA)

The United Nations Population Fund UNFPA, helps developing countries find solutions to their population problems. The Fund has three main programme areas, reproductive health including family planning and sexual health, population and development strategies, and advocacy. The Reproductive Health Programme supports the provision of reproductive health care including the prevention and treatment of reproductive tract infections and sexually transmitted diseases including HIV/AIDS. Within this programme UNFPA, in co-operation with IOM supports reproductive health programmes for trafficked women and children who are staying in the IOM shelters in countries of destination and of origin.

2.7. The UN High Commissioner for Refugees (UNHCR)

UNHCR is not actively involved in anti-trafficking actions. It notes with concern the documented evidence regarding the increase in trafficking and states that not only migrants but also asylum-seekers and refugees have to resort to the services of smugglers and traffickers. As a result, measures to combat human smuggling and trafficking may hinder asylum-seekers and refugees from reaching safety and benefiting from international protection. UNHCR also acknowledges, however, that trafficking can amount to debt bondage situations and enslavement for asylum-seekers and refugees or even to the loss of life. Therefore, UNHCR, which is mandated to ensure the international protection of refugees, co-operates with international organisations and governments on regional and national initiatives but does not undertake any separate actions or initiatives in this field.

2.8. International Labour Organisation (ILO)

Throughout its standards-related work, ILO has dealt with the issue of human trafficking in relation to forced labour, the abuse of migrant workers, discrimination at work (particularly when certain sections of society, such as women or indigenous peoples, are affected), and as one of the worst forms of child labour. The ILO addresses trafficking in human beings through its Forced Labour Conventions (Nos. 29 and 105) and the Worst Forms of Child Labour Convention (No.182). The ILO emphasises that, in the European context, trafficking in persons, especially women and children, exists not only in the sex industry, but also in other sectors, such as unskilled labour, begging and soliciting.

In 1994, ILO established the National Network of Foreign Labour in Central and Eastern Europe. During the last six years, this network has provided opportunities for discussing at regional and bilateral levels possible joint measures to deal with trafficking and irregular migration. Through this informal network, migration authorities and researchers from 14 Central and Eastern European countries are exchanging information and addressing common issues and problems. Reports on irregular labour migration and trafficking in the Russian Federation, Ukraine, Moldova, Lithuania, Hungary and the Czech Republic have been prepared and discussed.

The ILO is currently developing a sub-regional programme to combat trafficking in children and young people for labour and sexual exploitation in the Balkans and Ukraine. The first phase of this programme seeks to identify a strategy for concerted action against trafficking through situation analysis and appraisal of existing responses in the region. This will include further development of ILO's Rapid Assessment methodology on the worst forms of child labour, training for national partners, operational reviews, workshops and analysis. On the basis of the lessons drawn from the first phase, a comprehensive action programme will be implemented, focusing on prevention and reintegration.

ILO participates in the SPTTF and is a member of the Task Force Co-ordination Group.

2.9. International Centre for Migration Policy Development (ICMPD)

ICMPD is an inter-governmental organisation created in 1993 on the initiative of Switzerland and Austria, and is based in Vienna. The purpose of the organisation is to promote comprehensive and sustainable migration policies, and to function as a service exchange mechanism for governments and organisations on primarily European migration issues.

ICMPD acts as Secretariat to the Budapest Process, which is a pan-European forum of more than 40 governments (Ministries of the Interior) and some 10 international organisations, chaired by Hungary. The Process aims to prevent irregular migration flows and to establish sustainable systems for orderly migration in the wider European region. At the 1997 Prague Ministerial Conference of the Budapest Process, a set of recommendations was adopted, including the introduction of anti-trafficking legislation and penalties, as well as their harmonisation. Progress towards the implementation of this recommendation has been monitored. A study of the links between illegal migration, trafficking in human beings and organised crime was also elaborated. A new Ministerial Conference is currently being prepared; recommendations will also include anti-trafficking legislation and measures. ICMPD has implemented several training seminars for SEE countries on European standards for migration and border management, which include trafficking.

Within SPTTF, ICMPD is the lead agency for training and exchange, in conjunction with IMP, and is developing a comprehensive regional training programme on trafficking for government authorities and NGOs in SEE. The aims of this programme, which is implemented in collaboration with the SECI Centre and IOM, are to foster a structured and enduring process of training and exchange among the SEE countries, to develop best practices for the region and to further regional co-operation among all the actors and countries concerned. Regional seminars at senior and technical levels are foreseen.

2.10.The International Migration Policy Programme (IMP)

IMP is an inter-agency activity of United Nations Institute for Training and Research, UNFPA, IOM and ILO, implemented in collaboration with UNHCR, UNICEF, ICMPD and other relevant international and regional institutions. IMP works to strengthen the capacity of governments in different world regions to manage the flow of migration, and to foster greater regional and international co-operation towards beneficial and orderly migration. All of its regional training activities include a component on trafficking (and smuggling) in human beings. Within SPTTF, IMP is working with ICMPD, SECI and IOM on a comprehensive training, exchange and co-operation programme for SEE.

3. Non-governmental Organisations (NGOs)

3.1. La Strada Foundation

The most active NGO in the area of trafficking prevention, assistance to the victims and re-integration is the La Strada Foundation.[36] La Strada operates as a network of independent organisations in the countries of Central and Eastern Europe (Poland, Czech Republic, Ukraine, Bulgaria). In response to the growth of trafficking in the Balkan region, La Strada has recently created new chapters of the organisation in Belarus, BiH, FYR Macedonia and Moldova. La Strada co-operates with governmental institutions and international agencies and uses the network of local NGOs to support its work.

The La Strada Programme seeks to make the issue of trafficking in women visible and to influence the authorities and public opinion to address the topic from a human rights perspective. The programme also seeks to refer victims to support networks and to educate women and girls against the potential dangers of trafficking. The needs and rights of the women concerned form the starting point of all activities.

36. See: http://www.soros.org/women/html/info_trafficking.htm

The La Strada programme functions under an on-going tripartite campaign structure in order to most effectively cover all aspects of trafficking. The Press & Lobby Campaign seeks to raise public awareness and present to national authorities the issue of trafficking as a serious violation of human rights. The Prevention & Education Campaign addresses the potential victims of trafficking in order to educate on the dangers of trafficking. In addition, a telephone hotline offers advice and reliable information to women considering migration to Western Europe. The Social Assistance Campaign targets trafficked persons. Through leaflets and the hotline, it offers them direct assistance and counselling, but it can also refer them to a network of professionals who provide legal, emotional, medical and practical help. La Strada may also provide support to women who wish to file charges against their traffickers.

3.2. International Catholic Migration Committee (ICMC)

ICMC provides emergency assistance and promotes durable solutions for refugees, internally displaced persons, returnees, and migrants, focusing on the most vulnerable within these populations. ICMC and its member agencies advocate for the protection of the rights and dignity of trafficked persons in international, regional and national forums.

In the Balkans, ICMC supports the development of local capacity to provide assistance, protection and durable solutions for trafficked women and girls. Since 1999, ICMC has partnered IOM, government ministries and local NGOs to shelter and return trafficked foreign nationals from Albania. In Croatia and BiH, ICMC is an active partner in emerging programmes for implementing the NPAs. It is currently developing comprehensive victim protection and assistance, advocacy and awareness campaign projects in Croatia, BiH and Kosovo.

3.3. Transnational AIDS/STD Prevention Among Migrant Prostitutes in Europe (TAMPEP)

TAMPEP is a project that seeks to increase empowerment and self-esteem among migrant sex workers. It educates social and medical establishments to better respond to migrant sex workers' health needs. TAMPEP is a reference point for migrant sex workers as it observes the variations and dynamics of migration in the countries served by the project. It investigates the social, legal and working conditions of migrant sex workers through regular fieldwork in the various environments for prostitution. TAMPEP started in 1993, working in four European countries, The Netherlands, Italy, Germany and Austria. It is a model of intervention, reaching more than 20 different nationalities of women and transgender people from Central and Eastern Europe, Southeast Asia, Africa and Latin America.

In 2000, TAMPEP started to extend its network to include countries from Eastern Europe as well as the member states of the European Union. In 2001, it started to build a network of organisations in Eastern Europe, including in Romania and Bulgaria, to provide migrant sex workers/trafficked women with culturally appropriate HIV/STI education, resources and materials. It has developed specific information materials in 10 different languages.

3.4. Save the Children

Save the Children is the leading international NGO working on children's rights. Through the Save the Children Alliance, it has 80 years of experience in working with the poorest children in over 100 countries worldwide. It conducts emergency relief and long term development programmes.

In April 2001, Save the Children published a report "Child Trafficking in Albania" exposing the fact that thousands of Albanian children and young women were trafficked into prostitution across Europe on a daily basis. Members of the Save the Children Alliance are now developing a regional, action research-based programme in SEE to investigate, among other things, the extent of child trafficking, responses to child trafficking in a range of organisations, and measures that can be taken to prevent child trafficking. This work has now begun in Bulgaria, Croatia and Romania, with further work planned in Albania, Serbia and Kosovo. Current funding is provided by SPTTF donors. Within the framework of SPTTF, Save the Children focuses on research and raising awareness of child trafficking and, with ICMC and others, supporting increased NGO involvement in SPTTF activities.

3.5. International Research and Exchanges Board (IREX)

In September 2001, IREX, a US based NGO, started the Regional Empowerment Initiative for Women programme, with USAID funding. The programme will promote the empowerment of women from selected countries of the former Soviet Union and SEE, including the Russian Federation, Bulgaria, Romania, Moldova, Lithuania and FRY, with the aim to prevent trafficking *before* women leave their countries. IREX is planning to administer a comprehensive anti-trafficking programme by establishing anti-trafficking training and empowerment sites in seven major cities. The programme has four activities: 1) basic job skills training and placement support; 2) women's empowerment, including crisis hotline assistance, as well as legal and psychological counselling for victims and potential victims; 3) awareness promotion of potential trafficking schemes through targeted public outreach campaigns; and 4) small grants to support women entrepreneurs in the creation of sustainable enterprises.

3.6. Local non-governmental organisations

At the local level, it has been primarily women's organisations, which have concerned themselves with trafficking. Some of them work generally in the areas of violence against women and women's rights; others operate shelters for victims of violence or run projects for sex workers. Human rights organisations and organisations for migrants' rights still consider trafficking to be more an issue of gender violence than human rights abuse, and leave it to the women's groups.

There is little networking between NGOs at the regional level, especially between countries of origin and destination. Until now all networking initiatives were undertaken by local groups seeking contact with similar organisations or a partner organisation in other countries, with little support from their governments and the involvement of only few international organisations, such as OSCE/ODIHR. Closer co-operation and exchange of ideas were possible only for the NGOs connected with La Strada or TAMPEP. However, even these networks were organised more for practical reasons – providing direct support to trafficked persons and organising prevention and awareness raising activities – than for creating a coalition of NGOs with a comprehensive regional programme and approach. There are now plans, undertaken by ICMC and Save the Children, to organise regional meetings/networking of local NGOs within the framework of SPTTF.

Republic of Moldova

1. Overview

Because of its geographical location and current economic situation, Moldova has emerged as a major country of origin for trafficking in women and children. It is also a transit country for trafficking from Ukraine and other countries of the former Soviet Union.

During the transition period in the 1990s, living standards in Moldova deteriorated. Unemployment rose as the result of the delayed payment of salaries, pensions and social benefits, the liberalisation of prices and inefficient use of labour so that 60 percent of the population were living below the absolute poverty line. The poorest people were families with children, pensioners and rural inhabitants. Since the beginning of the transition period, there has been a reduction of women's participation in governmental bodies and in economic life. Sixty-eight percent of the unemployed are women, despite having the same level of training as men, and when in paid employment, they are only paid 70-80 percent of the salary a man would receive for the same job. The only exception is in small private businesses where women have become increasingly active.[37]

The economic decline has also caused a growth in family violence, sexual violence, alcohol abuse and prostitution. Family relations have been particularly affected and a large percentage of women are continuously subjected to violence.[38]

1.1. Migration, prostitution and trafficking

It is estimated that at least 600,000 Moldavians out of a total population of 4.3 million live abroad. In recent years, remittances from migrant labourers became a very substantial part of the country's income. For the rural population, migration is perceived as the only survival strategy. In some villages, more than half of the population has migrated. Official polls show that 80 percent of the population wants to migrate.

Migration is a key issue for young people. During the past decade, net external migration of young people aged between 14-24 is estimated at 130,000, the third highest rate in the Central and Eastern Europe/Commonwealth of Independent States/Baltic region. Lack of opportunities for young people is understood to be the main reason. At present, almost 90 percent of young people aged 18-29 would like to leave Moldova for at least a little while. Over 37 percent would leave forever if they had the opportunity, with only 9 percent of young people wishing to stay in Moldova.[39]

The very traditional attitudes toward women prevailing in society, extreme poverty and violence are behind the young women's desire to migrate. Those who have contacts and money use safe, though still illegal, ways to pay for

37. Common Country Assessment, UN in Moldova, December 2000, p. 34 - 35.
38. Ibid, p. 68.
39. Interview with the UNICEF Assistant representative, Giovanna Barberis, 24 July 2001.

the services of legitimate "travel agencies". Young women, who do not have money, make arrangements with traffickers.

The majority of women and girls that are trafficked come from rural areas. Over 10 percent are under 18 years old, some as young as 12 years old.[40] Traffickers recruit women and girls through different strategies:

1. Direct contact, when women and girls, or their families, are approached by traffickers. The traffickers are often women from the same village who have previously worked as prostitutes or have been trafficked abroad and became traffickers. The family is often paid money in advance and the woman or girl is expected to earn the advance and pay back the family's debts;
2. Advertisements are placed in the press, offering jobs abroad. The advertisements directed at young women offer jobs as waitresses or house help, but more often bluntly state that the jobs are for those willing to work in the sex industry;
3. Tourist agencies offer full migration services from arranging passports and Schengen visas[41] to transportation and work contracts. There are more than 3,000 tourist agencies, of which only some 140 have an official license to operate[42];
4. Job agencies. Out of a total of 100 job agencies, only fourteen have official licenses and these mostly hire men for construction work. Only three agencies offer jobs to women as waitresses and nurses.[43] Others offer illegal work. Some of these enterprises are run by organised crime groups and operate as covers for trafficking;
5. There are also marriage agencies and Internet services used by traffickers but they are not very popular.

Leaving the country is costly, considering that the average salary is approximately US$ 20-30 per month. For the police to issue a passport costs US$ 20, or if it is issued at short notice – US$ 100. Two to three hundred dollars was the figure repeatedly mentioned in interviews during the research for this report as the price for "buying a passport" from corrupt police. Some of the trafficked women who were deported back to Moldova several times, bought a new passport each time. There is also information about young girls under 18 travelling with fake adult passports provided by traffickers.

Although they are very difficult to obtain officially, Schengen visas can also be bought from "tourist agencies" at a cost of approximately US$ 1,500, although these visas are not used by traffickers.

The most common and the cheapest way of trafficking is to transport women in big groups, in a bus or a van. The border to Romania is crossed legally, with passports, but further borders are crossed illegally – secretly or by bribing corrupt border police in Bulgaria or FRY. Stories of corruption and co-operation between border police and organised crime groups are very common.

Since June 2001, Moldavian citizens have needed a passport to enter Romania, where previously they could enter with an ID card. As the result of the new regulation, the officially registered border traffic decreased by 50 percent last year.

40. Number of IOM assisted cases by countries as of February 12, 2002, IOM Chisinau, Counter Trafficking Unit.
41. Visa to all the European Union countries which signed the1996 Shengen Agreement (Austria, Benelux, France, Germany, Italy, Portugal, Spain).
42. Interview with Association for Women Lawyers, Iana Costachi, 26 July 2001.
43. Trafficking in Women and Children for Sexual Exploitation to, through and from the Balkan Region, Republic of Moldova, Chisinau, July 2001, p.14.

Prostitution is a criminal offence in Moldova, Art. 105-1 of the Criminal Code, punished with six months to 1 year's imprisonment. Although practiced clandestinely, it is widespread, mainly in big cities. In Chisinau, there are more than 250 brothels and sex is also sold at train and bus stations. The majority, 70 percent, of students think that work in the sex industry abroad is a good way to earn money. The way prostitution is viewed by the society is based on a double standard: on one hand, it is perceived as a good way to earn money; on the other, prostitutes are ostracized. For trafficked women, the fear of rejection by their family and community is one of the factors keeping them from going back home.

1.2. Trafficking of children

In addition to trafficking of teenage girls for prostitution, there is some anecdotal, but not confirmed, information about traffic in children for organs. While the story is often repeated, nobody is able to present concrete facts that could lead to the identification of the persons involved, or at least to anyone who has first hand information.

Trafficking in children for illegal adoption is reportedly widespread. There is information about children coming from big families in the countryside and children whose parents have migrated being offered for adoption.[44] The change of the border regime between Moldova and Romania had somewhat decreased trafficking in children for illegal adoptions. Before June 2000, a child could be taken through the border by anyone who could present a signed agreement from the parents. Now, a child has to be registered in the accompanying person's passport. Still, with widespread corruption and easy access to new or false documents, this new requirement does not present a serious obstacle.

1.3. Victim assistance: return and reintegration

There were 36 persons (men and women) returned to Moldova via official channels in 2000. The police received them after information from INTERPOL about their arrival. Moldavian police, however, have neither the capacity nor the necessary skills to receive and assist trafficked persons. Returning women are treated like criminals, and do not receive any proper help or support.

Until recently, the only organisation that was involved in assisting and reintegrating trafficked persons was *Save the Children Moldova*. In 2000, Save the Children assisted approximately 400 trafficked persons, and from January to July 2001, 217 more. These were women and girls being repatriated mainly, but not only, with the assistance of IOM. Seventeen percent of them were girls under 18 years old.

Since January 2000, a larger number of trafficked persons have been returned to Moldova with the financial assistance of IOM: 308 in 2000 (assisted by Save the Children) and 363 in 2001 (assisted by Save the Children and after September 2001 by La Strada). Most of the victims were aged between 18 and 24. OSCE, the International Social Service and the Catholic Church of Italy have also assisted some of the victims. Currently, it is estimated that about 20-30 women and girls return to Moldova each month. Most of them are coming back from FYR Macedonia, Serbia, BiH, Kosovo and Albania.[45] Only 50 percent of the women want to or can go back to their families. The rest need help

44. Interview with local NGO Centre of Support for Women from Hincesti Town, Ecaterina Bucur, Chisinau, 26 July 2001.
45. Interview with Save the Children president Mariana Petersel, Timisoara, 20 July 2001.

and support – a place to stay, psychological and social support, such as housing, a job, professional training or schooling.

A basic service that was offered by Save the Children included assistance from the airport to the shelter, voluntary STI and HIV/AIDS tests and financial assistance to some returned trafficked persons in the amount of US$ 150 per person. Longer term help was offered by Save the Children to 25 percent of the returned trafficked persons, but there were no reintegration programmes and the support was very limited – a temporary place in a shelter, help with looking for a job and arranging medical treatment.

According to NGOs, it is estimated that up to 50 percent of trafficked women who are returned, leave Moldova shortly after their arrival and are re-trafficked. Without any prospect of a job or means to support themselves and their families at home, some women believe that the next time will be better and that they will be able to work abroad on their own and keep the money, while others simply do not see any other choice.

In the second half of 2001, IOM in co-operation with a network of local NGOs throughout Moldova, started a reintegration programme that would provide shelter, social and psychological counselling, medical services and vocation training opportunities for returning trafficked persons. The programme was supposed to be implemented by La Strada, which opened its chapter in Moldova in May 2001, but in the event La Strada had no capacity to manage it. Since the programme only started in September 2001, it is too early to evaluate its effectiveness, although to date, this is one of the few examples of reintegration programmes in the region.

1.4. HIV/AIDS and STIs

Like other countries in Eastern Europe, Moldova has witnessed a significant increase in sexually transmitted diseases and HIV/AIDS in the last few years.

The predominant means of HIV/AIDS transmission in Moldova is intravenous drug injection, but there may be a shift towards more sexual transmission in the near future. The UN "Common Country Assessment" Report,[46] points to the presence of the following negative factors, which will contribute to the spread of HIV/AIDS:

- High and increasing rate of illicit drug use;
- Consistently high rates of sexually transmitted diseases and tuberculosis;
- Growing unemployment, worsening standards of living and moral values, and prostitution;
- High rate of migration of people of reproductive age in search of jobs and commercial sex into other countries, especially those with a high prevalence of HIV/AIDS;
- Possible growth of the number of HIV-positive children.

In 2001, 50 percent of returned trafficked women and girls volunteered to have STI tests, which were positive in 85 percent of cases. Only a quarter of STI positive women completed the treatment. There was one positive HIV test, which has to be repeated.

There are no programmes addressing the health, including HIV/AIDS/STI prevention and treatment, of potential or returned trafficked persons. In 2001 the UN Development programme (UNDP) and the UN Joint Programme on HIV/

46. Common Country Assessment, UN in Moldova, December 2000, p. 64-67.

AIDS (UNAIDS) started a project for National Strategic Planning on HIV/AIDS and the implementation of prevention and information activities.

1.5. Prosecution

Traffickers can operate with impunity because of the prevailing corruption and also the often-mentioned involvement of the authorities in organised criminal activities. Until recently, Moldova had no anti-trafficking law, only a pandering law[47] that has limited application in cases of trafficking.

On 30 July 2001, the Parliament passed a law on additions to the Criminal Code and Criminal Code of Practice and introduced Article 113 (2) "Illegal trafficking in Human Beings".[48] The law was drafted by competent institutions: the section of the Criminal Police responsible for combating trafficking in human beings at the Ministry of Internal Affairs, in co-operation with the Justice Service of the Ministry of Internal Affairs and the Police Academy; and in co-ordination with the Ministry of Justice, General Prosecution Office, Ministry of Labour, Ministry of Security and Ministry of Economy. The article covers all aspects of the term "trafficking': sale of human beings (with or without their consent); forced labour or keeping a person in the conditions of slavery; sexual exploitation; pornographic industry etc., each one attracting a prison sentence of 5 to 25 years.

However, this new law does not fully comply with the Palermo Protocol. OSCE has issued a series of recommendations and submitted them to the Legal Committee of the Parliament asking for a re-drafting of the present legislation.

As of September 2001, there were 33 cases against traffickers pending. The 15 cases prosecuted before September 2001 ended in amnesties and therefore no one has served any prison sentence.

Because of the lack of implementation of anti-trafficking legislation and lack of witness protection law, only five women so far have been willing to testify against traffickers, and five penal cases were initiated as the result of their testimonies. Women are also not willing to testify due to fear of being accused of prostitution. Prostitution was made a criminal offence in Moldova in 1998 under Article 105-1 of the Criminal Code and is punishable by imprisonment from six months to one year. In 2000, there were 50 women charged with prostitution.[49]

2. Current responses

2.1. National Plan of Action and co-ordination

On 16 May 2000, the Moldavian Parliament passed a resolution, signed by the Prime Minister, to establish the National Working Group on Trafficking Issues to co-ordinate trafficking prevention activities. The group was supposed to report quarterly on prevention measures, which would include co-operating with IOM on the implementation of their anti-trafficking programme and inspecting both legitimate companies and those that are fronts for organised crime. Deputy Ministers, Members of Parliament and leaders of NGOs were included in the working group to ensure proper co-ordination of the activities,

47. Art. 105-2 of the Criminal Code.
48. Law on the completion of the Criminal Code, and the Criminal Procedure Code of the Republic of Moldova, Nr 450-XV, "Monitorul Oficial" of Republic of Moldova, August 17, 2001.
49. Interview with the US Embassy employee Lisa Heilbronn, 25 July 2001.

but the group only worked spasmodically and stopped all activities after the elections and changes in government in February 2001.

On 9 November 2001, the National Committee for Combating Trafficking in Human Beings was created at the level of deputy ministers, with the Deputy Prime Minister Valerian Cristea, as the Co-ordinator of the Committee. At the same meeting the Committee adopted the National Plan of Action for combating trafficking in human beings.[50]

2.2. Roles of government, international organisations and NGOs

After years of ignoring the problem of trafficking, a significant amount of work has been done in Moldova in the last two years, especially in the area of raising awareness. However, it has to be added that these activities were initiated by international organisations, subsidized by foreign institutions and implemented by NGOs, without any support from the government.

After elections in February 2001, the new Prime Minister declared trafficking in human beings to be the priority issue for the government and a willingness to participate in international co-operation. Although the Moldavian representative on Working Table III of the Stability Pact, working on the trafficking issue, has not yet been appointed, the Co-ordinator for the Moldavian participation in the Stability Pact has already started his work. Close co-operation has been established with the SECI Centre, even though Moldova does not have a liaison officer in Bucharest.

However, there still no clear government policy on trafficking. The reason is lack of resources on the one hand, and on the other, wide spread corruption and the connections that government officials and police have with organised crime groups and the profits they make from trafficking in drugs, cars and human beings. The Anti-Trafficking Unit, consisting of just a few police officers, the so-called "Moral Police", is not well equipped, has no communication lines and no petrol for their car, neither are they paid for months in a row.

There are a number of international agencies actively involved in anti-trafficking work in Moldova. In June 2001, UNICEF co-ordinated the establishment of a Task Force on Trafficking, an inter-agency initiative for co-operation, common action and exchange of information about anti-trafficking initiatives. To date the group includes UNICEF, UNHCR, IOM, OSCE, UNDP, US Embassy, French Embassy, the European Commission and local NGOs. There is a database being created of all the actions and responses to trafficking in Moldova.

2.3. Prevention and raising awareness

The government has participated in various initiatives of the international organisations, including police training organised by the NGO Winrock International, and in collaboration with La Strada, is planning a campaign to raise awareness in schools. At policy level, the government has elaborated a national strategy on children and family protection.

The Ministry of Labour organised an international conference in September 2000 on the problem of trafficking in human beings with the support of OSCE, CoE and IOM. A governmental report on trafficking "On continuous expansion of Trafficking in Human Beings and Anti-Trafficking Measures undertaken by

50. "Monitorul oficial" no. 136-138/1274 from 15 November 2001.

the Government of the Republic of Moldova" was presented. There has, however, been no follow up.

The Department of Migration of the Ministry of Labour is providing information on the opportunities and conditions for legal migration through public information campaigns, written materials and in response to individual queries.

IOM launched a campaign to raise awareness in October 2001, aimed at potential victims of trafficking, victims of trafficking, the relevant Moldavian authorities dealing with migration, gender issues, human rights, organised crime issues and the general public. The campaign includes:

- Research into trafficking in women in Moldova, and research into the media to identify the most effective and cost efficient channels for disseminating information;
- Dissemination of information through brochures, leaflets, TV documentaries, TV public service announcements, public service announcements on the radio, press advertisements, press releases/ conferences, stickers and direct dissemination through education structures;
- Hot-line support;
- Awareness building workshops with government officials and national NGOs;
- Seminars for journalists;
- Activities for the unemployed and for juridical entities, including information about the situation on the labour market, training and information seminars for the unemployed.

UNICEF, through its Young People's Health Development and Participation Programme, is supporting information, support and participation opportunities for young people, including adolescents at risk of HIV/AIDS and STIs, alcohol and drug users, dropouts from formal education, adolescents separating from residential care and girls at risk of trafficking and prostitution. Activities include:

- Access to youth friendly health services through training of professionals, supporting NGOs and providing age-appropriate information packages for adolescents on healthy lifestyles, HIV/AIDS prevention and issues related to juvenile delinquency, trafficking and abuse;
- Establishing youth friendly centres in five key cities with high levels of juvenile delinquency, vagrancy and drug abuse. The centres will be open and accessible to all young people and will provide meeting spaces, training facilities, equipment, internet access and facilities for youth association meetings;
- Training of professionals and peer educators to develop and implement peer education within the youth friendly centres, on the basic life skills young people require to reduce their vulnerability, health, decision making, communication and negotiation skills;
- Supporting training courses for employees in the state institutions for children, in co-operation with La Strada Moldova.

OSCE/ODIHR is planning capacity building training for NGOs working on the prevention of trafficking for the year 2002.

In 2001, the *US Embassy* organised training for journalists and thematic reporting tours on the treatment and rehabilitation of prostitutes in the US. It has also financially supported campaigns for prevention and the raising of awareness organised by local NGOs and the publishing of information materials for vulnerable groups distributed by the Moldovian customs police.

Republic of Moldova

In the last two years *local NGOs* have been very actively involved in prevention work. They have received support from the US State Department, the US Embassy, and other donors to organise information and awareness raising campaigns. There are six NGOs directly involved in these activities: the Association for Women Lawyers, CIVIS, Civic Initiative, Gender Centre, the Association for Youth Development and La Strada, which became active in Moldova in May 2001.

NGOs have engaged in a broad range of activities: publications including books, magazines, leaflets and brochures; media campaigns; advertisement campaigns; and documentaries about trafficking. The Association for Youth Development conducted seminars for young women and distributed materials for raising awareness in high schools.

The *Association for Women Lawyers* is currently administering a Centre for the Prevention of Trafficking in Women. This project was launched on 15 February 2001 with U.S. Government funding. Initially, the Centre concentrated on developing a clear strategy for a multi-media campaign. It then went on to utilise radio, television, billboards and newspapers to publicise its anti-trafficking message. In addition, it publishes and distributes a monthly newsletter and brochures. It has also established and operates an anti-trafficking telephone hotline in Moldova. The Centre has developed contacts, which allow it to address requests from trafficked persons or from their families to the Ministry of the Interior. The Centre now co-ordinates local law enforcement, NGOs and international organisations dealing with trafficking in women. It has provided updated information and statistics on trafficking to all these groups and supported their anti-trafficking efforts.

La Strada launched a prevention and education campaign in mid-2001, through seminars for groups at risk in educational institutions throughout Moldova, including boarding schools, orphanages, high schools and technical schools. Presently, La Strada is negotiating with the Ministry of Education for approval and support for a programme of extracurricular education and prevention seminars in educational institutions. Seminars on trafficking for school staff are also conducted. To ensure the continuity and effectiveness of the prevention campaign, La Strada is creating a network of local NGOs.

Other activities planned by La Strada and other NGOs include:

- Collecting materials about trafficking and anti-trafficking initiatives;
- "Women on Labour Market" project – creating jobs for women and also for trafficked persons;
- "Human Rights of Women" seminars providing general information about women's rights and information about trafficking;
- Consulting and supporting a number of foreign TV stations preparing documentaries about trafficking;
- Preparing a database of organisations working on trafficking;.
- Publishing educational materials on the issue of trafficking;
- Organising round tables with NGOs on prevention and social assistance.

Between 1999 – 2001, the International NGO *Winrock International*, ran a programme of:

- Research - comprehensive research on the prevalence and patterns of domestic violence and trafficking in women, and the relevant legislation, regulations, procedures in its four project countries;
- Training Design and Implementation - capacity building for NGOs to enhance their ability to train multi-disciplinary community audiences, and become long-term monitors of the criminal justice system; and

arranging training seminars for community leaders on the prevention of domestic violence and trafficking in women;
- Public Awareness - information campaigns; publications in local languages on the topics of domestic violence and trafficking in women; and distribution of information through government agencies and various community organisations;
- Institutionalised Co-operation - establishment of Advisory Boards to promote continuing co-operation and coalition building between the law enforcement system, court systems, medical institutions, women's NGOs and other groups involved in preventing violence against and trafficking in women.

Generally, as the result of the campaigns, trafficking became a better-known issue at least in big towns and was discussed and shown in the media, although the media coverage was not always appropriate. However, some representatives of the NGO community were questioning the effectiveness of the NGO campaigns, pointing out that it was designed more to scare than provide reliable information and was, therefore, not effective.

2.4. Victim assistance: return and reintegration

There is no government assisted reintegration programme. Only the Ministry of Labour has begun co-operation with IOM and signed an agreement to select enterprises from all over the country that would be able to employ the returned women. Under the agreement, IOM will pay half a year's salary for 150 women to the chosen enterprises, which guarantee employment for six months.

IOM started its programme of assistance and reintegration in 2000 through *Save the Children Moldova*, which was the only organisation in Moldova working on assistance to victims of trafficking. *Save the Children* has a very basic shelter to accommodate returning trafficked persons but its staff is trained to deal with victims of violence and is also able to work with the victims of trafficking. Until the beginning of 2001, Save the Children Moldova was contacted directly by the IOM offices in the destination countries with information about the trafficked persons being returned. Save the Children Moldova assisted them from the airport to the shelter, offered shelter for one night, medical checkups and HIV/AIDS and STI tests, and was sometimes able to offer a small reinstallation grant. Most of the trafficked women left the shelter after one night, never to contact the organisation again. Even those who tested STI positive did not stay to finish the treatment. Since the opening of the IOM office in Chisinau in January 2001, the local IOM office is passing on the information about arriving women and girls.

In May 2001, the Moldovan chapter of *La Strada* network was opened. The staff was trained by experienced workers from the other La Strada offices in Central and Eastern Europe. The Moldovan organisation works according to the same guidelines as other La Strada groups, implementing a multi-disciplinary programme that provides social assistance to trafficked persons, prevention and education, information and lobby, using materials developed by the La Strada network and adapted to the local situation.

La Strada also opened a hotline which provides anonymous, free of charge counselling and information services to potential and actual victims of trafficking. The hotline operates nine hours a day, six days a week, providing information on topics such as social, legal and employment conditions abroad including the legitimacy of advertisements for employment abroad. Counselling for trafficked persons and their families is also provided. Since the

opening of the hotline in September 2001, with appeals from the families, La Strada has assisted in the return of several trafficked persons from Slovenia, Turkey, FYR Macedonia and Israel.

IOM opened offices in Chisinau in January 2001, and in September 2001 started establishing a new programme and a new shelter in Chisinau. At this centre it will be possible to provide numerous services under one roof including medical examinations (STIs and HIV/AIDS tests) and treatment, social and psychological counselling and group therapy, psychiatric support and vocational orientation. IOM also provides women who are part of their assistance programme with a reinstallation grant totalling US$ 150,000, US$ 50 upon arrival, US$ 50 after the first month and US$ 50 after the second month.

According to IOM's statistics, there are about 10 percent of minors who take part in the IOM reintegration programme.[51] Save the Children provides rehabilitation and reintegration services for some girls under 18. In all cases of girls under 18, IOM tries to determine their educational and social needs. Psychologists also work with the girls' parents to assist them in building good family relations.

In May 2001, IOM organised a seminar for NGOs about assistance for trafficked persons with the aim of creating a network of co-operating organisations involved with assistance and reintegration and establishing some standards for treatment of the trafficked persons.

Although the new assistance and reintegration project of IOM is very good, there are some concerns. The network of NGOs working on the issue of trafficking is not expanding, and one organisation, Save the Children Moldova, which co-operated with IOM was replaced for a short while with another (La Strada), and IOM is now implementing its own project without partnering a local NGO. The experience that the Save the Children Moldova staff has gained in the course of their work is no longer used, neither is the expertise of the La Strada staff. There is also no continuity with the other NGO programmes for raising awareness that were conducted last year. Instead of building on their experience, organisations unable to continue their work on trafficking turn to other sources of funds and other projects and may lose interest in the issue of trafficking.

The hotline created by La Strada duplicates a project run by the *Association of Women Lawyers.* The La Strada hotline provides more information about the opportunities for migration, gives concrete information about the situation and legislation in the countries to which women want to migrate, and is able to check the credibility of institutions offering services to migrant women, including travel agencies, job agencies, etc. For half a year until March 2002, there will be two parallel hotlines on trafficking operating in Chisinau. Even if the service offered by the second hotline is different, it will still be confusing for clients to choose between the two services.

By January 2002, the *Centre for the Prevention of Trafficking in Women (Association of Women Lawyers),* had assisted in the repatriation of 24 trafficked persons. The Centre addresses requests for assistance from trafficked persons or from their family members to the Minister of Internal Affairs. On repatriation issues the Centre collaborates with IOM.

51. 2 Number of IOM assisted cases by countries as of 12 February 2002, IOM Chisinau, Anti-Trafficking Unit.

The Italian Consortium of Solidarity (ICS) is an Italian NGO working in the Balkans, providing assistance to the war-affected populations. ICS has been paying increasing attention to vulnerable groups, such as children, women and the elderly. ICS is currently running a programme of income generation activities for refugees and asylum seekers in Moldova. In partnership with IOM, this organisation has recently started a programme providing vocational training for trafficked persons and offering them grants in kind to start up micro-enterprises.

2.5. Law reform and enforcement

The *National Working Group on Trafficking Issues*, which was established in May 2000, has begun work on new anti-trafficking legislation. The new Article 113 (2) of the Penal Code was prepared and adopted by the Parliament at the end of July 2001. According to this new law, trafficking will be punished with imprisonment from three to seven years, in some cases with confiscation of property. The sentence rises from five to 15 years with confiscation of property when trafficking is carried out for the purpose of sexual exploitation, slavery, armed conflict and pornography, or by a group of people. When committed repeatedly, against two or more people, using violence, for human organs or by a criminal organisation, it will be punished with a jail sentence between 15 and 25 years and confiscation of property.

The government has also taken the following actions:

- Elaboration of a Draft Law on Children in Difficult Situations;
- Elaboration of the "Social Allowances for Families with Children" Law;
- Establishment of an Anti-Trafficking Unit within the police;
- Training for the police from the Anti-Trafficking Unit;
- Contacts with the SECI Centre;
- Proposal of co-operation between the Moldavian and Romanian governments on preparing trafficking administrative regulations, initiated by the Romanian government.

OSCE has been supporting a project on the Trafficking Law Reform. In July 2001, a German expert prepared a report *Combating Trafficking in Human Beings in the Republic of Moldova - Analysis of Existing and Draft Legislation*. Unfortunately the report came too late, because the Parliament adopted the draft legislation, without the suggested changes.

The US Customs Service has appointed an American consultant to provide technical assistance to Moldavian Customs.

IOM is planning international networking visits for the relevant Moldavian authorities to meet their counterparts in the countries to which Moldavian women and girls are trafficked. The network will be used to contribute to the development of complementary legal mechanisms and to facilitate the development of mechanisms for information and intelligence exchange that would assist in prosecuting traffickers.

Representatives from *NGOs* participated in the working group preparing anti-trafficking legislation.

3. OVERVIEW OF ACTIVITIES IN THE REPUBLIC OF MOLDOVA

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs
Research	**Ministry of Labour** • Report: *Continuous Expansion of Trafficking in Human Beings*	**OSCE** • Report: *Combating Trafficking in Human Beings in the Republic of Moldova – Analysis of Existing and Draft Legislation* **IOM** • Report: *Trafficking in Moldova*	**Local NGOs** • Collecting information about trafficking and NGO activities • Providing information for reports by the government and IOM
Prevention and Awareness Raising	**Office of the Prime Minister** • Development of NPA • Organisation of National Working Group to Combat Trafficking in Human Beings • Appointment: National Co-ordinator **Ministry of Education** • Support for campaign to raise awareness in schools	**UNICEF** • Organisation of the Task Force on Trafficking • Support for awareness raising campaigns **US Embassy** • Support and capacity building for NGOs working on trafficking issues **IOM** • Awareness raising campaign	**Local NGOs** • Prevention and awareness raising campaigns: publications, media campaigns, seminars, training, hotlines, forums
Reintegration Assistance	**Ministry of Labour** • Co-operation with IOM to select enterprises which will employ returned women	**IOM** • Assistance programme implemented in partnership with local NGOs (shelter, medical and social assistance, psychological and psychiatric support, training, reinstallation grant) • Seminar for NGOs assisting trafficked women and children	**Save the Children Moldova** • Assistance and reintegration programme (shelter, medical and social assistance, reinstallation grant) **La Strada** • Hotline on trafficking; counselling and information service • Training for youth on trafficking prevention
Law Reform & Enforcement	**Government** • National Working Group on Trafficking • New anti-trafficking legislation	**OSCE** • Support for project on Trafficking Law Reform **US Custom Service** • Appointment: American consultant	**Association for Women Lawyers** • Participation in National Working Group on Trafficking

Romania

1. Overview

Romania is a country of origin, transit and also, to some extent, of destination for trafficked women and children, a centre for trafficking from the Republic of Moldova, Ukraine and other countries of the former Soviet Union to the countries of the former Yugoslavia, Turkey, Italy and Greece.

The government defines Romania as a country of origin and for transit, and is prepared to take action against traffickers. They recognise that trafficking is one of the trans-border criminal activities run by the organised crime groups in the region, that thrive in areas where there is a lack of proper legislation, of a functional law enforcement system and of co-operation between the various law enforcement agencies.

As in most East European countries, the transition to democracy was very hard for the Romanian people in terms of income and social security. The collapse of the economy in the 1980s brought soaring inflation rates and high unemployment. In 1990 the new government took measures to start the transition to a market economy, but the economy they inherited was not suited to a free market, and the industrial output decreased by 54 percent from 1990 to 1992. The result was a drastic reduction in the number of jobs and the appearance of an impoverished majority. As in the other countries of the region, women were the first to be hit by the rising unemployment. Their political participation started to decrease, while violence against them and their economic dependence increased. In particular, young women have little chance in the labour market.

1.1. Migration, prostitution and trafficking

The main reason that women and girls migrate to big cities or try to go abroad is their difficult economic situation and lack of opportunities at home. They come from poor, often dysfunctional, families and have only basic education and, therefore, no prospect of supporting themselves and having an independent life. Women are recruited through promises to arrange either a legitimate job or one in the sex industry. To women who are already working in the sex industry in Romania, traffickers offer better working conditions abroad. Some women and girls are kidnapped, forced to go abroad or bought from pimps.

The majority of trafficked Romanian women come from towns in the poorest northwest part of the country – Romanian Moldova – Iasi and Suceava. There is also internal trafficking from these poor areas into the big cities that includes not only women and girls for prostitution but also children and old women for begging. Recently, internal and international trafficking have become more interconnected, more professional and better-connected with international criminal networks.

Prostitution in Romania is illegal. Sex workers plying the streets of Bucharest are mostly Romanian; many from the Roma minority. About 20 percent are foreign, mainly from the Republic of Moldova, Ukraine, Russia and other countries of the former Soviet Union. It is estimated that 30 percent are children under 18. The sex workers are usually females who are under a pimp "protection". The pimps are usually men, but there are female pimps as well. There are many venues for commercial sex: "in house"; on the street; in hotels; bars, public toilets, etc. In the North Train Station area of Bucharest, there are

many "red light spots", located in houses and cheap hotels. The pimps restrict the freedom of movement of sex workers to a particular neighbourhood and some women are trafficked from one neighbourhood to another, as well as from the countryside to the cities and abroad.[52]

Different networks of organised crime groups use various trafficking routes, starting in the Republic of Moldova or Romania. One runs from the Republic of Moldova via Romania (Timisoara is often mentioned as a centre for trafficking) to Hungary where false documents are prepared, and on to Western Europe. Another route is via Serbia where Belgrade is a transit centre for trafficking, to the other countries of former Yugoslavia, Italy and Greece. A third route goes via Bulgaria directly to Turkey and Greece, or to Italy via the countries of the former Yugoslavia and Albania.

Women and girls travel usually in groups, sometimes of up to 100 people, with other illegal migrants. They cross the border illegally or legally with valid documents, including tourist visas, to Bulgaria, Albania or Serbia, and then try to enter other countries illegally. Travelling without valid documents means economic dependence on the trafficker who pays for the false documents or illegal border crossings, accepting the participation in illegal activities and further dependence on the trafficker in the country of destination.

According to government estimates, up to 40,000 illegal aliens crossed into Romania in the year 2000. Due to the stricter border control from January to June 2001, 32,838 persons were refused entry into Romania, an increase in refusals of 57 percent in comparison with 2000. Reasons for refusing entry included fake passports, no entry visa and no financial means. Over 21,000 persons were stopped while crossing the border illegally, an increase of 46 percent over the previous year. The data on border traffic is not differentiated by gender and it is impossible to estimate how many people were stopped on suspicion of trafficking.[53]

1.2. Trafficking of children

There is no reliable data on trafficking of children. It is estimated that about 30 percent of sex workers in Bucharest are under 18 years of age. Twenty three percent of IOM assisted trafficked persons were teenage girls less than 18 years of age. According to the IOM research report on vulnerability to trafficking in Romania,[54] one of the most vulnerable groups is institutionalised children. Contrary to the IOM report, the National Authority for Child Protection has had only one documented case of trafficking from a state institution.[55] Children in institutions may be vulnerable and are exposed to the risk of trafficking when they leave the institutions at the age of 18. Young women just out of such institutions have no economic means, professional skills or family network of support. They lack life skills to start their own life and thus become easy prey for traffickers.

There are stories and some reports of Romanian teenage boys involved in the sex trade in the countries of Western Europe, as well as international trafficking of young children for begging.

52. Information from Romanian Association against AIDS (ARAS), interview with Alina Bocai, 23 July 2001, Bucharest.
53. Interview with Lt. Colonel Florin Ionescu, Lt. Adina Cruceru, Organised Crime Squad, General Inspectorate of the Police, Ministry of Internal Affairs, 20 July 2001, Bucharest.
54. IOM, "Vulnerability to trafficking in human being of young female population of Romania". Bucharest, July 2001.
55. Interview with Mariana Neacsu, National Authority on Child Protection and Adoption, 19 July 2001, Bucharest.

1.3. Victim assistance: return and reintegration

In the period between January 2000 and July 2001, 484 trafficked women and girls were returned to Romania. IOM assisted the return of 297 of them, and the other 47 percent were assisted by the local NGOs. The majority of these women (48 percent) were from the region of Romanian Moldova and 23 percent were minors under 18 years of age.

The majority of women and girls that IOM assisted had been trafficked to the Balkans. Thirty percent were returned from BiH, 28 percent from FYR Macedonia, 18 percent from Albania, 11 percent from Kosovo, six percent from Italy, four percent from other countries and three percent from Cambodia. Ten of the women and girls were assisted by IOM in Romania while in transit to their homes in the Republic of Moldova. Ten percent of assisted women and girls used a shelter provided by IOM.[56]

The return procedure involves IOM and the local police. Women and girls are met at the airport in Bucharest by IOM staff and transported to the shelter. Usually the next day, they have a meeting with an IOM social worker who interviews each one, in order to find out details of their economical, educational and family situation, and to present the possibilities for assistance at home or another chosen destination. If the trafficked person agrees, the Romanian police will interrogate her in the presence of an IOM representative. Women who testify are not provided with legal assistance, and sometimes incriminate themselves (as to crossing the border illegally, for example). Information about the trafficked person is collated by IOM and also sent by the police to the SECI Centre in Bucharest.

There are no standardised guidelines or procedures for the process of assistance. A major concern of local NGOs is that, as a result of the Memorandum of Understanding between IOM and the Ministry of the Interior, the police are always included in the return process for trafficked persons. Women, who have been identified as victims of trafficking in the destination country, can be judged by the Romanian police to be illegal migrants or prostitutes, often as a result of their testimonies, and be convicted after assisting the police with their investigation. According to NGOs it should not be possible to prosecute for illegal migration and voluntary prostitution in cases where women received no earnings, were constantly abused and deprived of the freedom of movement, even if they had initially migrated voluntarily or consented to work in the sex industry. There are also no special procedures for returned children under 18. In accordance with CRC, and the Palermo Trafficking Protocol, in cases of labour exploitation of children under 18, the issue of consent, force and deceit is, of course, irrelevant.

To date, the law enforcement agencies, in majority of cases, have been very careful not to charge the returned women and girls with prostitution or illegal border crossings, and have described them as victims of trafficking. However, clear rules and procedures are necessary if the system of protection is to be effective and fair. These should include a minimum standard of treatment for returning trafficked persons that would protect the rights of the women and children, and would clearly describe the obligations of the governmental agencies and the rules of conduct of the institutions involved.

There are some other concerns arising from the way the return process is conducted. A routine part of the return process is the testimony given by the trafficked person, and women who wish to be assisted by IOM are obliged to

56. Interview with Luis Ulrich and Florin Pasnicu, IOM Office Bucharest, 20 July 2001.

answer questions. While obtaining information is very important from the point of view of law enforcement, the health and well-being of the women must also be taken into account. Psychologists from the local NGOs assisting in the return process are concerned about the consequences of interviewing women suffering from post-traumatic stress disorder. NGOs also question the results and quality of such interviews as it is becoming clear that a growing number of interviewees deliver similar "standardised" information, repeating stories learned from others rather than sharing their own experiences. In some cases such stories can make it more difficult to assess if the woman was trafficked in the first place. The experiences of the NGOs suggest that only a personalised approach with professional psychological assistance and longer contact with the returned women will enable them tell the truth and testify against traffickers.

IOM's programme of reintegration for trafficked persons offers "assistance to the victims, including temporary accommodation, health care, psychological counselling, educational and professional/employment orientation and social reintegration, …carried out with the support of some 35 Romanian NGOs across the country."[57]

Local NGOs, however, have expressed concerns about the quality of help offered to women and girls by the organisations providing assistance and reintegration support. At the conference organised by IOM in Bucharest in July 2001, there were 24 organisations from all over the country, the majority of which had no previous experience of working with trafficked persons. There are no special IOM procedures or services offered for children, but minors are referred to the Romanian branch of Save the Children or Service Sociale International (Italian branch).

Assistance offered by IOM includes transporting the trafficked persons from the airport to a shelter, providing them with a small allowance of US$150 in total (given in three instalments), addresses of NGOs and information about the possibility of having a medical check up and some help from NGOs in cases of emergency. Counselling and reintegration support are not part of a standardized service but rather an exception in the routine of a much more modest offer. From the total of 403 assisted persons, between January 2000 and December 2001, 173 cases were referred to local organisations for reintegration assistance. Services provided through the partner NGO network can, in principle, include temporary shelter, medical assistance, psychological counselling, general social assistance, educational assistance, vocational training, career orientation, employment and job seeking, and legal support. However, in most cases, the support is limited to a couple of hours of counselling a week, as NGOs without experience or financial resources cannot deal with the problems of trafficked women. There are only few NGOs in the country (Reaching Out in Pitesti, SCOP in Timisoara, Pro Familia in Bistrita, and Artemis in Cluj) with capacity to offer more long-term support in reintegration, and not all of them are among the organisations with which IOM co-operates.

1.4. HIV/AIDS and STIs

There are no programmes in the area of HIV/AIDS/STIs prevention aimed at trafficked people. Women and girls assisted by IOM are offered free medical services, including STI and HIV tests. A National HIV/AIDS Strategy until 2003

57. "A comprehensive approach to the prevention of trafficking and to the protection of victims through strengthened coordination at the national, regional and international levels", Keynote Address by Mr. Brunson McKinley, Director General, IOM at the Regional Trafficking Conference in Bucharest, 21 May 2001.

has been developed and some pilot projects have been initiated by international organisations, but the government has no capacity to take them over.

Since 1999, UNDP/UNAIDS has supported a health prevention project for commercial sex workers in Bucharest implemented by a local NGO, ARAS (Romanian Association against AIDS). Since the pimp negotiates with the client the characteristics of sex sessions, the pimp is the real decision-maker. Pimps often force sex workers to have unprotected sex, as this is demanded by the clients. In general, sex workers learn that they have STIs from clients who inform their pimps. Pimps are not interested at all in the women's health status and prefer to sell a woman to another pimp or to move her to another place because it is cheaper to buy a new girl than to pay for medical treatment (a female sex worker costs about US$ 50). In the period January 2000 to June 2001, only 40 women reached by the ARAS street workers were willing to have the HIV test and none of them tested positive.[58]

1.5. Prosecution

Since January 2001, there have been 110 cases opened against traffickers in Romania and 148 traffickers have been prosecuted, including pimps, smugglers and recruiters. The police have dismantled 64 criminal groups involved in trafficking in human beings and illegal migration. As trafficking across the border is not a crime under the existing law, traffickers are prosecuted for other crimes related to prostitution, smuggling of migrants and violence. The existing law enforcement agencies and judicial system lack the expertise to deal with this problem effectively. As prostitution is illegal, the victim is still more often targeted in the legal process than the perpetrator.

The crime of trafficking is considered to be one of the illegal activities connected with illegal migration and is treated as such. As a result, trafficked women and female illegal migrants are lumped together in one group and the trafficked women and girls receive insufficient protection and are further victimised. There have been cases when the victims who testified against traffickers were prosecuted and sentenced for prostitution and illegal border crossing. There has also been a case whereby returned victims were used for a press conference of the Police Trafficking Task Force, their faces shown on TV and names published in the press.

In March 2001, the police organised an action called "The Moon", during which they arrested all the sex workers in Bucharest and let them go after a couple of hours. The action had no follow up and no clear purpose except of proving the efficiency of the police and creating publicity for the new anti-trafficking initiatives undertaken by the Ministry of the Interior.

2. Current responses

2.1 National Plan of Action and co-ordination

In spring 2001, Romania established the National Task Force on Trafficking, to co-ordinate the efforts made by the Romanian Government to prevent and combat trafficking. The chief of the General Directorate for combating organised crime was appointed as the National Co-ordinator. Additionally, an Inter-Ministerial Committee was established on the initiative of the Ministry of Foreign Affairs in co-operation with the Ministries of the Interior, Justice, Educa-

58. Information from the Romanian Association Against AIDS (ARAS), interview with Alina Bocai, 23 July 2001, Bucharest.

tion and Research, Labour and Social Solidarity, the Prosecutor's Office, as well as international and local non-governmental organisations.

The Committee has met twice a month since July 2001, to draft the National Plan of Action (NPA). The first draft of the NPA was prepared by the Ministry of Foreign Affairs in co-operation with the Ministry of the Interior, Ministry of Justice, the SECI Centre and the FBI advisor at the SECI Centre. It is compatible with the regional Plan of Action of the Stability Pact Task Force on Trafficking. The NPA is focused, primarily, on law enforcement and legal reform, and includes the activities and co-operation of all relevant governmental and non-governmental institutions in all areas of action (research, prevention, raising of awareness, assistance, legal reform and law enforcement). The draft of the NPA was shared for consultation with the international agencies and NGOs and sent to all relevant ministries for comments. The government approved the NPA in August 2001.

The Inter-Agency Working Group on trafficking in human beings, as a supporting body for the National Task Force and one of the agencies implementing the NPA, was also established to work on the legislation, law enforcement procedures and victim assistance issues. The Working Group includes government, international organisations and donors, including IOM, CoE, UNHCR, UNDP, SECI and USAID. FBI and the US Embassy also provide support for the group.

In March 2001, a group of seven local NGOs prepared an Alternative NPA on Trafficking. The document was produced as a discussion and position paper but it did not reach the phase when it could be distributed and broadly discussed.

In October 2001, a Round Table on trafficking in human beings was held between government representatives and NGOs to foster co-operation between the government, international organisations and NGOs in the implementation of the NPA.

2.2. Roles of government, international organisations and NGOs

The Romanian government has identified trafficking as one of the priorities in its efforts to fight organised crime.[59] The Romanian Ministry of Foreign Affairs voiced its "surprise" at the U.S. State Department report on the situation of fighting human trafficking.[60] This report, released in July 2001, placed Romania among the countries in "Tier 3" – the group of countries which do not meet the minimum standards for fighting trafficking in human beings. As the Romanian government has taken many actions against trafficking, some with the support of American experts, the report was a very big disappointment.

In October 2000 the ODIHR together with the Ministry of Justice organised a round table on trafficking in human beings. In 2001, the government undertook many new initiatives in the fields of prevention, prosecution and protection of trafficked persons. The signing by Romania of the Palermo Convention and its Protocols resulted in the initiation of changes in legislation in compliance with international standards. The Stability Pact has provided a regional and institutional framework within which the response to trafficking becomes

59. "Romania's Government considers that fighting the human trafficking networks is a priority in its actions devoted to the fight against organised crime and it shows full responsibilities in fulfilling its international duties in the field". Ministry of Foreign Affairs, press release 16 July. Rompress English Bulletin, 16 July 2001, p. 2.
60. See: http://www1.umn.edu/humanrts/usdocs/traffickingreport-2001.html

easier and has supported given new initiatives for dealing with the issue, such as SECI.

There are a number of international agencies in Romania, which take part in the activities to combat trafficking in women and children. While international agencies do not implement anti-trafficking activities directly (with the exception of IOM), they co-operate with the governmental bodies, share their expertise and support the activities of NGOs financially. International organisations also participate in the Inter-Agency Working Group established as part of the NPA.

There is no government support for the NGOs dealing with trafficking. Most of them started their activities as women's organisations working in other areas, mainly violence against women. In the course of their work, they responded to the need to support trafficked women and started to develop programmes of assistance for them. All NGOs rely on outside donors to survive and depend on short-term grants, which do not allow the planning of long term strategies and programmes. Despite the shortage of financial resources, which leads to competitiveness between NGOs, there are some new initiatives in the area of trafficking that demonstrate the involvement of local organisations and their willingness to co-operate.

2.3 Prevention and raising awareness

2.3.1. Government

The National Plan of Action was introduced very recently and it is too early to evaluate its effectiveness. Some of the planned initiatives started in 2001:

- Within the framework of the Stability Pact activities, the *Ministry of the Interior* and the *Ministry of Foreign Affairs* organised a Regional Consultative Meeting on the Combat of Trafficking in Human Beings in Bucharest in May 2001. The "Anti-trafficking Law Enforcement" political declaration was adopted.
- The *General Inspectorate of the Police* of the Ministry of the Interior organised a press conference hosted by the Trafficking in Human Beings Squad. During the conference, the NPA was presented to the media and the Ministry of the Interior commented on the report on trafficking published by the US State Department.
- The *Institute for Research and Criminality* (under the Ministry of the Interior) has started new initiatives, including campaigns to raise awareness, seminars, lectures, training in crime prevention with trafficking prevention as an integral component, programmes against violence in the family which are on-going in 42 counties, research on prostitution and training plans for police officers.
- The *Ministry of Education* is co-operating with IOM to introduce the issue of trafficking into the school curricula. The ministry will help to develop the message and adjust it for school needs, and with the dissemination of educational materials prepared jointly with IOM.
- In co-operation with the international organisations, the *National Authority for Child Protection (NACP)* has updated a report on Sexual Abuse and Exploitation of Children in preparation for the Second World Congress against Commercial Sexual Exploitation of Children in Yokohama, Japan, in December 2001. The report includes a section on commercial sexual exploitation and internal trafficking of children. The NACP is also preparing the National Plan of Action on the Protection of Children.
- The *Ministry of Health* has planned a programme on health protection for vulnerable groups for autumn 2001.

- The Romanian government has also presented a report by local experts on the situation regarding trafficking and prostitution, at the Ministerial Regional Conference on Trafficking held in Bucharest in May 2001.

Many more prevention and awareness raising activities are listed and described in the NPA and reflect almost all the activities suggested in the model NPA prepared by SPTTF: research into the causes and patterns of trafficking; assessment of policies and legislation; information campaigns for the general public and special target groups; raising awareness in the media, including trafficking information in school curricula and special programmes about trafficking in children; training, seminars and meetings about trafficking; and dissemination of information about legal migration.

There are also activities planned that were not proposed by the model NPA: creation of a code of conduct for the employees of the state institutions regarding trafficking; and involving religious institutions in the anti-trafficking campaign. There are also plans for school programmes to target both girls and boys to promote a zero tolerance of violence against women and girls, and to provide appropriate information on sexual relationships, as well as STI and HIV/AIDS prevention.

In the area of gender discrimination in the labour market, the NPA proposes the establishment of programmes to combat discrimination against women in the labour market and special programmes for professional re-training of women.

The NPA also proposes issuing special certificates for persons willing to work in the entertainment industry abroad and prohibiting publications "hurting people's dignity" – press announcements offering visas to the Schengen countries or organisation of work abroad.

The plan is very broad and ambitious. It covers almost all areas of anti-trafficking activities. However, there might be problems with its implementation, as there may be neither capacity to actually implement the activities, nor does the government allocate resources, nor have alternative sources of funds been identified.

2.3.2. International organisations

IOM is the most active of all the international agencies. It has taken an active part in all the anti-trafficking initiatives organised by the government, started prevention campaigns and assistance activities and initiated co-operation with the NGOs which were already actively involved in assistance work.

UNAIDS is supporting programmes on HIV/AIDS prevention and harm reduction programmes for injecting drug users addressed to sex workers.

UNICEF provides support for programmes for children in institutions and those leaving institutions. UNICEF also supports local NGOs to do outreach work on HIV/AIDS prevention with sex workers.

Since 1999, *UNDP/UNAIDS* has supported a health project for commercial sex workers in Bucharest implemented by a local NGO ARAS.

USAID is the main donor for the anti-trafficking work and supports initiatives by IOM, UNDP and local NGOs in the area of trafficking prevention and victim assistance.

OSCE organised a round table on trafficking and initiated a dialogue between the government, international organisations and NGOs. It also supported local NGOs to work on the elaboration of the Romanian National Plan of Action.

2.3.3. Local NGOs

In April 2001, the Romanian Government established an inter-ministerial working group against trafficking in human beings and also invited non-governmental and international organisations to participate in the discussion. Selected NGOs working on anti-trafficking issues (namely Fundatia SEF, ARCA, SCOP, Artemis, Reaching Out, Phoenix Carita, Pro Familia) gathered in Sinaia, 4-7 April for training supported by ODIHR, on networking, and policy and strategy building in preparation for their work with the government.

In July 2001, IOM organised a conference on "Interagency Co-operation in Fighting and Prevention of Traffic in Women" in which 24 local NGOs participated. The aims of the conference were to strengthen capacity and consolidate local NGOs, which included designing training programmes for NGOs working in the area of victim assistance, creating working procedures for victim assistance and creating a network of NGOs to support a prevention campaign.

A group of 13 local NGOs has recently formed a coalition *FAMNET*, to start a joint project on trafficking prevention and information. They have joined forces to establish a telephone hotline on trafficking and develop information materials for women who want to migrate.

There are several local NGOs, including *ARAS,* working on HIV/AIDS prevention among vulnerable groups that include sex workers and trafficked women and girls. IOM organised a seminar in April 2001 in Sinaia for local NGOs active in prevention campaigns to develop working procedures. Local organisations including ARCA, SEF, Reaching Out, Artemis, SCOP Timisoara, Pro Familia and Phoenix Carita, participated in this seminar.

The Women' Programme of the Open Society Institute (OSI) has initiated a "Theoretical and Empirical Models on Trafficking in Human Beings" project, prepared as a research and assessment project, which includes a survey of organised crime, a national migration survey, and programmes to develop victims assessment and prevention measures.

The *Centre for Legal Resources* organised two other events:

- Regional Forum on Trafficking in Human Beings, 21-23 June 2001, in Bucharest. Nine relevant Romanian NGOs took part in the Forum: OSI Romania; Equal Opportunities for Women; Romanian Abolitionist Society; Reaching Out Foundation; Association of Romanian Women with Legal Careers; Partners for Change; ARCA-Romanian Forum for Refugees and Migrants; SCOP-Society for Children and Parents; and the Artemis Centre, and five NGOs from FRY: Forum Iuris, Novi Sad; Centre for Human Rights; Roma National Congress; Association for Women's Initiatives; and PRALIPE-Roma Organisation, and the daily newspaper, Politika and TV Studio B. The aim of the forum was to bring together people from NGOs and public institutions, in order to identify the problems/obstacles regarding the phenomenon of trafficking in human beings, and to advance realistic and effective approaches, so as to solve them through collaboration among the partners from both countries.

- Workshop organised with financial support from Council of Europe on Criminal Law Reform on Trafficking in Human Beings in Southeastern Europe. This project is part of the Council of Europe contribution to the aims of the Stability Pact Task Force on Trafficking as well as of the Stability Pact Initiative against Organised Crime.

The Romanian Orthodox Church is included in trafficking prevention activities. The Patriarch of the Church is supposed to issue a statement warning against trafficking and information about trafficking will be given out at church services.

2.4. Victims assistance: return and reintegration

2.4.1. Government

The first action taken by the *Romanian government* in the area of victim assistance was to open a shelter for trafficked persons in Bucharest in co-operation with IOM. The shelter opened in November 2001 and is managed by a local NGO, the Estuar Foundation. The services provided in the shelter include medical, social and psychological assistance and reintegration programmes.

Other plans for victim assistance and support included in the NPA are to conclude bilateral and multilateral agreements on returns, to create facilities for returning trafficked persons, to provide legal, social, medical and psychological assistance, to hire and train personnel to work with trafficked persons, to establish a hotline for victims, to create alternative programmes for those trafficked persons who chose not to go back home and to educate families and communities not to stigmatise or blame the victims.

In the government programme of victim assistance, there is no mention of providing information on the rights of trafficked persons, of providing interpreters and information in their own language, or the rights to claim compensation or occupational reintegration. There are no plans to provide trafficked persons with an alternative settlement, including the right to apply for asylum in appropriate cases, or access to welfare. Most of the above are connected with financial commitments, which the government is not ready to make. The NPA also does not mention the possibility of co-operation with NGOs and establishing a network of NGOs to assist with reintegration.

2.4.2. International agencies

IOM has been very active in the area of victim assistance and reintegration since the beginning of 2001 when it started a special programme of assistance for women and girls being returned by IOM from the countries of destination. IOM also provides return/transit assistance for trafficked women and girls from the Republic of Moldova, Bulgaria, Ukraine, Russia and Central Asia.

Direct IOM assistance includes meeting women at the airport and provision of transportation to shelter or other locations. To date, IOM-supported reintegration assistance has mainly been sub-contracted to the NGOs working to prevent violence and to support victims of violence.

Acting on the Memorandum of Understanding between IOM and the Romanian Ministry of the Interior, signed in March 2001, a shelter for trafficked persons was opened in Bucharest on 1 November 2001. The shelter, whose premises are provided by the Ministry of the Interior and refurbished by IOM, is managed by an NGO, the Estuar Foundation. The centre provides assistance services on a 24h basis. The main services include psychological assistance to overcome traumas suffered during trafficking, medical assistance (gynaeco-

logical examination, HIV and STI testing, as well as treatment), a vocational course for a period of 3 months (hairdressing, bakery-pastry, other), counselling on administrative, juridical, educational and vocational procedures and assistance in regard to local administration and state agencies. During the first three months of functioning, 34 persons received transit assistance (maximum 2 days) and nine opted for longer term assistance (up to 3 months). In 2001, IOM also supported the organisation of a network of local NGOs that will co-operation with them in the provision of victim assistance and reintegration.

2.4.3. NGOs

Until recently, the only institutions directly involved in assisting and reintegrating trafficked women and children were NGOs. The first NGO to start work with trafficked persons, in 1998, was *Reaching Out* from Pitesti. Reaching Out has an on-going training programme for 10 social workers working in their shelter for trafficked women and children, and has achieved an 84 percent rate of reintegration. They have also prepared "Standards to work with the victims of trafficking".

Before 2001, the Romanian NGOs operated as a network of organisations and shelters, which could provide trafficked persons with basic assistance and support. The shelters, which operate in three towns outside of Bucharest (Timisoara, Pitesti, Constanta), are small and designed in the first place for victims of domestic violence. They are used for trafficked women and children as an emergency solution (with the exception of the Reaching Out shelter). Prior to 2001, neither NGO staff nor shelter personnel, with a few exceptions, had been trained to assist trafficked persons. They have developed skills and expertise in the course of their work and at present are able to continue their activities and share their experience with others, but are not in a position to provide long-term support and run reintegration programmes without additional training and support, including financial support. These women's organisations and shelters for victims of violence were supported mainly by the Soros Foundation and have not benefited from the funding designated for anti-trafficking activities in the region.

Since 2001, IOM has started to build a new network of NGOs. In July 2001, IOM organised a conference "Interagency Cooperation in Fighting and Prevention of Traffic in Women" in which 24 local NGOs participated.

The "old" NGOs working on trafficking have also started to organise themselves, but separately from the IOM network. The FAMNET coalition of 13 local NGOs is a network working in the field of victim assistance and reintegration. Their activities include prevention campaigns, a hotline and website for organisations within the network, shelters for trafficked women and children (in Timisoara, Pitesti, Constanta) and reintegration programmes, including training, schooling and job training. Reaching Out will start training social workers from *FAMNET,* according to their "Standards" document.

There is no continuity in the work with trafficked persons. Some of the NGOs which had been most active during the last two years in the area of victim assistance and support, are not involved in the new projects and campaigns started by IOM. IOM has chosen new partner organisations, which have to be trained and to learn how to work with trafficked persons. The FAMNET network of "old" NGOs is preparing a new programme. The tension is partially due to the fact that the NGOs do not agree with IOM's approach to reintegration. FAMNET views IOM as an organisation working with migrants and as having no expertise in developing or implementing reintegration programmes for trafficked women. According to the NGOs, IOM's approach is to send the

women back home, to the environment from which they were trafficked in the first place and to provide them only with some counselling, which is not enough assistance. Another reason is that the NGOs do not have the financial capacity to assist the trafficked women, so they have to rely upon IOM to cover their costs, but the support they receive is not always sufficient. IOM has had no clear policy or guidelines for preparing reintegration programmes for trafficked women or for co-operating with NGOs, which has led to mistrust and misunderstanding.

Now, however, IOM co-operates with 23 Romanian NGOs committed to providing reintegration assistance to trafficked persons on the basis of formal bilateral agreements. IOM also organises training for the NGOs, on the social assistance services provided to trafficked persons and on psychological assessment and treatment for them. The result of these workshops will be a guide to the principles of the assistance provided to trafficked persons, the minimum standards of reintegration services provided by NGOs and other agencies; and a collection of case studies. The guide will serve as a written reference in terms of know-how and best practices in the field of assistance to trafficked persons. The guide will be disseminated among interested parties and will be used as well by the NGOs to train their permanent staff and volunteers adequately.

2.5. Law reform and enforcement

The Romanian government has recently taken many actions in the area of law reform and enforcement. These activities are connected with the demands on Romania to adjust its national legislation to European Union standards in the process of accession to the EU. Other changes are the result of the NATO accession process, the Stability Pact agreements or bilateral contracts for combating organised crime in the Balkan region.

The working group on legal reform consisting of representatives of the Ministries of Justice, the Interior and Foreign Affairs, and international organisations and NGOs, with assistance from the Vienna-based UN Centre for Crime Prevention and a legal adviser from the US Embassy, has revised legislation to create a separate *Bill on Prevention and Fighting Human Trafficking*. The new law is based on the US Trafficking Bill and was pending approval by Parliament at the end of 2001.[61] The Bill includes legal mechanisms and procedures for implementation and protection, including the adoption of new laws on combating organised crime, on evidence, and on victims and witness protection, and training programmes for law enforcement, lawyers, border police and to improve co-operation between the police and NGOs.

As the result of the working group's efforts a draft *Law on Combating Trafficking in Human Beings and Preventing Corruption* was adopted by the Romanian Government and is pending parliamentary approval.[62]

Government has also taken new measures to organise national law enforcement structures to combat trafficking. The National Focal Point on trafficking matches the Regional Focal Point established at the SECI Centre. The *Trafficking in Human Beings Squad* is a part of the Anti-Organised Crime Division and has approximately 40 representatives in 15 counties.

61. The team (Ministry of Justice, Ministry of the Interior and Ministry of Labour and Social Solidarity) was created by the Centre for Legal Resources. The project was co-financed by IOM, UNDP and UNFPA. In the mean time, this bill became Law no.678 and was published in Romanian Official Journal 783/ 11 December 2001. Within 60 days of publication Romania has to draft the Regulation of the law.
62. In compliance with Civil Convention on the Corruption adopted in Strasbourg on 4 November 1999 and Convention on Corruption adopted in Strasbourg on 27 January 1999.

As a result of the European Union accession requirements, constant efforts are being made by the law enforcement bodies to tighten border control by increasing patrols and introducing visa requirements for the countries considered potential sources of illegal migrants.

The Ministry of Foreign Affairs is organising a joint project with the government of the Republic of Moldova - the "Criminal Law Reform on Trafficking". It includes sharing information and experience in drafting the law on trafficking, help with drafting new law, creating an institutional network to combat trafficking, international co-operation and training for law enforcement officials.

Many activities have been planned for 2001 and 2002 within the framework of the NPA, including adoption of the new Bill on Prevention and Fighting of Human Trafficking. There are also plans for making new, secure travel documents, providing the Trafficking Task Force with the equipment necessary for its work and creating a computerised data base and system of exchange of information for the enforcement agencies. Separate programmes are planned for reintegration of the convicted traffickers.

Missing from the NPA are plans to prosecute traffickers and law enforcement officials involved in trafficking, to fight corruption and to close down trafficking routes. It will be difficult to measure the effectiveness of the NPA using the indicators of achievements i.e. showing a decrease in trafficking activities (prosecution of traffickers and corrupt officials, closed trafficking routes etc.), without programmes in these areas.

The *SECI Centre* is undertaking a number of activities related to law enforcement, including:

- Creation of a case-based Regional Anti-Trafficking Law Enforcement Manual for use by the local police in SECI countries;
- Training for the law enforcement agencies;
- Joint training sessions for police and NGOs;
- Support for the border police and training for the police conducted by the FBI representative at the SECI Centre.

IOM organised an "Inter-Agency Cupertino in Fighting Trafficking in Humans in Romania" in March 2001. Twenty-two representatives of the Romanian Border Police and Crime Squad attended the event, which resulted in a plan of action for the law enforcement representatives.

The local NGO *Centre for Legal Resources* is co-ordinating efforts to create new trafficking legislation and operates as the secretariat for the inter-agency working group that worked on the new Bill on Prevention and Combating Trafficking in Human Beings. The Centre managed to secure the co-operation of governmental and international organisations and co-operates closely with all of them. Other activities of the Centre include:

- Organisation of the Regional Forum to discuss the phenomenon of trafficking between Romania and FRY Serbia;
- Establishing an inter-ministerial expert group (2 representatives from the Ministry of Justice, and one from each of the ministries of the Interior, Labour and the Centre for Legal Resources) to work on the draft legislation);
- Preparing a draft Bill on Prevention and Combating Trafficking in Human Beings.

3. OVERVIEW OF ACTIVITIES IN ROMANIA

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs
Research	**Ministry of the Interior** • Report: *Human Trafficking. Trafficking in Women and Children*.	**UNICEF** • Report: *Trafficking in Women and Children in SEE. An inventory of Current Situation and Responses in Romania, Moldova and Bulgaria*. **IOM** • Report: *Vulnerability to traffic in Human Beings of Young Female Population in Romania*	**Centre for Legal Resources** • Preparing *Impact* Studies - *comparison of Romania and EU legislation in the area of trafficking in human beings* SPTTF Justice and Home Affairs chapter • Preparing diagnoses of trafficking in human beings in Romania and FRY.
Prevention and Raising Awareness	**Ministry of the Interior** **NPA** • Seminars, training and lectures on prevention of violence • Awareness raising campaigns in schools, summer camps	**IOM** • National prevention campaign for general public • Information campaign for the media • Capacity building of local NGOs **UNAIDS** • Support for HIV/Aids prevention programme **UNICEF** • Support for children in institutions and outreach work	**ARAS** • HIV/AIDS prevention programme for vulnerable groups. Health programme for commercial sex workers in Bucharest **Local NGOs:** • Alternative NPA • Prevention and raising awareness • Capacity building for NGOs: training, seminars, lectures
Reintegration Assistance	**Ministry of the Interior** • Shelter for trafficked persons, in Bucharest, in co-operation with IOM and local NGOs **Ministry of Health** • Information campaign on health prevention for vulnerable groups	**IOM** • Return and reintegration assistance for trafficked women • Shelter for trafficked women	**Local NGOs** • Assistance/support to trafficked persons • Shelters for trafficked persons in four locations outside Bucharest • Reintegration programs (training, schooling, job training, psychological support)
Law Reform & Enforcement	**Inter-ministerial Working Group on Trafficking** • Legislation on Preventing and Combating Trafficking in Human Beings **Ministry of the Interior** • National Task Force on Trafficking	**UNDP** • Regional Anti-Trafficking Law Enforcement Manual **SECI** • Regional Task Force on Trafficking **FBI** • Technical assistance to the police	**Centre for Legal Resources** • Organising and taking part in working group on draft Bill on the Prevention and Combating Trafficking in Human Beings

Bulgaria

1. Overview

Bulgaria is a transit country for women from the Republic of Moldova, Romania, Ukraine and other countries of the former Soviet Union who are trying to reach Western Europe via the neighbouring Balkan countries. It is also a country of origin for trafficking in Bulgarian women to Greece, FYR Macedonia, Kosovo, Turkey, Italy, Cyprus, and less frequently to the Czech Republic, Poland, Germany, the Netherlands, Spain, Austria and France.

As with all the countries of the region, Bulgaria underwent a process of political and economic transition in the 1990s. The economy started to stabilise in 1997 making Bulgaria one of the positive examples of free market economy reforms. A good sign of this was the removal of visa requirements for Bulgarian citizens to enter the countries of Western Europe, which put Bulgaria a few steps ahead, politically and economically, of her neighbours, Romania and Moldova. As in other countries of the region the unemployment hit women hard and their participation in political life decreased. However space was created for speaking openly about violence against women and for the development of women's organisations working in this area, as part of the developing civil society. Thanks to their efforts the problem of trafficking in women came to light, prompting governmental response.

1.1. Migration, prostitution, trafficking

1.1.1. Bulgarian women and girls

In the last four years, approximately 2,500 Bulgarian women who had been trafficked, complained to the police, co-operated with law enforcement agencies in Bulgaria or abroad, or took part in investigations and testified against traffickers.[63] In the past couple of years, there has been an overall decrease in the number of Bulgarian women trafficked abroad. The countries of destination have also changed in recent years and most of the trafficking is now from or through Bulgaria into Kosovo and the western part of FYR Macedonia and to Western Europe.

Although not illegal, prostitution is stigmatised in Bulgaria. According to the local NGO Animus/La Strada, about 47 percent of women and girls working in the sex industry are Bulgarians and about 35 percent are from the Roma minority. Most women and girls are between 16 and 20 years old and have only primary education. These statistics do not include women from other East European countries that are also reported to work in Bulgaria – Romanians, Ukrainians, Russians and Moldovans.

Trafficked women mostly come from the border areas in the northeast (Dobrich, Varna, Rousse) and the southwest (Blagoevgrad, Kyustendil, Kurdjali, Petrich). There are some small villages in the northeast part of the country from which several women have been trafficked. The border area near Petritch is know to be an area controlled by organised crime groups, involved in drugs, vehicle and human smuggling as well as prostitution and trafficking in human beings. Women and girls are recruited in different ways:

63. Information from the interview with Peter Vladimirov, Head of Division of Organised Crime, and Plamen Petrov, Head Illicit Traffic of Human Beings, 5 August 2001.

- Young women, rarely under 18, who come from big and smaller cities and to a lesser extent from villages. Traffickers make contact with them directly or through peers, rarely through their families;
- Young women who answer job advertisements offering them attractive jobs as models, dancers, au pair, etc;
- Sex workers;
- Girls from the Roma minority, who are often under 18 and are often sold to traffickers by their families;
- Teenage girls are often kidnapped.

As in other countries, the data on trafficking is usually fragmentary and incomplete. According to the statistics of the border police, only 10 percent of the trafficked women stopped at the border are Bulgarian. However, these particular statistics refer only to women who are trying to leave Bulgaria without valid documents. It shows that the law enforcement authorities tend to attach the word "trafficked" to data on female migrants who have been stopped at the border.[64] Other statistics show the number of illegal female migrants deported to Bulgaria. In 2000, 679 Bulgarian women were deported back to the country, the majority from Germany, Poland and Greece.[65]

Reliable statistics and their analysis can only be based on the actual caseload of trafficked persons assisted by IOM Bulgaria. During the period March 2000 to August 2001, IOM Sofia assisted 63 cases of trafficked women and girls. Thirty-five women were of Bulgarian origin, returned from Kosovo, FYR Macedonia, Albania, Italy and Spain. The profile of trafficked women from Bulgaria based on the 35 assisted cases is as follows:

- Age breakdown: 56 percent are aged between 20 and 25; 12 percent between 25 and 30; and 8 percent are under 20 (of whom only one in the sample was under 18). Another eight percent are over 30 years old;
- Background: 53 percent of the victims come from the big cities and 40 percent from smaller cities of Bulgaria. Eight percent have university education and forty percent high school education, including eight percent that have finished Professional school. Thirty six percent have only finished primary school; eight percent have not completed secondary education;
- Twenty eight percent of the women report having had difficult to bad family relations in their childhood or before being trafficked;
- Way of recruitment: 56 percent of the girls have been lured through false job promise; 24 percent through false invitation for visit, marriage or tourism; and 20 percent are kidnapped;
- In the majority of cases, the recruiters are men (12 male recruiters and only three female) of Bulgarian, Albanian or, in only one case, of Macedonian origin;
- Conditions of life and work while trafficked: only eight percent of women had freedom of movement and it was denied completely for 84 percent. Seventy six percent received no payment for their services; eight percent received incidental payment and only eight percent were paid regularly.

1.1.2. Foreign women and girls

In the past few years, Bulgaria has also become a country of transit and destination. During the summer season, women from Romania and countries of the former Soviet Union work in the sex industry in the area of the southern border. This shift from being a country of origin to one of destination is due to

64. Interview with a Border Police officer, Sofia, 5 August 2001.
65. Information provided by the National Co-ordinator to the Stability Pact Task Force, 2001.

the comparatively better economic situation in Bulgaria, the introduction of new and more secure travel documents, stricter border controls as well as better organisation of the law enforcement agencies and comparatively low corruption within them, and campaigns of information and to raise awareness organised last year by IOM and local NGOs.

According to border police statistics, 90 percent of women stopped at the border are foreigners. In terms of deportation of female illegal migrants, a total of 888 foreign women were expelled from Bulgaria in 2000, most of whom came from the Republic of Moldova, Romania and Turkey.[66] During the period March 2000 to August 2001, IOM assisted 28 foreign women to return from Bulgaria to their countries of origin - Russia, Ukraine, Moldova, Georgia and Romania.

1.2. Trafficking of children

There is no information on trafficking of children. The trafficked Bulgarian women returned from the Balkans and Western Europe are somewhat older than returnees to Albania, the Republic of Moldova or Romania. Sixteen percent of the survivors of trafficking who used the services and the care programme of Animus/La Strada were adolescents. According to information provided by state institutions, child trafficking is not a serious problem in Bulgaria.

1.3. Victim assistance: return and reintegration

IOM and the NGO Animus/La Strada provide assistance to victims who return back to Bulgaria and who are in transit to other countries.

La Strada started to work on the issue of trafficking in 1997 as one of the projects of the *local NGO the Animus Association.* The organisational focus was on violence against women and during the course of work it became clear that the kinds of violence against women that the staff was confronted with, falls into three, not necessarily mutually exclusive categories: domestic violence, sexual violence and trafficking in women and girls. Psychologists working with the foundation had also noticed that victims of trafficking suffered from post-traumatic stress disorders (PTSD). The Animus Association started to develop and use a range of services, both supporting the victims of violence and attempting to create some measures of prevention.

According to Animus/La Strada, 80 percent of women who return to Bulgaria after being trafficked sooner or later go back to prostitution abroad. This is due to the absence of any other economic alternative and due to negative reactions of the environment towards women who come back and are treated as "prostitutes" and the lack of longer-term support in the psychological trauma recovery process. The women leave again feeling that there is no place for them at home.

IOM have registered some successful cases of full reintegration of ex-victims of trafficking that started a new life thanks to the joint effort of IOM and its partners. IOM returned victims statistics show that out of the 35 returned Bulgarians only 4 women have reverted back to professions or environment that might be leading to sex work. In all other cases IOM was able to assist women with 3 months social support programme. IOM is in contact with these women and still assists on an ad hoc basis. 10 women were provided with long term counselling (3 to 6 months) by a local NGO, the Nadya Centre. Sixty percent

66. Ibid.

of women took part in vocational training. Job placement has been implemented mainly through informal institutional contacts – IOM was able to assist directly in this regard to 10 percent of women. In general, according to the IOM in at least 50 percent of cases reintegration was successful – measured by the fact that women were reinserted back into their families, relatives and friends' environment.

1.4. HIV/AIDS and STIs

There are a few HIV/AIDS prevention programmes in Bulgaria. All of them are focused on Bulgarian sex workers and do not reach out to migrant sex workers or trafficked women. Outreach workers try to limit themselves to health prevention issues as not to jeopardise the contacts and trust they have built with sex workers or pimps who allow access to sex workers.

As in the Republic of Moldova and Romania, women work for pimps who use violence to control them. However, unlike in Romania and Moldova, sex workers in Sofia and in the border area near Petrich can more easily be contacted by outreach workers from the HIV/AIDS prevention programmes, and are more willing to take precautions against STIs and HIV/AIDS.

1.5. Prosecution

In 2000, according to data from the border and organised crime police, there were eight organised crime groups involved in the trafficking or smuggling of people. These were small groups, from two to eight persons each. During the same period, 231 persons were identified as involved in the organisation and facilitation of illegal border crossings and 175 of them were detained.[67] It is not possible to estimate how many of them were involved directly in trafficking as the information refers to all border crossings and does not differentiate between smuggling of illegal migrants and trafficking in human beings.

Since the beginning of 2000, there have been 16 police operations against traffickers/smugglers. In the first half of 2001, ten organised groups have been detected and 14 legal proceedings initiated. In June 2001, the SECI Centre co-ordinated a joint operation of Bulgarian, Moldavian and Ukrainian police to break down an illegal channel of trafficking organised by criminal groups from Greece.

The Ministry of the Interior's new Task Force to Combat Human Trafficking has already started initiatives to co-operate with neighbouring countries as well as with the SECI Centre. This increased co-operation has resulted in several joint investigations and an increase in the sharing of law enforcement information. This has yet to yield prosecutions or concrete results.

2. Current reponses

2.1. National Plan of Action and co-ordination

Since 1999, Bulgarian government has focused its anti-trafficking initiatives on legal reform and law enforcement, led by the Ministry of Justice and the Ministry of the Interior. After the elections in June 2001 and a change of government, the new Prime Minister stated that trafficking would become one of his government's priority issues.

67. Information provided by the National Co-ordinator to the Stability Pact Task Force, 2001.

In June 2001, the *Ministry of Justice* appointed, its Chief Inspector, to lead a formal ministerial working group to draw up a comprehensive law to address trafficking in human beings. A special commission would be created to co-ordinate and oversee the actions of the state institutions dealing with trafficking. This legislation is also supposed to address the situation of the victims, financial, psychological and legal provisions as well as other measures of support.[68]

The development of the NPA was initiated and facilitated by *Animus/La Strada* with the aim of uniting and co-ordinating the efforts of all institutions in one national strategy against trafficking. The draft NPA was prepared by Animus/La Strada and contains ideas arising from the two inter-institutional round tables, which they organised in 2000. Specialists and representatives of all institutions engaged in trafficking took part in the round tables – the National Police, the National Service for Combating Organised Crime, the Border police and the other structures of the Ministry of the Interior, the ministries of Foreign Affairs, Labour and Social Policy, Health, Education, Justice, the National Healthcare Fund, and representatives of municipal and county administration, as well as non-government organisations. The draft NPA was prepared by La Strada in 2001 and presented to the Stability Pact Task Force on Trafficking by the Bulgarian Government.

The Ministry of the Interior has established a Task Force to Combat Human Trafficking in Persons for Sexual Exploitation. This Task Force was formally established on 18 June 2001 by an intra-ministerial Memorandum of Understanding to address human trafficking for sexual exploitation within the Southeast European Cooperative Initiative (SECI) framework.

Pursuant to Decision No. 608 of the Council of Ministers on 22 August 2001, a permanent expert group has been established to solve urgent problems arising from the migration policy of the Republic of Bulgaria. This group includes representatives of the ministries of Foreign Affairs, Justice, Finance, Transport and Communications, Labour and Social Policy, the Customs Agency and also the following services within the Ministry of the Interior: the National Service for Combating Organised Crime, the National Security Service, the National Police Service, the National Border Police Service and the International Cooperation Directorate of the Ministry of Interior.

2.2. Roles of government, international organisations and NGOs

During the last two years Bulgaria has undertaken many actions to combat trafficking. Governmental activities were concentrated in the area of law enforcement and legal reform. However trafficking has been treated almost exclusively as a trans-border crime and as part of the issue of illegal migration. Not much attention has been paid to the human dimension of the problem or to the rights of the trafficked persons.

International organisations and donors, including USAID, IOM, UNDP and the US Department of Justice are actively involved in anti-trafficking activities. They support the government in its anti-trafficking work, mainly by providing financial support for the government and NGOs. An informal working group has also been established to exchange information and to lobby the government.

NGOs have been working on the ground with trafficked people for many years in the areas of prevention and provision of assistance. The La Strada Project

68. Interview with Antonia Balkanska, Chief Inspector, Ministry of Justice, Sofia, 6 August 2001.

of the Animus Foundation is the main organisation active in the anti-trafficking efforts since 1997.

2.3. Prevention and raising awareness

Prevention campaigns are a recent development and are conducted by international and non-governmental organisations. The only prevention campaign conducted by the *Government* is an information and prevention campaign aimed at HIV/AIDS prevention, which only marginally addresses trafficking.

The *Ministry of Health* and the *National HIV/AIDS Coalition* are implementing a National Strategy on the Prevention and Control of HIV/AIDS that includes sex workers as one of the vulnerable groups and offers special activities for this group. Since sex workers are one of the target groups of this campaign it will, therefore, also touch upon the issue of internal trafficking. The *Ministry of Health* has also prepared a report on mobile populations (including sex workers).

The *Ministry of Education* co-operates with IOM on their prevention and information campaign for the general public and on the prevention campaign in high schools. Experts from the National Service for Combating Organised Crime actively assist the lecturers in the course of the campaign.

IOM has organised a nationwide prevention and information campaign for the general public, (January-December 2001) with the support of the ministries of the Interior, Foreign Affairs, Labour, Justice, Education and Health, and La Strada Bulgaria. The campaign includes:

- Research on the level of information and attitudes towards migration and trafficking – national survey on trafficking conducted during December 1999 – January 2001;
- Dissemination of information;
- Regional seminars;
- Promotion of the La Strada helpline.

In co-operation with the Ministry of Education, IOM has also launched in 2000 a pilot project for an educational campaign on the prevention of trafficking, in high schools for teenagers 12-18. The project includes five workshops for partners, experts and future trainers; development of an educational model, campaign materials, a manual for teachers and an educational movie; and training for trainers – teachers, police officers, students, school psychologists, so that they can become peer group trainers.

The main principle of the *La Strada* prevention/raising awareness activities is to provide girls and women with the opportunity to make an informed choice when planning to go abroad. This is achieved by various means, including the media, information materials, and through direct work with potential victims of trafficking. Recent activities of La Strada have included:

- Organisation of an inter-institutional round table of governmental, NGO and international organisations with the aim of creating a platform for discussion, collecting data and making proposals for the National Plan of Action against Trafficking. As the result, La Strada developed a proposal for the National Plan of Action;
- Information and prevention campaign, including dissemination of copies of the leaflet "Travel Guide for Modern Girls", the video "You Have the Right to Dream, You Have the Right to Know" (developed by La Strada Poland), a prevention leaflet for girls with a lower level of education, "A Girl's Story", a leaflet for sex-workers "Small Book for the Big World";

- Consultants to the IOM prevention campaign;
- Training for local and foreign NGOs, law enforcement agencies, social workers and lawyers;
- Prevention lectures at schools;
- Press and Lobby Campaign to inform the general public about the issue of trafficking and to achieve the recognition of trafficking in women as a violation of their human rights;
- Monitoring of the press, including an archive of press cuttings;
- Fact Sheets, published bimonthly, distributed to more than 130 institutions, which aim to provide information on the trafficking and anti-trafficking initiatives from the human perspective;
- A helpline for trafficked women and women who want to migrate. In 2000, there were 476 calls related to trafficking.

Activities of other *local NGOs,* such as *Women Alliance for Development* and the *Bulgarian Gender Research Project*, include campaigns to raise awareness and to prevent violence against women, reports on the situation of women in Bulgaria and violations of their human rights, projects to assess, report and recommend on the situation of women in the labour market. Local NGOs from outside Sofia have developed campaigns to raise awareness and to prevent violence against women.

The *Health and Social Environment Foundation* is doing outreach work with prostitutes in Sofia and in Petritch at the Greek border. The programme is focused on HIV/AIDS prevention and harm reduction and includes STI and HIV tests, visits to gynaecologists and venereal disease specialists, distribution of the birth control pill, lubricants and condoms, and distribution of needles and syringes for injecting drug users.

2.4. Victim assistance and support

IOM started its Assisted Return to and from Bulgaria Programme in 2000. It includes safe transportation assistance, pre-departure and arrival assistance, documents procurement, escort in transit, financial support and a reintegration programme.

In 2001, IOM has signed a Memorandum of Understanding with SECI and an agreement with the Bulgarian Government, according to which trafficked persons returning to Bulgaria via official channels are referred to IOM. IOM is also the referral agency that assists foreign nationals to return from Bulgaria to their countries of origin. IOM is supporting only those trafficked persons who agree to sign the IOM questionnaire and answer questions referring to pre-trafficking and trafficking circumstances.

Between March 2000 and August 2001, IOM assisted 63 trafficked persons, including 35 of Bulgarian origin and 28 foreigners. All 35 Bulgarian women received reintegration assistance – financial support (US$150) paid in three instalments, medical care and psychological counselling, if needed. Sixty percent of the women took part in vocational training, and three were helped to find a job.

Until the end of 2001, IOM did not have its own shelter but provided safe accommodation for transit people and returned Bulgarians in need of special protection or referred women to shelters run by local NGOs. In 2001, IOM was in the process of developing a local structure for a full reintegration programme. As in other countries of the region, IOM is developing its programmes in conjunction with existing ones developed by NGOs. The IOM shelter for the trafficked women became operational at the beginning of 2002.

This is a new shelter, managed by IOM, and has the capacity to provide long-term lodging and social care for trafficked women.

Animus/La Strada assists trafficked women referred to NGOs working in the destination countries, or when contacted directly by the victim or by her family. Police also used to refer trafficked women and girls to La Strada, although since the signing of the Memorandum of Understanding between the police and IOM, the police have been cooperating with IOM, and IOM is not co-operating with La Strada.

Animus/La Strada provides assistance and support for returning trafficked women, including arrival assistance, placement in safe accommodation, direct assistance and reintegration. La Strada also runs the Centre for Rehabilitation of Women Adolescents and Children Victims of Violence, which offers the following core programmes:

- Help line for the victims of violence and trafficking;
- Crisis unit with accommodation, which gave consultations to 39 trafficked women in 2000 and 67 in 2001;
- Social programme to assist with administrative and institutional requirements;
- Psychotherapeutic programme. Twenty-three trafficked women took part in the consultative and therapeutic programmes in 2000.

Even though Animus/La Strada was, until the IOM programme started, the main organisation providing support to trafficked women, and still is able to offer unique support, especially to traumatised victims, there is no co-operation and co-ordination of activities between IOM and La Strada. According to La Strada, IOM operates as a competing NGO that tries to monopolise the market and not as an international agency aiming to initiate and support sustainable projects managed by local groups.

Other *local NGOs,* from the network of women NGOs working against violence also provide reintegration assistance and social support in the cases where trafficked women are referred to them by IOM or Animus/La Strada:

- *Nadya Centre for Women Victims of Violence (NC)* in Sofia, works in co-operation with IOM in the field of reintegration, providing safe accommodation, psychiatric counselling and long-term post-trauma treatment and care as well as case management. NC also co-operates in the field of prevention, providing psychological assistance and training to specific target groups in Bulgarian high schools;
- *Neglected Children Society (NCS)*, Sofia works in the field of prevention as well as in the field of social and psychological support to girls from child delinquency institutions. NCS assists through providing psychological and legal assistance and consultations to underage girls who are the victims of forced prostitution and trafficking. NCS has a co-ordinating role with all relevant institutions in the country;
- *SOS Families in Distress* in Varna, assists in the field of reintegration, assistance and support to trafficked women in the region of Northeast Bulgaria;
- *Demetra Association* in Burgas, assists in the field of reintegration assistance and support to trafficked women in the region of Southeast Bulgaria;
- *Open Gate Foundation* in Pleven, co-operates in the field of reintegration, assistance and support to trafficked women;
- *Youth Counsel Centre* in Blagoevgrad, co-operates in the field prevention, help-line support and safe accommodation in the region of Southwest Bulgaria;

- *National Family Planning Association* (NFPA) in Sofia co-operates in the field of prevention and free medical care, offering regular free medical screening and consultations to all trafficked women referred by IOM. The NFPA is going to incorporate the educational module on trafficking produced by IOM Sofia into its specialised Reproductive Health-care Programme targeting secondary schools;
- *Triaditca Youth Centre* in Sofia co-operates in the field of preventive counselling and help-line support.

2.5. Legal reform and law enforcement

In 1999, the Bulgarian Government began its actions against trafficking by focusing on two areas: law enforcement, where the Ministry of the Interior initiated several actions; and legal reform, led by the Ministry of Justice with the assistance of the international organisations. These actions were prompted by the requirements to adjust local law to European standards and by the signature of the UN Convention Against Trans-national Organised Crime and its Protocol.

The Ministry of Justice prepared a new article of the Penal Code (280a) on trafficking. The definition of trafficking used in this article is based on the Palermo Trafficking Protocol. The draft law was sent to Parliament in Spring 2001 and went through the first reading before the change of government in 2001. Since the elections and the appointment of a new government, the process has to be repeated.

In June 2001, the Ministry of Justice approved the creation of a formal interministerial legislative working group to draft a comprehensive law to address human trafficking that would include the creation of a Central Commission and local commissions to co-ordinate and oversee actions of the state institutions dealing with trafficking. The Central Commission will: 1) co-ordinate the cooperation between the relevant agencies and organisations; 2) develop a government policy and strategy for combating human trafficking; 3) draft an annual report; 4) undertake or co-ordinate research, analysis and data collection regarding human trafficking; 5) facilitate bilateral and multilateral cooperation; 6) carry out information campaigns for potential victims of illegal trafficking; 7) develop training curricula for officials vested with responsibilities in the prevention and combat of trafficking; and 8) manage and supervise the activities of the local commissions, the shelters for temporary housing and the centres for support and assistance to trafficked persons. This body will also develop an NPA on trafficking, although the Animus Association with input from government and NGO representatives has already drafted one.

The protection of trafficked persons, when they act as witnesses and collaborate with the preliminary proceeding authorities, has been stipulated in Article 97a of the Legal and Procedural Code. Witnesses are protected either upon their request or with their consent, if there are enough reasons to presume that as a result of providing evidence, a real threat with respect to their life, health and property and/or that of his/her relatives has arisen, or may arise. Witness protection is secured by concealing his/her identity and by providing security measures for him/her.[69]

The Ministry of the Interior has established a Task Force to Combat Human Trafficking in Persons for Sexual Exploitation. The Task Force comprises personnel

69. „Combat of Trafficking in Women for the purpose of Forced Prostitution, Bulgaria Country Report". Ludwig Boltzmann Institute of Human Rights, Vienna, 2000, p. 19-20.

from the National Service for Combating Organised Crime; the National Police Service; the National Border Police Service and the Gendarmerie Service.

The National Service Against Organised Crime (NSBOP) was established in 1997. It has a specialised unit dealing with illegal migration, organised illegal migration of the labour force and trafficking in human beings, and 28 units all over the country dealing with organised crime, including 40 police officers who work on the issue of trafficking. In 2001, a task force to combat organised crime engaged in human trafficking was established within NSBOP with representatives from the Border Police, the National Police and the Gendarmerie, and with a technical advisor from the FBI. This task force shares information with and co-ordinates with the SECI Centre. Within the framework of SECI, NSBOP adopted 26 bilateral and multilateral agreements that are being implemented in the area of police co-operation.

An inter-institutional working group has been established in order to develop a *National Schengen Action Plan*, which aims to develop measures to increase the efficiency of border control and thereby reduce migration pressure in the Republic of Bulgaria. The group has proposed the following amendments to the Penal Code:

- A legal definition of the term "trafficking in human beings" in Article 93 of the general section of the new Draft Penal Code should be introduced;
- The regulation in Article 156 of the Penal Code referring to "abduction for the purpose of sexual exploitation" (also including cases of abduction outside the state borders (Paragraph 2, item 3)) should be more detailed with respect to the purposes of trafficking and its mechanisms.

The National Border Police has established bilateral co-operation with the border police of neighbouring countries, Romania and FYR Macedonia, on operational collaboration, exchange of information and prevention and eradication strategies.

The National Agency for Child Protection is working on the Law on Child Abuse and Rights, which includes anti-trafficking provisions.

International and foreign agencies (US Department of Justice, ABA CEELI[70], IOM) have supported various activities in relation to legal reform and law enforcement:

- Two Polish-Bulgarian governmental conferences on trafficking, in Spring 2000 in Poland and in November 2000 in Bulgaria, involving representatives of governments, international agencies and NGOs. A working group to prepare new anti-trafficking legislation was proposed;
- Support for legal reform (Penal Code);
- Support for drafting new legislation on trafficking and victim protection;
- Exchange of information and support for the IOM information campaign and network of NGOs;
- Establishing an informal working group to work with NGOs;
- NGO and donor co-ordination and information sharing meetings;
- Preparation of the National Plan of Action. A draft of the NPA was prepared by Animus/La Strada.

The American Bar Association has hosted (provided space and coordination) an informal working group on human trafficking.

70. American Bar Association, Central and Eastern European Law Initiative.

The *U.S. Department of Justice* and the Ministry of Justice are co-hosting a formal legislation drafting working group comprising representatives from the ministries of Justice, the Interior, Foreign Affairs and Labour, members of the judiciary and prosecution services, and NGOs. A draft law following the requirements of the UN Protocol is in progress. The target date for a final first draft is the end of March 2002.

The U.S. Department of Justice will fund and co-ordinate a public discussion on the draft law once it is finalised, and in collaboration with the Ministry of Justice or with other government bodies and NGOs, will also fund and organise training for the professionals who will be required to implement the law.

The local NGO *Animus/La Strada* has provided training for local and foreign NGOs, law enforcement agencies and social workers at 28 educational training seminars involving approximately 500 participants. In addition, Animus/La Strada is lobbying the government and running a media campaign to introduce anti-trafficking legislation.

The Bulgarian Gender Research Foundation has published an issue of its legal magazine focused on the issue of trafficking. Other planned activities include counselling and legal aid for trafficked persons, preparing lawyers to work with cases of trafficking, offering legal services to shelters and human rights protection for victims. The Foundation is also reviewing legislation and legal initiatives in Bulgaria for compliance with the UN Convention Against Transnational Organised Crime and its Protocols, as well as with European law.

Organisation of Police Women in Bulgaria has organised training in Dolna Bania for the police on the issue of missing and kidnapped people. This organisation also conducts training on child abuse for the police, social workers and NGOs, and supports NGOs by providing contacts within the police and tracing missing persons.

The *Bulgarian Helsinki Committee* is implementing an information project for migrants coming to Bulgaria, asylum seekers and Bulgarians leaving the country. Materials will include information on trafficking and organisations providing help and information.

3. OVERVIEW OF ACTIVITIES IN BULGARIA

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs
Research	**Ministry of Health** • Report: *Mobile Populations*	**IOM** • Research on level of information and attitudes towards migration and trafficking in Bulgaria	**Animus/La Strada** • Collecting data for NPA, annual reports • Legal Study: *Combat of Trafficking* (with L. Boltzmann Institute) • Feminist participatory Action Research on TIW **Bulgarian Gender Foundation** • Publishing legal magazine focused on the issue of trafficking
Prevention & Raising Awareness	**Ministry of Health** • Health education in schools, including information on trafficking • National Strategy on Prevention and Control of HIV/AIDS **Ministry of Education** • Co-operation with IOM on prevention and information campaign	**IOM** • Prevention campaign in high schools for teenagers • Prevention and information campaign for general public (1999 -2000)	**Animus/La Strada** • Ongoing information and prevention campaign. • Training for NGOs, law enforcement agencies, social workers and lawyers **Health and Social Environment Foundation** • Outreach work with sex workers
Reintegration Assistance		**IOM** • Assisted return to Bulgaria: • Safe transportation assistance • Arrival assistance • Documents procurement • Shelter, financial support for trafficked persons • Reintegration of trafficked persons	**Animus/La Strada** • Centre for rehabilitation of women, adolescent and child victims of violence, direct assistance and reintegration programme **Local NGOs** • Social and reintegration support.
Law Reform & Enforcement	**Ministry of Justice** • New law on trafficking **Ministry of Interior** • Establishing National Task Force to combat Human trafficking, within NSBOP	**US Department of Justice** • Co-ordinated establishment of Task Force • Support for Polish-Bulgarian governmental conferences on trafficking • Support for legal reform (Penal Code) Co-hosts (+ Min Justice) legislative working group to draft comprehensive anti-trafficking legislation. **ABA CEELI** • Hosted informal working group on trafficking.	**Animus/La Strada** • Inter-institutional Round Table on NPA • Developing and presenting NPA **Bulgarian Gender Research Foundation** • Publishing legal magazine focused on the issue of trafficking and review of Bulgarian legislation

Bosnia and Herzegovina

1. Overview

As a sovereign territory, Bosnia and Herzegovina (BiH) is in a unique position. Under the 1995 Dayton Peace Agreement, the international community has leverage and influence unlike any other country in the region, apart from the UN Administered Province of Kosovo, including executive powers invested in the High Representative to impose or veto laws.[71] BiH is comprised of two entities, Republika Srpska (RS) and the Federation of BiH (FBiH). The Federation is further divided into ten districts called cantons. Both entities have their own governments and civil structures.

There are a large number of international actors present in BiH and these represent government, international agencies and NGOs. The following have a mandate under the Dayton Peace Agreement[72]:

OHR: the Office of the High Representative, who is appointed by the UN Security Council under the Dayton Peace Agreement. OHR has the authority to coordinate all intergovernmental organisations in BiH and is the principal mediator between the international community and the national authorities. OHR has the authority to intervene and pass decisions that are binding by law in the event that national parties are unable to resolve difficulties.

UNMIBH: the UN Mission in BiH is mandated by the Security Council, and its mission is to contribute to the establishment of the rule of law in BiH in order to create conditions conducive to multi-ethnic co-existence and returns. UNMIBH's specific role is to assist civilian law enforcement agencies to operate in accordance with highest international police standards and to ensure that these agencies observe international human rights standards and fundamental freedoms.[73]

IPTF: the International Police Task Force is responsible for assisting in the restructuring and training of law enforcement agencies, with the aim of creating police forces that are democratic, multi-ethnic and adhere to accepted international standards. IPTF is comprised of international civilian police officers from member states of the UN.

UNHCHR: UN High Commissioner for Human Rights focuses on discrimination surrounding gender and diversity, the protection of minorities and the rule of law with an emphasis on social and economic rights. UNHCHR works with the human rights office of UNMIBH in relation to the police mandate and advises on human rights aspects of its work.

71. The Dayton Peace Agreement, signed in December 1995, established BiH as a state comprising two entities, RS and FBiH. The Agreement includes the State Constitution, which establishes the equal rights of the three ethnic constituents peoples: Serbs; Bosniaks; and Croats. The Office of the High Representative (OHR) is the chief civilian peace implementation agency in BiH with a mandate to oversee the implementation of the Agreement and the High Representative has the final authority to interpret its civilian aspects.
72. The General Framework Agreement for Peace in Bosnia and Herzegovina, Paris, 14 December 1995.
73. http://www.unmibh.org/unmibh/statement

SFOR: Stabilization Force of the Partnership for Peace. This is the international military authority in BiH, currently with some 19,000 troops.

OSCE: the BiH mission of the Organisation for Security and Co-operation in Europe was established in December 1995 under the Dayton Peace Agreement. The mandate includes promoting democratic values, monitoring and furthering the development of human rights, and organising and supervising elections, as well as implementing arms control and security building measures.

1.1. Migration, prostitution and trafficking

During 1998, the first reports of trafficking in BiH emerged. These were from NGOs and from IPTF who were beginning to come across isolated cases. IOM collates and publishes figures for women it assists to return to their country of origin each month. The figures from the beginning of December 2001 reveal that a total of 440 women and girls had been assisted by IOM since August 1999, and 370 had been repatriated to their home country. There was one case of resettlement in a third country and the rest were awaiting repatriation. The women were predominantly from the Republic of Moldova and Romania, with others from Ukraine, Belarus, Russia, FRY, Kazakhstan and Hungary. About 10 percent were girls from 13 to 18 years old. Although there is strong evidence that BiH is a destination country for trafficking in women for the purpose of sexual exploitation, there is less evidence that it is a transit or source country, although some such cases have been informally reported by NGOs, the press and IOM.

The UN identified 260 nightclubs throughout the country, which they suspected were involved in prostitution. Local NGOs, however, estimated the number to be as high as 900, with between 4 and 25 women in each nightclub. The turnover is very high; women and girls are frequently moved around from bar to bar, with an average stay in one bar of one to three months.

According to NGO estimates, in the Tuzla area for example, there are over several dozen bars with 10 to 25 women working in each bar. The price of sex services in a bar is from 50 KM (US$ 25) upwards. NGOs also estimate that up to 90 percent of sex workers in bars and nightclubs are foreign. In RS, trafficking in local prostitutes is reported, as local women and girls are sold and moved from place to place. Local street prostitution also exists in Tuzla and is cheaper – US$10-25 and in the border area, there are local women who sell sex for as little as 5 KM.

The same patterns and forms of recruitment used elsewhere in the region are reported by women trafficked in BiH. They are typically lured into prostitution through promises of work as a barmaid, dancer or housekeeper. The main route into BiH is through Serbia and into RS. Border control is weak and corruption at the local level makes movement of women easier. Many women are smuggled in, while others have documentation taken from them once they arrive in BiH. Other women have documents with visas for temporary work and residence; however some of them are forged or not valid.

According to the Federal Employment Institute of FBiH, there were 1,617 work permits issued to foreigners in 2000. Only 23 work permits were issued to women from Eastern Europe for entertainment/dancing (22 to women from Russia and 1 to a woman from Ukraine). In 310 cases the application for a work permit was refused. From 2001, bar owners have stopped requesting work permits for foreign citizens, as a result of police raids on premises with registered foreign workers.[74]

Since July 2001, as a result of increased bar raids, a number of bars have been closed. Police bar raids have also proved not very effective in stopping trafficking. Often bar owners are tipped off and prepared for the police visit. Closure of bars and nightclubs does not mean that the trafficking is stopped, but rather that it is moved to private apartments, hotels and motels where the police does not have easy access.

According to local NGOs, 50 percent of clients are internationals, mainly soldiers from SFOR. According to the IPTF the number is lower, they estimate that approximately 30 percent of the clientele are internationals. However, at least 70 percent of all profits from prostitution are estimated to come from internationals, who pay different rates and spend more money in bars than local men.

1.2. Victim identification, referral and assistance

The victim identification and referral system depends on IPTF as the first point of contact with the women usually during bar raids, and IOM as the provider of assistance to return to the country of origin.

In July 2001, UNMIBH launched the UN Special Trafficking Operation Programme – STOP, aimed at providing more effective direct action against trafficking, to include bar raids. STOP teams are on call 24 hours a day and deal exclusively with the issue of trafficking. The bar raids are organised jointly by the STOP team and the local police. There has been some police training in how to deal with trafficked persons.

Local police raids, monitored by IPTF, revealed that 25 percent of the women working in the clubs claimed to have been trafficked and forced into prostitution.[75] About 10 percent of trafficked persons are girls under 18. These figures are based on the results of identification carried out by the local police and the STOP teams.

During the second half of 2001, as a result of STOP activities, 10 out of 16 bars were closed in Brčko. In the Arizona Market, known as a transit place for women trafficked from Serbia to BiH, only two bars are still open.[76]

The process of identification and referral is as follows. Foreign women discovered during bar raids without legal documents are divided into two groups: those that declare willingness to return home are identified as trafficked and those that do not. These "trafficked" women have to sign a form provided to IPTF by IOM, stating that they wish to be repatriated. Only then they are "identified" as the victims of trafficking by IPTF, and IOM is informed. These women also have to give a statement to the local police, or if they are unwilling or afraid to do so, at least to IPTF.

There is a standardised questionnaire with 30 questions, prepared by IOM, which is used by the police for interviewing the trafficked people. IOM receives a copy of the form, without any information about the potential perpetrators. IOM's copy is confidential, but the IPTF copy is shared with the SECI Centre in Bucharest. On the basis of the answers to the questionnaire filled out by IPTF and its own follow up interviews, IOM makes the final decision whether

74. UNHCHR, " Analysis of the situation in the field with regard to implementation of the Law on Immigration and Asylum and the Law on Employment of Foreigners", 17 April 2001, p. 1.
75. Interview with the IPTF officer, Jacek Walaszczyk from STOP Team Brčko, 28 September 2001.
76. Ibid.

a trafficked woman qualifies for IOM's programme of return, and is accepted at the shelter.

The only shelter programme for trafficked persons in BiH currently is managed by IOM for trafficked women and girls who are being assisted by IOM to return to their countries of origin. There are two shelters – a high risk one, for those women who are in danger of being found by traffickers or who come from Sarajevo, and a low risk one for other trafficked persons. Women, found outside of Sarajevo spend the first two days in local temporary accommodation (either a shelter run by a local NGO or a hotel room guarded by the police) and then are escorted by the police to one of the IOM shelters in Sarajevo.

In the shelter, women are questioned again by IOM, their situation is assessed and the necessary steps for repatriation are undertaken. A medical examination and STI/HIV/AIDS testing is available but not obligatory. IOM is treating the results of testing as confidential but warning the women willing to have the HIV/AIDS test that confidentiality cannot be guaranteed by local medical services as testing is not anonymous.[77] There are no special services or protections for children, and girls under 18 are treated as adults. However, the return of minors is governed by the laws of their home country, and prior to return, a minor must have a legal guardian appointed in the country of origin.

Women who are not determined to have been trafficked or do not qualify for the IOM programme of return face 15 to 30 days of imprisonment for illegal stay and a deportation order. However, there is no clear mechanism for the execution of deportation neither is there any assistance and a support programme for those trafficked women who do not want to or cannot be accepted for the IOM programme of return. Recently, a local NGO, La Strada from Mostar, started to look at the possibilities for assisting these women by placing them in a shelter and organising psychological, social and legal support for them. An international NGO, ICMC[78], in co-operation with the government, is planning to develop a shelter that will be open to all trafficked persons.

1.3. Operation "Macro" – failure of police "rescue" actions

In March 2001, as the result of co-operation between the Ministries of the Interior of both entities, and under the auspices of UNMIBH, operation Macro was conducted, with the aim of revealing acts of trafficking, of finding and prosecuting traffickers and rescuing trafficked women. During one night, 39 bars were raided. The police found 177 foreign women in the bars. Out of these 177 women, only 13 (including two girls under 18) were referred to IOM. Only four of these women had identification documents. Many more women may have expressed the wish to return to their country of origin but they were never given that option.

As result of "Macro", 34 foreign women and eight Bosnians have been charged with prostitution. The women were found guilty of prostitution and sentenced (14 women were sentenced to 15 days of imprisonment and deportation from the canton, 19 women were fined 400 KM[79] and sentenced to deportation). However, in practice the measure of deportation had no consequences, since there are no instruments for implementing the order. According to local

77. The testing is not anonymous, however, Article 26 of the Law on Health of FBiH, paragraph 1, point 8, says that each citizen has the right to confidentiality of all information with regard to his/her health and article 156 of the same Law envisages that responsibility for violation of article 26 lies with the institution. A similar regulation exists in the Law on Health in RS. Article 13 says that information on disease and mode of treatment of a person is a doctor's secret. Article 98 of the Law envisages punishment for violation of this article in cases where doctors' professional secrets are revealed.
78. International Catholic Migration Committee.
79. Konvertibila Marka.

sources the majority of women, including those against whom charges were laid, have returned to the places where they were found.

The charges against BiH citizens for mediating in prostitution were lifted due to a lack of evidence. Four BiH citizens were charged with renting a place for prostitution and were sentenced to from 20 to 40 days imprisonment. Two criminal reports sent to the municipal prosecutor's office about the owners of the bars resulted in only one of the owners being detained.

Almost all the raids took place without the presence of IPTF Human Rights Officers until most of the women were already booked and/or charged. There was no co-operation between UNMIBH, UNHCHR and UNHCR. IOM was informed about the action one day in advance by the IPTF Human Rights office. However, according to IPTF sources, the bar owners knew about the action a couple of days in advance and were able to prepare themselves. The information provided by the women about trafficking mechanisms and routes were not collated or checked. Children under 18 were not identified. Nobody was charged for other crimes related to trafficking but not to prostitution. No bars were closed as a result of the action.[80] In general, Operation Macro can be seen as an example of how the police should not deal with trafficking.

1.4. Prosecution

To date, there have been 11 successful cases of prosecution of traffickers in BiH. There are four trafficking cases currently before the trial court. In 2001, one person was sentenced to 3 years imprisonment for the offence of trading in women for the purpose of prostitution, one to 2 years and 4 months for the same offence, one to 1 year and 3 months (same offence). Others were sentenced to 1-2 years or 4-5 months. Approximately 17 victims of trafficking testified at trial against bar owners or traffickers, and 174 trafficked persons testified before the Investigative Judge.[81]

Repatriation of the victims prior to the trial is one of the significant impediments to a successful prosecution. Another is the fact that in the cases of trafficking there are no other witnesses or testimonies but those of the trafficked women. There is no witness protection under BiH criminal procedural law. Another impediment is that the girls and women receive threats at home and they still have little hope that their testimonies will result in a prosecution, much less a conviction.

Until recently, BiH law did not include any explicit anti-trafficking provisions. Law enforcement is a complex process due to the various levels of government. There is no anti-trafficking legislation in FBiH, and until October 2001 there was none in RS. There were some provisions in the Criminal Codes of both the FBiH and RS which could be applied, including slavery and transportation of enslaved persons, unlawful detention, rape, forced intercourse, sexual intercourse with a minor and recruitment into prostitution. These provisions are not recognised by the police in relation to trafficking, nor for interpretation by the judges, and the sentences are often not a sufficient deterrent.

In October 2001 a new Criminal Code entered into force in RS, which now includes a distinct crime of "trafficking in persons for the purpose of prostitution" and penalises it with six months to twelve years imprisonment. In order to prosecute the person under this provision, it has to be proven that money has been given for the services of a woman, which is very difficult. This new

80. Report by UNHCHR on the Effects of Operation "Macro", 3 May 2001, p. 1-6.
81. Sonja Cronin, Prosecution of Trafficking cases. UNMIBH, Sarajevo, updated 14 December 2001.

law replaced the old one related to the prohibition of slavery and mediation in the exercise of prostitution. Paradoxically, this change has complicated the situation and made it rather more difficult to penalise the crime of trafficking.

Other obstacles are the legal regulations governing the entry, movement and employment of foreigners in BiH. The state has constitutional responsibility for the legal regulation of immigration. However, criminal law and control of foreigners is a matter for the entity, therefore, different codes exist in the two entities, in the FBiH and RS. There is no criminal justice structure at the state level and because of the political situation there is little co-operation. The new state criminal code and criminal procedures are in the process of drafting and it is expected that they will include an article on trafficking, and that the law on offences of minors at the state level will be established.

1.5. Codes of conduct and their enforcement

Over the past couple of years, there have been a number of allegations and some evidence on corruption and involvement in trafficking of not only the local police but also IPTF. The most serious allegations suggest that some members of IPTF directly participated in trafficking in women for forced prostitution (recruitment and sale of women, purchasing false documents, patronising brothels).[82] Other allegations include informing bar owners about police raids, "buying women" and having sex with them. UNMIBH had denied any participation of its personnel in trafficking but acknowledges that several members of its staff have been sacked for sexual misconduct. However no critical remarks were made on their personal records.[83]

As a result of allegations of the involvement of peacekeeping personnel in trafficking, the code of conduct for UN personnel was changed in 2001 to specifically include trafficking and status of enforcement. OSCE also developed and adopted its own Code of Conduct in June 2000, to ensure that OSCE personnel practice exemplary standards of behaviour that do not compound the trafficking problem in host countries.[84] It holds OSCE staff and secondees responsible for any affiliation with persons suspected of involvement in trafficking, and states that any breach of these standards must be regarded with the utmost seriousness.

2. Current responses

2.1. National Plan of Action and co-ordination

Since the end of 2000, the government in BiH has become much more involved in anti-trafficking work. In December 2000, BiH signed the UN Convention Against Trans-national Organised Crime and its two Protocols, as well as the Anti-Trafficking Declaration of South Eastern Europe. In December 2001, the Convention was ratified. Under the leadership of the *Ministry of European Integration,* a National Working Group on Trafficking was established in November 2000, to identify priorities and co-ordinate activities among government, international organisations and NGOs.

Under the joint leadership of the *Ministry of Human Rights and Refugees* and the *Ministry of European Integration*, the working group has developed a comprehensive National Plan of Action to combat trafficking that was adopted by

82. "U.N. halted probe of officers' alleged role in sex trafficking. Lack of support from above, in field impeded investigators" by Colum Lynch, in The Washington Post, Thursday, 27 December 2001; Page A17.
83. "US Scandal. Prostitution, Pimping and Trafficking". Bosnia Daily, Daily e-newspaper, No 42, Sarajevo, 25 July 2001, p.1.
84. See: www.osce.org/news/generate

the Council of Ministers in December 2001. The NPA focuses on the following areas:

- Establishment of a committee responsible for the implementation of the NPA;
- Border control and law enforcement;
- Support to the victims of trafficking: building of safe and secure shelters, which will provide medical, legal and psychological support; language and interpretation services; and information materials;
- Legal reform: legal harmonization between the entities and the Brčko District;
- Awareness raising and education;
- The first actions undertaken by the government will be establishing the committee to implement the NPA, preparing concrete projects for the each part of the Plan, making budgets and securing funding to implement the Plan.

2.2. Roles of government, international organisations and NGOs

UNHCHR has been the lead agency in raising awareness and advocating for priority to be given to trafficking since 1998. The Gender Trafficking Sub Group was established within the Inter-Agency Gender Co-ordination Group in December 1998, and served as a forum for exchange of information and co-ordination for international agencies, including UNMIBH, OHR, OSCE, UNHCHR and IOM, and some representation from NGOs.

Under pressure and support from the international agencies and the Stability Pact Trafficking Task Force, the government has taken over co-ordination and is seeking to take responsibility by developing and implementing an NPA and working closely with NGOs. The government is looking to the international community for technical expertise and funds to ensure implementation of anti-trafficking activities. Currently, the majority of trafficked women and girls are still assisted through IPTF and IOM.

The *OSCE* Mission to BiH is involved in capacity building of the local NGOs working on the issue of trafficking. It is implementing two projects together with the International Human Rights Law Group on legal protection for trafficked women and children.

Some local NGOs have been active for many years in raising awareness and, increasingly, in *ad hoc* victim assistance and support. As a response to this emerging need, ten NGOs came together in 1999 and formed a coalition called *the RING*. The RING includes organisations from both entities of BiH. Quite apart from the need to develop appropriate responses, they also realised the need to consider carefully their capacity to become involved in the work on trafficking. Many local NGOs have limited capacity, consequently a decision has to be taken as to whether working on trafficking will require and/or demand cutting back on existing programmes, and/or investment of time and energy into building separate capacity and expertise. Although there is a clear need to become involved, the RING coalition initially decided to ensure that they had the capacity and expertise to respond in the most appropriate and effective manner. To achieve this, the RING has developed an action plan with short, medium and long-term goals and activities. These will include research, raising awareness, data collection, training, protection and assistance.

2.3. Prevention and raising awareness

Raising awareness and education are included into the NPA, but the governmental institutions have not yet produced any concrete actions. The Ministries of the Interior of both entities acknowledge that there is a problem with the trafficking of women and children and are also willing to co-operate with the international organisations on prevention issues.

Within the framework of the NPA, *the government* is going to address the following:

- National assessment of policies and legislation which address trafficking;
- Prevention campaigns in schools;
- HIV/AIDS prevention.

The *Ministry of Human Rights and Refugees*, in collaboration with UNHCHR and NGOs, has drafted a Gender Equality Law, which is pending parliamentary approval at the beginning of 2002.

UNMIBH has established codes of conduct for international workers and peacekeepers, which specifically mention trafficking. UN personnel are forbidden to visit places where prostitution might be taking place.

UNMIBH also collects information about all known cases of trafficking, as well as about the IPTF and STOP Teams actions, and is establishing a database. Copies of the IOM questionnaires, in possession of IPTF and filled in by trafficked women taking part in the IOM project, are part of the database. The information is shared with the SECI Centre in Bucharest.

UNHCHR's principle role is to advise on the human rights dimensions of the problem and to propose appropriate responses on the part of others. UNHCHR is involved in a system-wide effort to provide assistance and protection to trafficked women and to strengthen the law enforcement response to the growing problem of trafficking in the region. In BiH, UNHCHR is involved in advocacy and expert advice to government, international organisations and NGOs and was instrumental in the preparation of the NPA to combat trafficking. UNHCHR advocates for implementing international standards into domestic legislation through collaboration and facilitation, and has also been active in promoting a human rights response to the growing problem of trafficking in and from BiH.

UNICEF has undertaken situation assessment and the mapping out of responses to trafficking in BiH as part of a sub-regional project. In collaboration with the local NGO Medica Zenica, UNICEF is supporting local capacity building and training of government authorities at the municipal level to address gender-based violence, including trafficking. Within the regional framework, UNICEF has taken the lead in HIV/AIDS prevention and in collaboration with partners has undertaken a Rapid Assessment and Response (RAR) on HIV/AIDS and STIs risk and vulnerability in BiH. This will provide the information from which will be developed concrete targeted activities with especially vulnerable young people, including sex workers and trafficked women and girls.

Within the framework of the NPA to combat trafficking, UNICEF's planned activities for the next three years include:

- Research and assessment of the extent and nature of child trafficking, including internal trafficking and child sexual exploitation within BiH, to include mapping out and assessing services available for trafficked children, and cases of sexual abuse;

- Development and dissemination of guidelines for the treatment of child victims of trafficking/sexual exploitation based on the CRC;
- Support for local NGO interventions to prevent risk behaviours and to promote young people's health and development, based on the results of the RAR in eight selected locations in BiH;
- Capacity building on HIV/AIDS prevention peer education for NGO partners working with vulnerable young people through training;
- Promotion of children's and women's rights, including support to the development and implementation of a State Plan of Action for Children in collaboration with the government and NGOs.

IOM in cooperation with MIB, a local media organisation, carried out the first information campaign in August and September 2000 and they will implement the second involving two target groups in February and March 2002. The second campaign targets BiH youth nationwide to inform them about the risks of trafficking, and trafficked girls and women primarily in the Brčko District to inform them about services and assistance available to them. The materials and information will reflect the specific needs of each group. IOM also collects information on the trafficked persons it assists to return home.

UNFPA is integrating trafficking into its ongoing projects. The project "Reproductive Health Education through Youth Peer Counselling" will be developed to include trafficking and the surrounding health issues. In co-operation with IOM, an expanded project to provide medical and social assistance to trafficked women in the IOM shelter is planned, and includes provision of health services in the shelters and through a referral system to other providers, such as family planning centres and gynaecological units. The medical service includes voluntary HIV testing and counselling.

OSCE has recently begun to actively support capacity building activities for the RING Network and promote a regional approach and co-operation among NGOs.

The *local NGOs network RING* was set up in 1999 but has been inactive until very recently. In December 2001, on the initiative of the International Human Rights Law Group, which is running a project to strengthen the network, with the support of OSCE, the RING has reorganised, expanded its membership and is planning the following activities:

- Campaign to raise awareness, including media sensitisation and training;
- Research and data collection to provide information regarding trafficking. This research will be based in Bijeljina and Sarajevo. Part of this work is to create a proper database;
- Gender sensitisation training for the police, judges, social and health workers, NGOs etc;
- Harm reduction programmes for sex workers – health information, condoms, needle exchange, health tests, but not HIV/AIDS tests;
- Workshops on primary prevention - drugs and HIV/AIDS – organised in schools, and conducted by mobile teams;
- Co-ordination of NGO activity, capacity building for NGOs, international networking and co-operation, and dissemination of information.

The *International Human Rights Law Group (IHRLG)* is the leading international NGO in the field of anti-trafficking work. They have conducted numerous training sessions on trafficking and human rights issues. The training was developed primarily for NGOs, but participants have also included judges, prosecutors, journalists, members of the police and social workers. The training resulted in the creation of the RING network against trafficking. IHRLG is

an implementing NGO for the NPA and have been working on the institutional strengthening of the RING network.

The local NGO *Medica Zenica* has developed gender sensitisation training on violence against women and children, including trafficking, for local government authorities, social workers, health, judicial and police personnel and NGOs. Training was implemented in Zenica in 1999, supported by UNHCHR, and in Mostar in collaboration with *Zena BiH* in 2001, with *UNICEF*'s support. Training in Bihac and Prijedor is planned for 2002 with UNICEF's support.

La Strada is planning a prevention and education campaign targeted at the potential victims (secondary school students, returned minorities) and professionals (social workers, policemen, teachers). The campaign includes lectures, training for target groups, and printed materials.

Save the Children Alliance has supported research on child trafficking in BiH. The *FBiH Ombuds Office for the Children* completed the draft of the "Report on the Situation of Child Trafficking in Bosnia and Herzegovina" in December 2001.

Forum for Solidarity is carrying out HIV/AIDS prevention and harm reduction through outreach to drug users and sex workers in bars and nightclubs in the Tuzla and Doboj areas. This includes distribution of male and female condoms and education materials.

2.4. Victims assistance

The *Ministry of the Interior of FBiH* is presently providing two police guards for each of the two IOM shelters for trafficked women. However, the establishment of a safe shelter for trafficked victims is one of the priorities stated in the NPA. The *Ministry of Human Rights* had developed a plan to build the shelter and to provide victims with medical and other assistance. The shelter would be run by local staff trained to work with trafficked people[85] and will cooperate with local NGOs and the IOM.

IOM is managing two safe shelters in Sarajevo, high and low security, and reception facilities for trafficked persons who voluntarily want to return home. Both shelters are guarded by the local police and have 24 hour protection. They are managed by women from local NGOs, who have been trained by Oxfam. Women who have documents stay in the shelter about a week, while those without documents stay as long as necessary. Women from Romania, the Republic of Moldova or Ukraine have to wait for the documents up to two to three months, while some women who testified and/or had difficulties in documentation have remained in the shelter for more than three months. As IOM could not identify an NGO willing to manage the shelter because of serious security risks when it was opened, IOM is also acting as the temporary implementing agency and running the shelters directly. Services include: providing translation; psychological and psychiatric services; hospitalisation (when necessary); educational services; recreation; medical service; and testing, including the HIV/AIDS test; arranging travel documents and exit visa, when necessary; and safe repatriation and return to the country of origin.

IOM also provides support for the reintegration of trafficked women returned from other countries. So far, there has only been one case of a trafficked Bos-

85. Nine women were trained in 1999 by La Strada Netherlands with the assistance of Oxfam BiH.

nian woman returned with IOM assistance, from Italy. The reintegration assistance is implemented by a local NGO.

UNHCHR has developed guidelines for IPTF on how to deal with incidents involving persons who have been (or who are suspected of having been) trafficked.

Local NGOs, including *Lara* in Bijelina*, Forum of Solidarity* in Tuzla and *Zena BiH* in Mostar are also part of the referral network that provides *ad hoc* assistance, including temporary shelter, for women who have been identified as victims of trafficking by IOM, before they are sent to the IOM shelter.

Few international NGOs are involved in trafficking except for limited support being provided for *ad hoc* services. These include the Swedish NGO *Kvinna Till Kvinna* that supports local women's NGOs that are involved in anti-trafficking work and *Oxfam* that has supported NGO capacity building, including the training of nine people in 2000 in co-operation with La Strada Netherlands to work with victims of trafficking on gender sensitivity and procedures.

ICMC has plans to develop a project for a shelter and assistance to trafficked persons in co-operation with the government and local NGOs. The project will be aimed at all victims whether or not they want to return home.

2.5. Law enforcement and legal reform

The *Ministry of Human Rights and Refugees* is co-ordinating a working group, in which international organisations and NGOs are participating, to review the laws relating to trafficking set up under the framework of the NPA, including immigration, civil and criminal law, health and social welfare.

The *Ministry of Civil Affairs and Communication* in close co-operation with OHR, has established a working group with the *Ministries of Justice of RS* and *FBiH,* public prosecutors from both entities and university law professors, to draft the new state level criminal legislation. The new legislation was supposed to be ready in December 2001. The Association of Minor Offence Judges has also requested establishment of a new law on minor offences at the state level.

Currently, the *Ministries of the Interior* in both entities and *UNMIBH* are co-operating to establish a Joint Entity Task Force on Illegal Immigration and Organised Crime. The purpose of the Task Force is the mutual exchange of intelligence and security information on illegal migration and organised crime activities in BiH. The Task Force is also supposed to address the issue of trafficking.

UNHCHR is providing technical expertise and advice on the review of selected legislation related to trafficking. This has included an analysis of the legal obstacles that prevent the state of BiH from dealing with trafficking, exploring the development of a witness support programme and including trafficking in the criminal code.[86] UNHCHR has also assisted in training for IPTF on trafficking and in co-operation with the STOP Team, training for the State Border Service.

UNHCHR has also developed guidelines for IPTF on how to deal with incidents involving persons who have been (or who are suspected of having been) trafficked, and is currently assisting the Government in reforming laws and prac-

86. In cooperation with IHRLG, draft legislation for RS on trafficking was submitted to OHR.

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tices to ensure that traffickers (and their collaborators) are prosecuted and that victims are protected.

UNMIBH established STOP – the UN Special Trafficking Operations Programme unit in IPTF - in July 2001. STOP Teams are working in all districts and co-operating with local police to monitor bars and nightclubs and organise raids.

OSCE is providing support to the *International Human Rights Law Group (IHRLG)* for the following:

- Training for lawyers "Enhancing Legal Protection for Trafficking Victims in BiH";
- Increasing awareness among defence lawyers;
- Establishing a group of the defence lawyers specialised in trafficking issues;
- Developing guidelines for the protection of trafficked persons that will be distributed to all courts and prosecutors offices.
- As part of its gender sensitisation training, the *local NGO Medica Zenica* trained police, judges and prosecutors in Zenica in 1999, and in Mostar in 2001, on violence against women and children, including victims of trafficking.
- *IHRLG* has conducted numerous training sessions on trafficking and human rights issues. The training was developed primarily for NGOs, but participants also included judges, prosecutors, journalists, members of the police and social workers. Presently it is working on a project to strengthen the capacity of the RING network to support its advocacy for the adoption of appropriate anti-trafficking laws. IHRLG is also working on a review of existing legislation relevant to trafficking, including immigration, civil and criminal law, health and social welfare.

3. OVERVIEW OF ACTIVITIES IN BOSNIA AND HERZEGOVINA

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs
Prevention & Raising Awareness	**Ministry of European Integration and Ministry of Human Rights & Refugees** • National working group on trafficking • NPA developed and approved by Council of Ministers in Dec 2001 • Prevention and awareness raising activities planned within NPA framework	**UNHCHR** • Advocacy and raising awareness • Technical expertise and advice to government **IOM** • Awareness raising and information campaigns **OSCE** • Capacity building for NGOs **UNFPA** • Youth reproductive health project to include information on trafficking **UNICEF** • Assessment of HIV/AIDS risk, including among sex workers • HIV/AIDS prevention	**RING Network** • Prevention and raising awareness • Advocacy and lobbying • Research and data collection **Lara and Zena BiH** • Research and data collection and raising awareness **La Strada** • Prevention and raising awareness **Medica Zenica** • Gender sensitisation training for local authorities and NGOs on violence against women and children, including trafficking
Protection & Assistance	**Ministry of Human Rights** • Victim assistance and support services planned within NPA framework • Shelter project developed and seeking funding **Ministry of Interior (FBiH)** • Provision of 24 hour security for IOM shelters	**UNMIBH/IPTF** • Co-operation with local police on bar raids **IOM** • Two shelters for trafficked women • Assistance to return home • Reintegration for Bosnian women returning from abroad **UNFPA** • Plans for medical assistance, including HIV/AIDS/STI tests, for trafficked women in IOM shelter	**Local NGOs** (Lara, Zena BiH, Medica Zenica, Forum of Solidarity, La Strada) • *Ad hoc* assistance through counselling, medical and support services, including temporary shelter • Reintegration of trafficked persons, originally from BiH, to their place of origin (Zena BiH)
Law Reform & Enforcement	**Ministry of Human Rights** • Review of legislation and interim directives planned within NPA framework **Ministries of the Interior (FBiH & RS)** • Agreement signed with SECI • Co-operation of local police with IPTF • Joint entity task force on illegal migration and organised crime	**UNHCHR** • Review of legislation relating to trafficking, witness support programme • Training on human rights and trafficking for IPTF and STOP Team **UNMIBH/IPTF** • Co-operation with local police in bar raids **OSCE** • Support IHRLG to review legislation & training	**IHRLG** • Review of legislation relevant to trafficking, including immigration, civil, criminal, health and social welfare law • Training of law enforcement authorities and NGOs **Medica Zenica** • Gender sensitisation training on violence against women, to include local police, judges, prosecutors

Federal Republic of Yugoslavia

The Federal Republic of Yugoslavia (FRY) comprises the Republic of Serbia and the Republic of Montenegro. Following the 1999 NATO intervention and UN Security Council Resolution 1277, UN administers the province of Kosovo within the Republic of Serbia. The following sections cover the Republic of Serbia (excluding Kosovo), the Republic of Montenegro and the UN Administered Province of Kosovo separately, as the situation and responses to trafficking in human beings has developed differently in each location.

Yugoslavia under communism enjoyed a higher standard of living, greater freedom of movement and benefits for its citizens than the other communist countries in central, eastern and southeastern Europe. Following the fall of communism, FRY therefore became an attractive destination for women seeking employment from other parts of Central and Eastern Europe, mostly from Russia, Ukraine and Romania.

The conflicts of the past ten years coupled with political and economic transition have created a context in which organised crime, including the trafficking of human beings, has flourished. Sanctions and the isolation of FRY by the international community have resulted in increasing and widespread poverty throughout the country. The NATO bombing campaign of 1999 further destabilised the economy and the destruction of major infrastructure and industry resulted in further job losses. Although political changes after 5 October 2000 resulted in the lifting of economic sanctions, FRY is still one of the poorest countries in Europe.

The pattern is the same as in other parts of the region, whereby most women and girls initially come voluntarily to work as dancers or waitresses in bars and cafes, but are then forced to work as prostitutes and are sold on and/or trafficked to other countries. A smaller group of women does come voluntarily to work in the sex industry but these women are then trafficked against their will. With the worsening economic situation in FRY, the situation of young women is also changing, putting them at risk of being trafficked. Until now, FRY was a transit and a destination country, but now it has also become a country of origin.

Republic of Serbia (excluding Kosovo)

1. Overview

1.1. Migration, prostitution and trafficking

The geographical position of Serbia makes it a central transit point for the trafficking of women and girls into BiH, Kosovo, FYR Macedonia and Western Europe from Moldova, Ukraine, Romania, Russia and Bulgaria. Serbian women and girls are trafficked mostly to Italy and Greece, although there are also cases of women from Serbia working in the sex industry in Kosovo, Montenegro and Albania.

Belgrade is a major transit centre. Women are transported from Central and Eastern Europe and kept in private houses before they are trafficked to other locations. Due to control and raids by the police, the number of bars has decreased and part of the trafficking business has moved from the centre into the suburbs and less obvious locations.

No reliable data on the migration of women is available, as the Serbian authorities keep no gender-differentiated statistics. According to the police, a total of 1,260 women from Eastern European countries (Romania, Ukraine, Moldova and Russia) tried to enter FRY illegally in 2000 and were stopped at the border.[87] Young women from Moldova who are suspected of being prostitutes (on unclear grounds) are refused an entry visa at the border.[88] However, the majority of women from Romania and Moldova come in groups, for which travel has been organised by travel agencies operating in their own countries, and so they have legal documents. According to a survey of 58 foreign sex workers carried out by a Serbian NGO, the majority of women come for purely economic reasons, having found work via job agencies in their countries, and are expecting to work in professions other than the sex industry.[89]

1.2. Trafficking of children

Practically no information exists on the trafficking and commercial sexual exploitation of children. Anecdotes of child prostitution around train and bus stations, mainly of Roma children, are common. There are some reports that Roma girls and children from FRY are sold to Italy for the sex industry and for begging. There are also reports of Romanian children and adolescents in Belgrade living on the streets because they are too old to be placed in institutions. The Romanian Embassy is not interested in repatriating these children and adolescents, and no special programmes or services exist for migrant children living on the streets.

1.3. Victim identification, referral and assistance

At present, in the absence of a structured referral system, women come to the attention of the police mainly though police raids on brothels and clubs. During the period from January 2000 to July 2001, the police stopped and ques-

87. Interview with the police, Belgrade, 11 November 2001.
88. According to existing regulations, Moldavian citizens can obtain a FRY tourist visa at the border.
89. Report on a survey "Voice to Victims of Sexual Exploitation in Serbia", Beosupport, 2001.

tioned approximately 600 women. Three hundred of them were judged to be trafficked.

The police practice is not to detain any women who have valid documents and have not committed any crime, but simply to leave them in the brothels. Women without valid documents and those who have committed crimes (who must first serve any sentence), are taken by the police to the Federal Reception Centre for Foreign Citizens (the detention centre for illegal migrants) in Padinska Skela. Women, who are judged to be victims of trafficking – according to the police investigation and on the basis of their own statement - must sign a statement confirming that they are victims of trafficking and want to be voluntarily repatriated. These women are not prosecuted for illegal status offences and are expected to testify against traffickers.

Those not judged to be trafficked persons are accused of illegal stay in the country and can be sentenced to up to 60 days in the detention centre prior to deportation. Although in principle women can also be charged with prostitution, in practice this is not done. No witness protection programme exists, and trafficked women who do not wish to be repatriated to their countries of origin are treated as illegal migrants, arrested, detained and deported to the border.

In July 2001, the Federal Ministry of the Interior allocated space in the Federal Reception Centre for Foreign Citizens in Padinska Skela as a temporary shelter for trafficked persons who qualify for IOM support. IOM-trained staff interview all referred women to asses their eligibility for the return programme.[90] Women who are not eligible for the IOM programme are deported from the shelter to the border. Those that are covered by IOM programme are assisted to return to their country of origin once their travel documents have been arranged. At the moment IOM only organises basic counselling for trafficked women. Basic medical treatment is provided on request at the Federal Reception Centre for Foreign Citizens. International organisations and NGOs that work with trafficked women have to ask the Federal Ministry of the Interior officially for permission to enter the Federal Reception Centre for Foreign Citizens, which in practice means they have no access to the detention centre.

According to the police, women refuse to participate in the IOM programme not only because they do not wish to go back home, but also because they are afraid to be recognised as prostitutes once they go back. The Moldavian press, for example, published some articles about IOM activities in Moldova, which publicly condemned women who return to Moldova with IOM support as prostitutes.

1.4. Prosecution

According to the Criminal Code of Serbia and of FRY, trafficking is not a specific criminal offence. However, trafficking is covered by the section on slavery, under Article 155, which pertains to the slavery and transportation of human beings. This crime belongs to the group of crimes against humanity, covered under international law within the chapter on "Criminal Acts Against Humanity and Other Objects Protected by International Law." FRY has ratified the 1926 Convention on Prevention and Combating Slavery and the 1956 Additional Convention on the Elimination of Slavery and Trafficking in Human Beings.[91]

90. To be eligible, women must be victims of trafficking and willing to return voluntarily to their home country.
91. International Helsinki Federation for Human Rights, Report to the OSCE Supplementary Human Dimension Meeting on Trafficking of Human Beings, A Form of Slavery: "Trafficking in Women in OSCE Member States", 19 June 2000, p. 68.

Republic of Serbia (excluding Kosovo)

The punishment for engaging in acts, which give someone the status of slavery, or inducing someone to sell themselves or others into slavery, and/or be involved in the movement of people for the purpose of slavery is from one to 10 years imprisonment. Prostitution is prosecuted as a misdemeanour, and attracts a fine and imprisonment of up to 30 days. Article 251 of the FRY Criminal Code is another relevant provision, as it allows punishment of those who promote prostitution.[92] Whilst there is provision under the Criminal Code to prosecute trafficking for the purposes of forced prostitution and labour, the interpretation and implementation of this provision is unfortunately very weak within the judicial system.

In 2000, police arrested 41 traffickers, and in 2001 (until the end of September) over 50. Traffickers were accused of smuggling illegal migrants, organising prostitution, restricting freedom of movement and confiscating documents, and in five cases of keeping a person in slavery.[93]

Due to the lengthy legal process (2 to 5 years) and weak evidence against traffickers, only two traffickers were prosecuted in the year 2000, and they received only a suspended sentence. To date, only one person has been charged under Article 155 and he is still awaiting trial.

2. Current responses

2.1 National Plan of Action and co-ordination

In April 2001, the OSCE mission in Belgrade organised a National Round Table on trafficking, attended by representatives of the Federal and the Serbian Republic Ministries and representatives of the Stability Pact. As a result, the FRY government appointed a National Co-ordinator on Trafficking and a Co-ordinator for the Stability Pact Task Force on Trafficking.[94]

In June 2001, the National Co-ordinator launched the Initial Board for Combating Trafficking in Human Beings with the support of representatives of the Federal and Republic Ministries, national NGOs, international agencies and media. The Initial Board with the participation of the government, international agencies and NGOs formed four working groups: *1) Prevention and raising awareness; 2) Protection of the victims; 3) Law enforcement; and 4) Data collection*; through which it aimed to prepare a long term, coordinated and multi-disciplinary approach to trafficking.

The working groups met several times to prepare plans of action in their respective areas, which will be combined and co-ordinated to form the National Plan of Action (NPA) to combat trafficking in FRY. The NPA will provide a model for co-operation between the agencies and will describe areas for action.

92. "Whoever recruits, induces incites or lures a female person into prostitution or whoever in any way takes part in turning over a female to another for the exercise of prostitution shall be sentenced from 3 months to 3 years. If perpetrated against a minor the offence carries a sentence from 1 to 10 years". FRY Criminal Code, Article 251.
93. Information on Illegal Migration, Head Office of the Border Police for Foreigners and Administrative Issues, 16 March 2001.
94. Brankica Grupkovic, Assistant Federal Minister of the Interior.

2.2. Roles of government, international organisations and NGOs

The FRY government appointed a National Co-ordinator on Trafficking and a Co-ordinator for the Stability Pact Task Force and convenes working groups on trafficking. According to the government, the priority issues related to trafficking are in the field of law enforcement - actions against and prosecution of the traffickers, and collection and processing of reliable data. Although trafficking has been put on the government agenda, it is rather a low priority and raising of awareness and services fall to the international organisations, and to the NGO sector which receives no state support. Co-operation between government and NGOs is very weak.

Before 2001, there were no international agencies working on the issue of trafficking in Serbia. Following the Federal elections at the end of 2000, OSCE established a mission in FRY and took a lead in putting trafficking on the government's agenda, as well as supporting co-ordination and providing expertise. OSCE has appointed a full time trafficking expert and has developed very good co-operation with governmental institutions and NGOs. In December 2001 OSCE organised a round table in Bujanovac, a meeting of the FRY team to combat human trafficking, chaired by the Assistant Federal Minister of the Interior. The team was charged with developing and implementing projects aimed not only at preventing trafficking but also at protecting the victims and prosecuting the traffickers. The roundtable was also an opportunity to present strategies for the promotion of local initiatives. IOM is managing shelters for trafficked persons as part of its return and reintegration programme.

Participants in the NGO sector in Serbia have had a very different experience to their colleagues and counterparts in other parts of the region. Many countries in the region experienced the injection of large amounts of money into civil society activities. Whilst this led to a flourishing NGO sector, it also led to the establishment of many weak organisations. As the level of support and resources declined, so did the number of organisations that were able to survive.

This has not been the experience in Serbia. While limited resources have had a constraining influence on NGOs' capacity and ability to scale up activities, it has also meant organisations have developed sustainable and creative work with limited amounts of money and support. They have also been less subject to donors' agendas and have been able to remain true to their mandates. NGOs in Serbia have also had to operate in a hostile environment with their activities coming under increasing scrutiny and pressure from the government. As isolation from the international community increased, so did the intimidation NGOs experienced and to continue working in this environment required courage and commitment.

There are a number of women's organisations in Serbia that have been addressing the problems surrounding violence against women, such as sexual assault and domestic violence, for many years. They have also been very prominent in anti-war, anti-conscription and peace activism. Such has been the power of some of the initiatives started by these organisations that we have seen them develop into international campaigns, such as the Women in Black. They have established programmes to support victims of violence, set up SOS hotlines and shelters for abused women, and have networked with other organisations in the region. Despite lack of state support and reliance on outside donors for funding, local NGOs have managed to remain independent and self-sustaining for many years.

ASTRA, Anti-Sex Trafficking Action Project, is co-ordinating a network of women's NGOs looking at the issue of trafficking in FRY. The network is very effective and has achieved co-operation for some time between Montenegro and Serbia. They have good links with La Strada, international and local NGOs in other parts of the region and internationally, which are also involved in combating trafficking of human beings. There has been support provided to local organisations from international NGOs such as Kvinna Till Kvinna and Norwegian People's Aid.

2.3. Prevention and raising awareness

Although government, international agencies and NGOs participated in the Initial Board's working group on prevention and awareness, NGOs have undertaken or planned most of the activities in this area to date through information campaigns and raising of awareness in women's groups and the general population.

ASTRA organised a campaign to raise awareness in 1998. This campaign involved translation of the movie "Bought and Sold", filmed by Global Survivors Network, and its distribution to women's groups throughout FRY, including Montenegro, Kosovo and Vojvodina, via ASTRA's network which covers 40 women's NGOs. The film was also shown on television and in some high schools.

Together with other women's groups, ASTRA has been advocating and lobbying government to put gender issues, including violence against women and trafficking, on the governmental agenda. Activities included:

- Participation in the National Round Table on Trafficking and in working groups;
- Training for women's groups and social workers;
- Lectures and discussions organised for women's groups, school children, NGOs (mixed), groups of people at risk, potential clients of prostitutes;
- National campaign to raise awareness through the media, including spots in TV and radio jingles, articles and advertisements in the press, printed information;
- SOS hotline for the trafficked persons.

Another local NGO, *Beosupport,* conducted a survey in 2001 on the situation of trafficked women in Serbia through interviews with 58 trafficked women in eight locations in Serbia.[95]

2.4. Victim assistance

A working group on Victims Protection, created as one of the Initial Board's sub-groups, is addressing the need for shelter for trafficked women and developing procedures for assistance.

In July 2001, the *Federal Ministry of the Interior* allocated space in the Federal Reception Centre for Foreign Citizens, in Padinska Skela, as a temporary shelter for trafficked women. The activities at the Centre, which are related to trafficked women who are willing to go back to their country of origin, are managed in co-operation with *IOM.* In the shelter, trafficked women await travel documents and the organisation of their safe return. Medical assistance and counselling is provided on victims' request by the federal authorities. From July 2001 until the end of 2001, the police referred 45 potential victims

95. The "Summary of Trafficking Survey implemented by Beosupport" does not provide information on the time and locations of the survey.

of trafficking to IOM. After the IOM staff had interviewed all of them, eight refused assistance, claiming they were not victims of trafficking, one was not eligible for the programme and 36 asked for IOM assistance. Twenty percent of the women were under 18 years of age and their average stay in the shelter was 2-3 weeks.

There is no on-going co-operation between the Reception Centre authorities and the NGOs, or between IOM and the NGOs, in the area of support for the women at the Centre. The NGOs that could provide psychosocial, medical and legal assistance have no free access to the shelter. There are no special procedures or services in place for children.

Within the framework of the Stability Pact, the Austrian Government has given IOM funds to organise a shelter for trafficked women different from the one currently used. The *Federal Ministry of the Interior* is presently looking for a location for a permanent shelter for trafficked women, which will be placed in a more appropriate location. The government will provide security for the new shelter, and medical care and socio-psychological services for the women in co-operation with the NGOs. The shelter will be set up by IOM and managed by a local NGO (Counselling Against Family Violence) with experience in supporting women victims of violence. The NGO will receive specific training under the IOM programme. The new shelter is planned to assist foreign women being trafficked to FRY for the purpose of sexual or any other form of exploitation as well as Serbian women who have been trafficked for the same purposes and have returned. The shelter will be available not only for women who wish to return to their country of origin, but also to those who cannot or do not want to return, for whom a system of support is planned. IOM, and other organisations working in the area of victims support, have accepted the rules defined in the Code of Conduct for the shelter proposed by OSCE in November 2001 in the "Guidelines for a referral mechanism on Trafficked Persons in FRY".

IOM arranges transportation by air to the country of origin and payment of the reintegration allowance – 150 USD. The allowance is paid in three instalments: the first upon leaving Padinska Skela; the second and third in the country of origin during the monthly contacts with IOM offices or authorised NGOs. IOM also refers the trafficked person to the existing structures in the country of origin to facilitate the reintegration process.

For women who do not qualify for the victims return programme, but wish to return home, there will be a separate IOM programme for stranded and destitute migrants.

In Serbia, local NGOs have come in contact with very few trafficked women due to a lack of access and referral. They have realised that the priority is to co-ordinate the efforts of the small group of organisations, both international and local, which are working on the issue of trafficking. Since the beginning of 2001, OSCE has been consistently supporting NGOs and has organised training programmes (1) to promote co-ordinated co-operation between NGOs and the law enforcement agencies and (2) to establish a system of victim protection including referrals to shelters and other services, as well as the elaboration of a witness protection programme.

The NGO *ASTRA* is running an SOS hotline for trafficked women, and has assisted those who did not qualify for IOM assistance.[96] ASTRA provides assistance, including safe shelter, the facilitation of contacts between various institutions, the organisation of travel documents, legal help and contact with families.

2.5. Guidelines for a referral mechanism for trafficked women and children in FRY

OSCE, together with the Working Group on Victims Assistance has developed "Guidelines for a referral mechanism on Trafficked Persons in the FRY". These guidelines describe the system of identifying the trafficked woman, and the support which should be given to her. Identification is going to be carried out by the representatives of government, international organisations and NGOs during the clearing and referral process. The system includes all trafficked women, regardless of their initial wish to stay or to leave the country, giving them the possibility, once they are under protection, to decide if they want: (1) to return to the country of origin; (2) seek asylum; or (3) be a witness in criminal procedures against traffickers.

Once the clearing and referral point has identified the needs of the victim, she is transferred to the women's shelter or a specialised orphanage, where she can receive assistance in the form of safe accommodation, long term counselling, legal consultation and preparation for the next steps.

The guidelines also suggest that before the victim is sent back to her country of origin, all the partners should be involved in preparing reintegration measures and safe conditions for return. The victims who take part in the IOM safe return programme should be able to receive on return to their country of origin (1) appropriate sheltering, (2) medical, social and psychological counselling, (2) assistance in finding job opportunities and housing, (3) protection by law enforcement when necessary and (4) financial support.

Follow-up monitoring on the situation of the trafficked person should be established and agreed with the respective returnee.

2.6. Legal reform and law enforcement

In June 2001, FRY signed and ratified the Palermo Convention and its two protocols[97] and now is in the process of adjusting national laws to international standards. In October 2001, the *Federal Ministry of Justice* initiated a Working Group on Legal Reform, to work on the new anti-trafficking provisions. The new law will incorporate anti-trafficking provisions in the Criminal Code, as well as targeting laws that provide support for trafficked persons and protection of their rights to social welfare and education and in the media.

Representatives from the *Federal Ministry of the Interior* are also participating in the regional training programmes and initiatives organised within the framework of the Stability Pact Trafficking Task Force:

- Regional training on law reform for experts and parliamentarians from Balkan countries organised in Belgrade in November 2001 by the Council of Europe;
- Regional training on Trafficking and Smuggling of Human Beings organised in Hungary in November 2001;
- Co-operation with the SECI Centre in Bucharest, to which liaisons officers are to be nominated;
- Co-operation with Interpol on the cases of trafficking.

96. Charged with prostitution or other crimes and sentenced for deportation. IOM's rules and regulations do not allow the Organisation to assist either irregular migrants who do not want to return voluntarily or Governments/Authorities in the implementation of forced deportation acts.
97. UN Convention Against Trans-national Organised Crime, Protocol on Trafficking and Protocol on Smuggling.

OSCE advises and facilitates the FRY team's working group on legislation and law enforcement and plans to conduct legal training in 2002. OSCE also organised training programmes for NGOs on building skills and co-operation with law enforcement agencies in order to strengthen co-operation between the police and NGOs and to improve referral mechanisms for trafficked persons.

UNHCHR took part in the National Round Table on trafficking and participated in the Working Groups developing the National Plan of Action. UNHCHR is involved in advocacy and expert advice to government, international organisations and NGOs. It advocates for implementing international standards into domestic legislation.

2.7. Data collection

Collection of reliable data on trafficking is one of the priorities identified by the government. The government is going to support the initiative of IOM and ICMC, proposed within the framework of the SPTTF to organise a Regional Clearing House on Victims of Trafficking in Belgrade. This Regional Clearing House, to be set up by IOM and ICMC in 2002, will consolidate data from various sources, including information about victims, national referral mechanisms, actions taken against trafficking and the situation in the region. IOM collects information on the women and girls it assists to return home. NGOs have been collecting information and data on the situation of trafficking. Through their local contacts, ASTRA is collecting data on the placement and number of brothels/bars where foreign women work, and sharing this with the police when necessary.

Beosupport, has conducted a survey on the situation of trafficked women in Serbia – interviews with 58 victims of trafficking on eight locations in Serbia. Some human rights organisations also involved in monitoring the problem and are dealing with individual cases on an *ad hoc* basis.

3. OVERVIEW OF ACTIVITIES IN THE FRY REPUBLIC OF SERBIA (excluding Kosovo)

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs
Prevention & Raising Awareness	**Federal Ministries of Interior and Justice** • Participation in Initial Board's working group on Prevention • Establishment of FRY team to combat trafficking	**OSCE IOM, UNICEF, UNOHCHR** • Participation in Initial Board's working group on Prevention • Co-ordination of efforts to establish FRY team to combat trafficking • National Round Table on Trafficking	**ASTRA** • Participation in Initial Board's working group on Prevention • Training for women's groups and social workers • Awareness campaign for women's groups, school children, NGOs, groups at risk, potential clients **Beosupport** • Survey on trafficking **Kvinna Till Kvinna, Norwegian People's Aid** • Funding for local NGOs working on trafficking
Protection & Assistance	**Federal Ministry of Interior** • Temporary shelter for trafficked persons within Federal Reception Centre for Foreign Citizens • Identifying space for permanent shelter	**OSCE** • Guidelines for referral and treatment of trafficked persons • Training for local NGOs on victim protection **IOM** • Assistance and co-operation with authorities on management of temporary shelter • Organisation of new shelter • Safe return and reintegration assistance	**ASTRA** • Shelter, organisation of travel documents, legal assistance, facilitate contact with various organisations and families • SOS hotline for trafficked persons **Counselling against Family Violence** • Organisation and management of the shelter in co-op with IOM
Law Reform & Enforcement	**Federal Ministry of Justice** • Initial Board working group on legal reform **Federal Ministry of Interior** • Regional cooperation with SECI • Participation in SPTTF training and initiatives	**OSCE** • training for NGOs on co-operation with law enforcement authorities **UNHCHR** • National Round Table on Trafficking • NPA working group	**Local NGOs** • Co-operation with law enforcement authorities on individual cases
Information and data collection	**Ministry of Interior** • Allocation of space for Regional Clearing House for Victims of Trafficking	**IOM** • Regional Clearing House together with ICMC	**ICMC** • Regional Clearing House in co-operation with IOM **ASTRA** • Information on brothels and owners – shared with police when necessary

Republic of Montenegro

1. Overview

The FRY Republic of Montenegro has a multi-ethnic and multi-religious population of approximately 650,000. Montenegro continues to keep its distance from the Federal government in Belgrade, and a referendum on independence for Montenegro is continually the subject of debate in the political arena splitting politics and society into two camps – for and against secession from FRY. The conflicts in the region have enabled organised criminal networks to flourish in Montenegro, and women are trafficked through and to the country, often with the co-operation of local authorities and the police. Until recently, the response to trafficking in Montenegro has been very weak, but the Government is now supporting actions to combat trafficking and assist trafficked women and girls, in cooperation with international organisations and NGOs.

1.1. Migration, prostitution and trafficking

Montenegro appears to be primarily a transit area for the movement of women and girls from Serbia into Albania and Western Europe. In the past couple of years, it has also become a destination point for trafficking from the Republic of Moldova, Romania, Ukraine and Russia. The sex industry in Montenegro is run from bars, clubs and motels, and is reportedly centred in the areas of Podgorica, Rozaje, Berane, Bar (the main port in Montenegro), Ulcinj and Budva, the last two being tourist resorts on the Adriatic coast.

Reports are beginning to emerge on trafficking of women from Montenegro, although only a few to date.[98] Taking into account the difficult economic situation in Montenegro and the high rate of unemployment, it is likely that women, especially, will follow promises of jobs abroad.

As documented elsewhere in this report, the usual pattern of recruitment pertains, responding to advertisements for international employment as waitresses, housekeepers, dancers or models in the countries of origin. Although the women generally have had their documentation taken from them and held by their pimps or protectors, many have had official documentation and work visas issued. This documentation is often issued through the local police who are complicit with the work of bar owners and traffickers. The women do not usually even have to present themselves at the police station, and passports and documents are not checked for authenticity.

The information and statistics available from the Montenegrin Ministry of the Interior relate to illegal migrants. According to the Ministry, foreign women are brought to Montenegro mostly from Serbia and either stay to work in bars and cafes as dancers and waitresses or are moved on to Albania and Italy. Most foreign women come legally and are granted a residence visa for one month as tourists, although some have legal contracts with entertainment business agencies based in Serbia or with bar owners in Montenegro. When legal residency and visas expire, the women are detained by the Montenegrin author-

98. Recently local NGOs received information about 18 women from Montenegro arrested in Albania by the police during a raid on a club and probably deported to the border.

ities and deported back to the Serbian border, where their pimps or protectors usually pick them up.

According to the Ministry of the Interior, 93 foreign women were stopped while crossing the border to enter Montenegro in 2000, and were refused entry on suspicion of prostitution. During the first half of 2001, there were 185 illegal border crossings, including 11 women, and 118 persons were trying to enter Montenegro with false documents. In general, however, border control stations are neither well equipped nor computerised and checking passport personal data and the period of stay in Montenegro is not possible.

In 2000, a new pattern emerged, of an increase in women and girls from BiH and Serbia working in the sex industry, while trafficking from Eastern European countries decreased. There is no visa regime for foreigners wishing to enter the country and, obviously, people from Serbia can move freely within FRY. The police cannot detain BiH and Serbian women or girls on the grounds of documentation or status, when they are stopped during police raids or at check points. Therefore, due to a lack of questioning and investigation, it is hard to obtain evidence proving that these women have been trafficked. Their presence shows only that a growing number of women from Serbia and BiH are working in the sex industry.

There is no information on the ages and numbers of migrant children generally. There may be a few underage girls working in the sex industry. However, this is difficult to confirm, as data on foreign workers, illegal migrants and trafficked women are not segregated by age, and many of the teenage girls have documentation from their home country, which shows that they are over 18.

1.2. Victim identification, referral and assistance

Trafficked women come to the attention of police and NGOs primarily through bar raids. Co-operation among police, NGOs and international organisations is improving and a Memorandum of Understanding (MOU) between the police and NGOs on victim assistance has been signed. In practice, however, the identification and referral system is very weak and women continue to be arrested and deported. As of September 2001, the Montenegrin Special Team on Trafficking and Smuggling have conducted two police raids on brothels in Podgorica, in the spring and the fall. During the second raid, 10 bars were checked and foreign women found in the bars were arrested and deported to the Serbian border.

Another police raid took place in Bar at the beginning of October, when local police from Bar found three trafficked women from Ukraine in one bar and arrested the bar owner. One of the women decided to testify and as the result two Russian traffickers were arrested. The woman expressed a wish to return to her home country and was taken to the shelter for trafficked women in Podgorica. The next day the other two women also decided to go to the shelter. There is no witness protection programme.

A local NGO opened a shelter for trafficked women in Podgorica in October 2001. Prior to that, women received assistance at a shelter for victims of domestic violence. Women are referred to the shelter by the police, by the Montenegrin Women's Lobby (SOS hotline) and other NGOs. Most of the phone calls to date received by the SOS hotline, which started operating in June 2001, have been from women (trafficked women, sex workers, families) calling from Serbia, Vojvodina and Republica Srpska in BiH. During the first six months, there were 30 phone calls from trafficked women. In four cases, the hotline, at the request of the caller, established contact with the police.

IOM also provides support for the trafficked women in the shelter who qualify for the IOM programme of voluntary return to the country of origin. To date, IOM has been referred eight potential victims of trafficking. After IOM staff had interviewed them, three refused to be assisted claiming they were not victims of trafficking, three decided to leave the shelter while the procedure for their return was still ongoing, and two of them requested IOM's assistance.

1.3. Prosecution

At present, Montenegro has two criminal codes, Federal and Republic, both of which can be applied to the prosecution of trafficking. However, since neither has specific provision for the prosecution of trafficking, it is interpreted under other relevant articles regarding slavery, prostitution and juvenile abuse. The FRY Criminal Code has been outlined in the previous chapter on Serbia and is similarly interpreted in Montenegro.

According to the Criminal Code of Montenegro, trafficking can be prosecuted under Article 93: "Procuring and Allowing of Sexual Abuse". Under this article, sexual abuse of an adult attracts a punishment of up to three years imprisonment and abuse of a minor or juvenile from 1 to 10 years. Prostitution is prosecuted under federal law and is considered a misdemeanour, which attracts a fine and imprisonment of up to 30 days.

Because of the lack of legislation, there is no information about prosecutions for trafficking. During the raids, the police tend to check the women rather than the owners. During the last raid, in Bar, two Russian men were arrested but it is not known if they were prosecuted. A local NGO, Women's Safety House, representing a victim who was ready to testify, sued a trafficker for selling a woman five times, and for abusing her. The man was released by the judge, with the warning that next time he might be sentenced to one month in jail.[99]

2. Current responses

2.1. National Plan of Action and co-ordination

The government appointed a Co-ordinator for Trafficking in February 2001. Although the government is engaged on the issue of the NPA, is participating in the development of the victim protection system and is willing to engage in joint actions with NGOs, co-ordination and drive to create anti-trafficking responses adequate to meet the Stability Pact requirements has been driven by the international agencies under the strong leadership of OSCE.

OSCE has organised and is co-ordinating the Inter Agency Working Group on Trafficking with active participation of the Ministry of the Interior, IOM, UNICEF and two local NGOs, Women's Safe House and Montenegrin Women's Lobby. By the end of 2000, the working group had developed a comprehensive Victim's Protection Project (VPP) for 2001-2002. The VPP is grounded in the international human rights standards and based on the experiences and capacities of the participating organisations. The VPP includes:

- Campaign to raise awareness;
- Establishing an open, transparent and objective system and processes for identifying and supporting trafficked women (MOU between police and local NGOs);
- Assistance to all trafficked women, not only those ready to return voluntarily to their country of origin;

99. Interview with Liljana Raicevic, Co-ordinator of Women's Safety House, 4 October 2001.

- Ensuring sustainability by having local agencies implement the project, with international agencies acting as donors and advisors, rather than implementers;
- Establishing clear rules of co-operation between partners.

As the VPP was designed in response to immediate concrete problems on the ground, gaps in coverage have appeared that can potentially be addressed as the project is further developed:

- Lack of support or reintegration for Montenegrin women who are trafficked abroad;
- No response to internal trafficking, particularly from Serbia;
- No special procedures or protection measures for children (under 18);
- Lack of HIV/AIDS prevention and harm reduction programmes;
- Lack of witness protection procedures;
- Lack of the necessary legal reform to create clear anti-trafficking regulations.

2.2. Roles of the government, international organisations and NGOs

In addition to its obligations under the Palermo Protocols,[100] the Montenegrin Government supports the efforts of the Stability Pact Task Force on Trafficking,[101] has appointed a Trafficking Co-ordinator and is taking an active part in the Inter Agency Working Group on Trafficking initiated by the OSCE Mission in Montenegro. The government supports the VPP developed by the working group and has established a special anti-trafficking task force within the Ministry of the Interior.

Although, the government is willing to engage on the issues surrounding trafficking and to place trafficking on its agenda, the initiative and drive for action to date has come from the international organisations. OSCE has taken the lead on co-ordination and has done an excellent job on bringing government and NGOs as well as relevant international agencies together to develop the VPP. International organisations, OSCE and UNICEF among others, have also supported capacity building and training for NGOs that provide services to trafficked persons. IOM provides assistance for safe return to countries of origin.

Although local NGOs are fairly weak in capacity, their initiative and commitment, as well as experience, in dealing with the issues of violence against women and children, place them as the best service providers for trafficked women. NGOs have developed good co-operation with the government and the police, which is the basis for a good referral system that reaches all victims of trafficking.

2.3. Prevention and raising of awareness

The *Ministry of Education* has indicated a willingness to include the issue of trafficking in school curricula and to support the training of teachers and the distribution of information on trafficking in schools.

IOM launched a campaign to raise awareness in June 2001, with a national survey on trafficking for prostitution in six municipalities. The results, presented at a press conference in July 2001, showed that more than 50 percent of respondents did not know about trafficking in Montenegro. Campaign activities included press advertisements, TV spots, radio jingles, posters, leaflets,

100. Montenegro is a member of FRY, which has signed the Palermo Protocols.
101. The Montenegro Ministry of the Interior also signed up to the Stability Pact Anti-Trafficking Ministerial Declaration for Southeastern Europe, 13 December 2000, Palermo, Italy.

sugar bags, beer mats and bus tickets. All the materials gave information not only about trafficking but also about the anti-trafficking information hotline – the SOS telephone line operated by an NGO in Podgorica. The information materials were distributed in cooperation with governmental authorities and the mayors of 21 municipalities, who publicly supported the campaign, and through NGOs in different regions of the country. Ten persons were hired to disseminate materials at the coast during the summer season and in the main cities during the winter season. The campaign will end with another survey in March 2002.

UNICEF has supported capacity building through training for local NGOs, police and social workers, and judges and prosecutors dealing with trafficking. In addition, training for professionals working in the health and social sector is planned, as well as peer education sessions in schools.

The *Council of Europe* has included information on trafficking in various seminars it has organised, including seminars for the police on anti-corruption, and a seminar on refugees and freedom of movement for judges, at which the information about trafficking was delivered by the National Co-ordinator.

Many local NGOs took an active part in the IOM campaign: Anima from Kotor, Bona Fide from Pljevlja, Mother and Child from Herceg Novi, New Horizon from Ulcinj, SOS Line from Niksic and SOS Line from Podgorica.

The local NGO Montenegrin Women's Lobby, has started a hotline for trafficked women. The line is available 7 days a week, 10 hours a day and is operated by three trained volunteers.

At the beginning of the IOM campaign to raise awareness, the hotline received as many as 8-10 calls a day. Most of the calls came from people who wanted to obtain information about the issue. One third of the calls came from potential victims, women working in the sex industry or the families of these women. The hotline workers do not keep a record of all incoming calls, hence it is not possible to assess the role of the hotline in raising awareness – what kind of information was given and how many people were informed. Montenegrin Women's Lobby is also responsible for creating and updating a database on trafficking.

Safe House for Women runs the shelter for trafficked women and also organises training, conferences and lectures on the issues of violence against women, women's rights and trafficking. A regional conference "Round Table about the Shelters for Women – Victims of Violence" took place in October 2001.

2.4. Victims assistance

The VPP, initiated by *OSCE*, includes all relevant governmental, international and non-governmental bodies active in Montenegro. All the proposed actions focus on respecting and protecting the rights of trafficked women by:

- Providing all the victims with safe place to recover;
- Allowing sufficient time to recover (no time limit for staying in the shelter);
- Providing required support and professional services (medical, psychological, legal);
- Assisting voluntary returns to the country of origin;
- Assuring safe conditions in which to testify.

Republic of Montenegro

Within the framework of the VPP, the G*overnment* is responsible for assistance to trafficked women and girls, by ensuring that those staying in the shelter have access to medical, psychological and legal assistance.

The Ministry of the Interior has signed a MOU with NGOs in which it agrees to co-operate in assisting trafficked women. Among other conditions, the MOU stipulates that the police will not arrest and deport women suspected of being trafficked. The NGO running the shelter for trafficked women will be informed about any such women known to the police or in police custody, and would be able to take them to the shelter to rest and recover for at least 3 days before police interrogation. Interrogation will take place in the presence of a shelter employee.

Safe House for Women, which runs a shelter for the victims of domestic violence, opened a shelter for trafficked women in Podgorica in October 2001. The shelter can host 10-15 persons and offers safe accommodation, preliminary counselling, medical examination, legal support, social support, and referral to IOM for assistance to return voluntarily to their country of origin. All trafficked women can stay in the shelter, including those that do not qualify for the IOM return programme, although the maximum period of stay in the shelter is still being negotiated.[102] Those women that decide to testify will be able to stay up to 3 months in the shelter. The Ministry of the Interior is also considering introducing a special programme for trafficked women who do not want or cannot go back to their country of origin, and therefore do not qualify to take part in the IOM assistance programme. These women will be able to stay in the shelter for a certain length of time.

Within the framework of the VPP, *IOM* is responsible for voluntary return and reintegration assistance. IOM also covers the financial costs of women staying in the shelter while awaiting repatriation, and liaises with Embassies/consulates, relevant authorities and local NGOs in the countries of origin to ensure the reintegration of the victims.

The SOS Hot Line run by the *Montenegrin Women's Lobby* for trafficked persons is the part of the referral and assistance system. Together with Women's Safe House they build the Civil Victim's Protection Institution (VIP) in Montenegro, which is a part of the Victims Protection Project. The SOS hotline is supported financially by OSCE/ODIHR.

2.5. Legal reform and law enforcement

The Inter Agency Working Group on Legal Reform was established in March 2001. The group participants include the National Co-ordinator, OSCE, Council of Europe, ABACEELI[103], the Associations of Attorneys and of Lawyers and the law faculty of Podgorica University. The group is preparing a comparative analysis of the trafficking regulations throughout the region, and drafting the necessary amendments to the existing laws, to be finalised by the end of 2001. The new law will include provisions for the protection of victims, witness protection and the prosecution of traffickers.

The Special Task Force on Border Control and the Special Task Force on Trafficking and Smuggling were created in September 2001, each with specialist teams of 5-6 persons in the seven Centres for Security covering the whole country. The teams will include women police officers. The Special Task Force is also co-operating with SECI in Bucharest.

102. According to IOM, 15 days – 1 month. According to the Ministry of the Interior, the period of time that women will be able to stay in the shelter is still unknown.
103. American Bar Association Central and Eastern European Law Initiative.

The Montenegrin Ministry of the Interior has established contacts with Interpol and bilateral contacts with Albania, BiH and Italy.

The *Council of Europe* is providing support for a legislation review and has organised several seminars for police on anti-corruption, on refugee law and on freedom of movement.

OSCE is supporting training for the members of the Special Task Forces as well as for the law enforcement agencies, to include police, prosecutors, lawyers and judges.

UNICEF, within the framework of its child protection programme, is supporting training for judges, prosecutors, police and social workers on child rights and special protection.

IOM has co-operated with OSCE in the organisation of the training activities for the police.

3. OVERVIEW OF ACTIVITIES IN THE FRY REPUBLIC OF MONTENEGRO

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs
Prevention & Awareness Raising	**Ministry of Education** • To include trafficking in school curricula **Municipalities** • 21 municipalities agreed to support IOM information campaign by distributing materials, publicity and information **State Media** • Agreed for IOM to use state media for national awareness raising campaign	**IOM** • Awareness raising campaign in co-operation with government authorities, municipalities officials and NGOs **UNICEF** • Capacity building for NGOs • Training for professionals in public sector, police, judges and prosecutors **Council of Europe** • Information on trafficking included in seminars for police officers and judges **OSCE** • Training and lectures for NGOs	**Local NGOs** • Participation in IOM campaign **Montenegrin Women's Lobby** • SOS hotline for trafficked persons • Database on trafficking **Safe House for Women** • Training on violence against women, women's rights and trafficking • Research, surveys, data collection on situation of women in Montenegro
Protection & Assistance	**Ministry of Interior** • Victim Protection Project (VPP), to ensure access to medical, psychosocial and legal support for trafficking persons at the shelter • MOU between police and NGOs to provide referral and assistance • Considering special programme for victims who do not want/cannot return to country of origin	**OSCE** • Initiated VPP • Co-ordination of government, international agencies and NGO initiatives **IOM** • Return and reintegration programmes for trafficked persons	**Safe House for Women** • Shelter (opened Oct 2001), including safe accommodation, preliminary counselling, medical examination, legal & social support, contact with IOM • Assistance for all trafficked victims (including those not qualifying for IOM assistance) **Montenegrin Women's Lobby (Hotline)** • Referrals within the VPP project
Law Reform & Enforcement	**Ministry of Interior** • Inter Agency Working Group on legal reform established March 2001 • Special Task Forces on Trafficking and Smuggling, Border Control • Bilateral agreements with Albania, BiH and Italy	**Council of Europe** • Support to legislation review • Seminars for police and judiciary including information on trafficking **OSCE** • Leading Inter Agency Working Group on law reform • Training for police, judges and prosecutors **UNICEF** • Training for social workers	**Local NGOs** • Contact and co-operation with law enforcement authorities as part of VPP referral system

The UN Administered Province of Kosovo

1. Overview

The situation in Kosovo is unique. Although Kosovo remains a province within the Republic of Serbia, since the end of the conflict in June 1999, under Chapter 7 of the UN Security Council Resolution 1244, the United Nations Interim Administration Mission (UNMIK) fulfills the role of government as an interim arrangement. Resolution 1244 vested in UNMIK authority over the territory of Kosovo, which includes all legislative and executive powers and administration of the judiciary, police and domestic security. The peacekeeping force (KFOR), operating within the framework of resolution 1244, but not reporting to the UN Special Representative, is responsible for international security and peacekeeping operations.

In May 2001, UNMIK Regulation 2001/9 approved the Constitutional Framework for Provisional Self-Government in Kosovo. Following elections in November 2001, the setting up of the new National Assembly and appointment of the new government is expected in March 2002. Until then, however, UNMIK has been directed "to provide transitional administration for Kosovo, whilst establishing and overseeing the development of provisional democratic self governing institutions to ensure the conditions for a peaceful and normal life for all inhabitants of Kosovo."[104] The tasks of UNMIK are presided over by a Special Representative to the Secretary General (SRSG) and divided into four sectors, known as pillars, as follows:

1. **Justice and Police:** covers UNMIK Police and the Department of Justice;
2. **Civilian Administration:** covers civilian police, judicial affairs, public administration and civil affairs;
3. **Democratisation and Institution Building:** led by OSCE and responsible for developing good governance and democratisation, the training of the police and judiciary and human rights monitoring;
4. **Economic Development:** led by the European Union.

Consequently, UNMIK and the agencies heading two of the pillars have actually been administering the territory and have been responsible for the development of policies. This is a substantially different role to that which they play in other parts of the region where they are responsible for assisting governments to develop policies and capacities, or for monitoring government policy and action. Under the Kosovo arrangement, the civilian police (CIVPOL) fall under UNMIK control and are responsible for domestic security. CIVPOL is a multi-national police force and works with the newly established Kosovo Police Service (KPS).

104. UN Security Council Resolution 1244 on the situation relating to Kosovo, S/RES/1244, June 1999, p. 10.

The UN Administered Province of Kosovo

1.1. Migration, prostitution and trafficking

Kosovo has been identified predominantly as a destination and to some extend a transit point for trafficking of women and girls. The main routes into Kosovo appear to be through FYR Macedonia and Central Serbia. If women are trafficked on from Kosovo, it is mainly through Montenegro into Albania, and then to Italy and Western Europe.

During the period February 2000 to August 2001, IOM in Priština collected data from 200 foreign women and girls that they assisted to return home, which provides some glimpse into the patterns and methods of trafficking. According to this data, women and girls were mainly trafficked from the Republic of Moldova (60 percent), Romania (19.5 percent), Ukraine (10 percent) and Bulgaria (7 percent), followed by singular cases from Albania and Russia. Ten percent of victims were under 18 years of age. Sixty eight percent of women had been in Kosovo less than three months.[105]

The patterns of recruitment are the same as described elsewhere in the report.[106] The majority of women and girls had been told that they were going to work in Italy (57 percent). Seventy-two percent were recruited by false job promises, and nine percent were kidnapped.[107] Only 30 percent were aware of the possibility of being involved in entertainment-related activities. Fifty percent of recruiters were women, 51 percent of recruiters were unknown to the victim prior to recruitment.

The living and working conditions in the Kosovo sex industry are abhorrent, exploitative and akin to slavery. Only 13.5 percent of women received regular payments for the services they provide. Fifty-five percent were beaten by traffickers, and 55 percent were sexually abused. The majority of women and girls were forced to have unprotected sex, 40 percent of women used condoms only occasionally. Thirty-six percent were denied medical care, and only 10 percent had regular medical care.

According to the CIVPOL Trafficking and Prostitution Investigation Unit (TPIU) estimates, there are approximately 1.000 women and girls in Kosovo who might be victims of trafficking and approximately 85 recognised brothels, including five in Priština. These figures seem rather low, especially as the NGOs estimate the number of brothels in Priština to be much higher.

According to the police, the majority of customers are local men, although members of the international community constitute a sizeable 40 percent of the clientele, mostly KFOR soldiers. There is a suspicion that UNMIK international police officers might be involved in trafficking - some members of the international police were repatriated for suspected involvement in trafficking.[108] According to local NGOs, prior to the war in 1999 and the consequent international presence in Kosovo, not only trafficking but also prostitution was very uncommon. As in other countries in the region, even if the international clients are a minority of customers, they bring the bigger profit, by spending much more money in brothels.

There is also growing evidence of internal trafficking of women and girls from Serbia into Kosovo and within Kosovo of both Kosovo Serb and Kosovo Alba-

105. Return and Reintegration Project, Situation Report – February 2000 to August 2001, IOM, Priština, 2001.
106. Ibid. p. 8.
107. Ibid. p. 9.
108. In a recent case in Mitrovica North, three higher level police officers, including a station commander, were repatriated for suspected involvement. See: "Minutes from October 18 Trafficking Round Table Meeting", OSCE, Pristina, 22 October 2001.

nian women and girls. As there is no issue of cross-border migration or work permits for women from Serbia, the police do not detain or interview them. Even in overt cases of trafficking when the women themselves ask for protection and assistance, there are no support services established for them (only the Centre for the Protection of Women and Children can offer limited access to their shelter), as the existing shelter only provides support for foreign victims of trafficking being assisted by IOM to return home.

Taking into consideration the deteriorating situation of women in Kosovo, with growing poverty and unemployment, changes in family patterns and violence against women, and more visible and accepted prostitution, Kosovo may also soon become a source of women for trafficking abroad. Little evidence is available on women from Kosovo being trafficked abroad. To date, IOM has supported only four victims of trafficking from Kosovo: two were trafficked to FYR Macedonia, one to the United Kingdom and one was internally trafficked.

1.2. Victim identification, referral and assistance

Women and girls come to the attention of OSCE and IOM in several ways:

- Police raids on bars (according to IOM statistics, 60 percent of women and girls);
- Women and girls come to the police station, either when they manage to escape or when brought by the bar owners to be registered as employees;
- Vehicle checkpoints manned by local police and UNMIK police;
- Referral by OSCE field offices and local police;
- In some cases women are "let go" by brothel owners and search for assistance to return home.

Identification and referral of trafficked women depends upon CIVPOL, OSCE and IOM. In October 2000, the Trafficking and Prostitution Investigation Unit (TPIU) was established within CIVPOL, with teams in all regions of Kosovo. The regional teams consist of approximately four officers, at least one of which is female, and at least one speaks Russian or Romanian.

CIVPOL or Kosovar Police Service (KPS) officers make the first contact with women and girls during bar raids, arrest and detention. Most raids are organised by TPIU or by regional serious crime or intelligence units in co-operation with TPIU. TPIU takes statements from the women and assesses their situation. As soon as the police suspect that they have a trafficked person in custody, they call the OSCE regional trafficking focal point to conduct a victim interview. OSCE will determine whether the case should be referred to IOM for repatriation assistance and whether the shelter should be contacted for admission. TPIU then makes arrangements directly with IOM and the shelter, which is run by The United Methodist Committee on Relief (UMCOR). TPIU also informs IOM and the shelter in advance when major raids are planned, so that the number of the potential shelter beneficiaries can be assessed.

Although TPIU estimates that at least 90 percent of foreign women and girls working as prostitutes in Kosovo are victims of trafficking, not more than 50 percent identify themselves as such, and even fewer want to go back to their country of origin or to request police assistance. TPIU informs OSCE, who carry out the first screening of these cases. IOM then makes a second and final assessment on the woman's eligibility for their return and reintegration programme. The shelter management makes the final decision about acceptance to the shelter, which normally relies on IOM's final assessment.

Women refuse offered help for various reasons:

- Do not want to go home without money. Since placement in the shelter and repatriation are immediate upon detention by the police, women who still hope to collect their wages from bar owners refuse immediate assistance (However women are given more than one chance to seek assistance. Those refusing the first time, can be assisted later);
- Threat from pimps;
- Do not understand their situation or distrust the police and fear legal repercussions;
- Do not want or cannot go back to their country of origin.

As of October 2001, out of about 450 women who were brought to IOM's attention, 180 refused assistance, 250 were helped and four were refused assistance by IOM. Assistance was refused by IOM when women were assessed to be residing voluntarily in Kosovo and voluntarily performing their job, having their own means (money and documents) to return home and being not at risk, or when they had already refused the offer of assistance several times. For women who do not qualify for the IOM trafficking victims return programme but wish to go back home, there is a separate IOM programme for stranded migrants. In order not to create a magnet, the selection for the second assistance programme is very strict.

Women who refuse to identify themselves as victims of trafficking in front of the police are charged with prostitution, illegal border crossing, illegal residency in Kosovo without documents or possession of illegal documents, or a combination of these. They face up to 20 days in a detention centre in Lipjan. They may also be sentenced to longer terms for the crime of falsification of documents. A deportation order was often issued in the past, but did not in practice lead to deportation due to a lack of legal mechanisms in Kosovo. Cases of deportation are decreasing although they are still a problem. After detention in Lipjan, the women are free to leave and as there are no other options, they usually return to the bars and brothels where they were arrested in the first place.

In summary, under the current victim identification and referral system, only women willing to return home are provided with assistance and are recognised as victims of trafficking. Other trafficked women are not recognised as such, and face conviction for minor offences or crimes, and detention. It is also not clear whether any distinction is made between adult women and girls under 18, who are defined as trafficked, regardless of consent, according to the Trafficking Protocol, with respect to identification and assistance procedures.

In 2000 and 2001, there were 254 women and girls assisted by the co-ordinated victim assistance programme. The programme offers psychological assistance and legal assistance through the OSCE, assistance with documents, return assistance and repatriation. Only women and girls taking part in the IOM programme of return are placed in the shelter. The local NGO – The Centre of Protection of Women and Children - that runs a shelter for victims of domestic violence, has assisted several internally trafficked women and several minors. IOM, TPIU, OSCE, Social Welfare and the local NGOs are in the course of finalising a Standard Operating Procedure for internal victims of trafficking.

1.3. Prosecution

In January 2001, a new regulation against trafficking "Regulation on the Prohibition of Trafficking in Persons in Kosovo" was promulgated. The Regulation makes human trafficking a criminal offence punishable by two to 20 years in prison, while also providing for better protection and assistance for trafficked

persons. The Regulation also allows an establishment, which is involved in or associated with trafficking, to be closed, and the confiscation of property of traffickers.[109]

Ten legal cases have been brought against traffickers under the new regulation. In most of the cases, the traffickers were sentenced and immediately released, and to date only a few perpetrators have received punishment according to the new law. There have been 52 cases prosecuted under the old provisions, Trafficking Regulation (44 cases) and the FRY Criminal Code crime of "intermediation in the exercise of prostitution" (12 cases). There are 15 cases involving trafficking currently ongoing in the courts. In addition to the one offender currently serving a three-year sentence under the Trafficking Regulation, there are four offenders currently sentenced and detained (pending appeal).[110]

Police have closed several establishments after raids and have taken testimonies from the trafficked women willing to testify. The bars were, however, reopened soon after as a result of court decisions. In the case of one bar in Mitrovica, police asked six times for a court order to close the place, without result. No establishment was closed for good and no property was confiscated.

Even with testimonies from trafficked women and a new law in place, the traffickers are not punished and it has proved easier to close bars for not complying with labour and health codes, than on the basis of the anti-trafficking regulation. The reasons given by local and international institutions – TPIU, OSCE, IOM, NGOs - vary from a lack of understanding of the issues relating to trafficking on the part of the judges, and a lack of knowledge and training on how to apply a new and complicated law, to weak evidence given by the trafficked women and the lack of a witness protection programme.

The only evidence is usually the victims' testimonies taken after their arrest. The women whose testimony is being used in cases that may warrant the arrest of people involved in organised crime, may pose a serious security risk (TPIU gives a security profile for each shelter beneficiary) to herself and all involved, and cannot, therefore, be housed at the shelter as it does not have 24 hour police protection. Currently, this rule is being reviewed. Due to the lack of a witness protection programme, trafficked women are almost always repatriated by IOM or OSCE before the trial date and their testimony is either lost or their statements are read out in court. Such statements have a much weaker, if any, impact. As of October 2001, there had been only one case where the witness was actually present to give testimony in court.

In December 2001, two UN police officers were arrested as part of an investigation into trafficking and prostitution. The deputy commander of the police station said that if it could be established that they broke the law, their immunity would be revoked.[111]

2. Current responses

2.1. Co-ordination

The *OSCE* Mission in Kosovo plays the main role in all anti-trafficking activities as the leader of Pillar 3 for Democratisation and Institution Building within

109. Regulation No. 2001/4 On the Prohibition on Trafficking in Persons in Kosovo. UNMIK/REG/2001/4.
110. Information from IOM, Shelley Inglis, 17 January 2002.
111. ONASA wire service – EnLj – 2 December 2001 15:10:41 – GEN – 0007.

UNMIK, and co-ordinates a Round Table on Trafficking in which participate all relevant international agencies. IOM is the main agency dealing with direct assistance to trafficked persons who voluntarily wish to return home.

During 2000, under the leadership of OSCE, UNMIK worked with partner organisations and agencies to create a system for victim assistance, establish a legal instrument to both criminalise the act of trafficking and to institute an office to assist victims. OSCE has also organised training for the legal community and the local police and encouraged the UNMIK international police (CIVPOL) to create a specialised trafficking unit – the Trafficking and Prostitution Investigation Unit (TPIU).[112]

OSCE's anti-trafficking activities are co-ordinated through the Department of Human Rights by the Rule of Law's Gender and Trafficking Advisor, the Field Co-ordinator and the Head of the Human Rights Division. In addition, five Human Rights Officers have been appointed in the field to run trafficking focal points (TFPs) and to co-ordinate activities at regional and municipal level. These TFPs provide a link between the trafficked women and the local authorities, including UNMIK Police, UN Penal Management and the local courts. TFPs also disseminate the Standard Operating Procedures to UNMIK Police in the field.

A Victims Assistance Co-ordinator is to be appointed within the newly created Victim Assistance and Advocacy Unit which is part of the new Judicial Development Division. This post will initially support the work of the international agencies on trafficking but will gradually assume responsibility for fundraising and anti-trafficking programmes. A Victims Advocacy Co-ordinator will ensure provision of legal assistance to all injured parties appearing in court, including victims of trafficking.

Local structures, including a Ministry of Public Administration, are being set up and UNMIK is planning to develop and hand over some of the co-ordination of anti-trafficking programmes to them. As a first step, a National Co-ordinator for Trafficking will be appointed in 2002 followed by the development of a National Action Plan to be completed by a Task Force which involves both local government structures and the UN supervised Police and Justice Pillar.

2.2. Roles of international organisations and NGOs

As outlined above, the government in Kosovo is UNMIK, comprising four pillars led by international agencies, namely the OSCE, EU and the UN. Work on trafficking falls under under Pillar 3, led by OSCE. In this context, co-ordination and almost all activities are developed and implemented by international organisations. OSCE is leading the development of policy and procedures, IOM is leading in the field of prevention and assistance to the victims, while UMCOR, an international NGO, is the implementing agency running the shelter for the internationally trafficked women. Other international agencies, including UNICEF and UNIFEM, are not very active, although they participate in the anti-trafficking working group and support programmes dealing with children's and women's rights that are related to the prevention of trafficking, such as political participation or sexual health.

The international community undertook the initial response to foreign victims of trafficking, without involving local NGOs. Local NGOs are facing a heavy burden of responsibility and service provision for their own communities following the war in 1999. Additionally, many do not understand the issue, as

112. Background Report on Combating Trafficking in Kosovo, OSCE, 5 June 2001, p.1.

there is a strong societal stigmatisation of prostitution. Coupled with a fear of involvement for security reasons, there is a great reluctance on the part of many NGOs to become involved, as they perceive that involvement in this work could jeopardise their credibility and long-term objectives. However they have responded to internal victims of trafficking and recently they have become more interested in the issue of trafficking generally, and in assistance programmes.

Despite these reservations, discussion and sensitisation of the issue is taking place amongst women's organisations. The involvement of local NGOs in raising awareness of the trafficking phenomenon is increasing. IOM organised a campaign to raise awareness in collaboration with local NGOs. Members of local NGOs are also taking part in the OSCE legal advocacy-training programme with the aim of assisting trafficked persons. The shelter for the victims of domestic violence is also assisting internally trafficked women. But in general, NGOs need support to build their capacity and to strengthen their institutional structures. There are examples of groups of women's NGOs working to support each other and to extend networking both nationally and regionally with local and international NGOs.

2.3. Prevention and raising awareness

OSCE has developed a programme for training and for raising awareness for four critical target groups:

- OSCE Human Rights Officers and regional Trafficking Focal Points (anti-trafficking regulations, international standards, local procedures, interview techniques);
- The judiciary and prosecutors (various training programmes on anti-trafficking regulations for different groups, e.g. regional discussion sessions by OSCE Human Rights and Rule of Law officers, official training for judiciary by the Kosovo Judicial Institute);
- The general public (raising of awareness through NGO meetings and one seminar in November 2000 organised by the Human Rights Division and the Kosovo Law Centre);
- Local NGOs (ongoing capacity building).

IOM has conducted a campaign to inform and raise awareness addressed to:

- Clients and potential clients;
- International community;
- General public;
- Youth (on trafficking prevention and migration);
- Young women (on work and migration).

The IOM is supporting an ongoing campaign for young women organised in collaboration with the network of local women's organisations (Kosovo Women's Network) and youth NGOs, including *Alternativa* and *Post Pessimists*. The main goals of the campaign are the prevention of trafficking to and out of the country and information on legal travelling and migration. The campaign includes leaflets, a booklet "Young Women's Guide to Work in Kosovo", an employment assistance service, radio programmes on the local youth radio station Urban FM, live radio programmes prepared by the Kosovo Women's Network about migration and illegal travel. The campaign was launched by women's magazines in Kosovo. Daily newspapers are also involved and offer support.

UNICEF is planning to incorporate awareness of trafficking into the existing programmes on juvenile justice and advocacy of children's and women's rights

among community leaders and policy makers. Research focused on the trafficking of women and girls from Kosovo is planned for the future.

UNIFEM produced a report in April 2000 on violence against women in Kosovo that included a section on trafficking, sexual slavery and prostitution.

Local NGOs have participated in the IOM campaign to raise awareness and the capacity building training organised by OSCE and IOM. Local NGOs are also undertaking research on internal trafficking and trafficking of women from Albania.

2.4. Victim assistance

All the institutions and partners taking part in the anti-trafficking activities are taking part in the Trafficking Round Table and are part of the *Direct Assistance and Shelter Co-ordination Working Group*.[113] The working group is responsible for assistance to trafficked women in Kosovo and provides a forum to discuss individual cases and the needs of the beneficiaries.

To ensure that all programme areas are covered and all activities properly co-ordinated, the working group has adopted the *joint Standard Operating Procedures for victim assistance (SOP*). The SOP describes the procedures to be undertaken to assist a trafficked woman from the point of identification to the moment she reaches the shelter. It also describes the referral system for the organisations involved. The SOP does not outline the rights of a trafficked woman nor does it describe the obligations of the participating agencies towards the women.

Only those women that are willing to return to their country of origin are assisted and referred to the shelter. The agency responsible for identifying trafficked women is TPIU. TPIU informs IOM, OSCE and the shelter only when the person expresses a wish to be repatriated. Women who are not willing to go back to their home country are not recognised as victims of trafficking, and are often charged with prostitution and illegal residency and detained.

Currently, the members of the Trafficking Round Table are discussing the effect of restricted access to safe shelter, which excludes those women who are willing to testify but provide a serious treat to the security of the shelter. There is a proposal to establish an interim secure facility for witnesses until such time as they can be accepted into the shelter.

OSCE, with IOM and the UNMIK Police, has been co-ordinating the development of structures and a referral mechanism for assistance to trafficked women which includes:

- Referral system for trafficked women – "Standard Operating Procedures" - prepared together with other members of the Direct Assistance and Shelter Co-ordination Working Group;
- Identification of trafficked women at the local level by the Regional Trafficking Focal Points;
- Draft for "Direct Assistance to Internally Trafficked Victims" which includes a referral system, procedures and a shelter project for the victims of internal trafficking (in co-operation with IOM);
- Advocating for establishing a Victim's Assistance Co-ordinator's post within the Inter Agency trafficking legislative working group;

113. The Direct Assistance and Shelter Co-ordinating Group comprises IOM, OSCE, UMCOR and TPIU.

- Legal Assistance for trafficked women to provide them with legal representation during legal procedures;
- Victims Advocacy Conference organised in Priština in December 2001;
- Advocating special intermediate secure facilities for witnesses where witnesses to trafficking could acquire short-term safe housing while they testify and make other decisions about their future.

In addition, OSCE has given repatriation and reintegration assistance directly to 23 women, consisting of organisation and payment for travel to the country of origin. This was carried out even during the time when IOM could not assist women served with deportation orders, and during a period when IOM had to freeze activities. Currently, IOM assists persons served with deportation orders who still express a willingness and desire to return home voluntarily.

IOM is taking active part in assistance work, as in preparing a draft on "Direct Assistance to Internally Trafficked Victims", in co-operation with OSCE and TPIU.

IOM is also providing direct assistance for voluntary return and reintegration. Assistance is given on a voluntary basis and includes:

- Direct assistance prior the woman's return to her country of origin: case screening, acquisition of valid travel document, Fit-To-Travel medical examination, travel arrangements from departure point in Kosovo or Macedonia, procurement of travel supplies, assistance and medical escort at transit points, data gathering and analysis;
- Psychosocial support prior the woman's return to her country of origin: psychosocial counselling and anti-trafficking awareness activities in the shelter;
- Reintegration assistance upon the woman's return to her country of origin: travel arrangements from arrival point to home town or, if required, alternative sheltering facilities, provision of a reinstallation grant, and tailored reintegration schemes including monitoring and follow up.

Since July 2000, an international NGO *UMCOR* has been managing a shelter for trafficked women who come under the IOM repatriation programme. Due to the security risks of women being able to identify the location and compromise the integrity of the shelter, the shelter, in principle (although there are some exceptions), does not accept victims of internal trafficking or women who are willing to testify against traffickers. Victims of internal trafficking are either placed in a shelter run by the Centre for Protection of Women and Children, supported by other NGOs or not recognised as such at all. Witness statements are taken in the regions or at the central UNMIK TPIU interview location in Priština, before women are placed in the shelter.

Since the beginning of UMCORs operation in July 2000 until the end of September 2001, the shelter has provided support to 232 foreign trafficked women, including basic medical care and medical counselling, psychosocial support (from Sept. 2001 a Romanian IOM psychologist has also been conducting counselling sessions at the shelter) and vocational training (computer skills, English lessons). Sexually transmitted infection (STIs) and HIV/AIDS tests are not provided, as there is no HIV/AIDS testing in Kosovo.[114] The shelter can accommodate up to 15 women and an average stay is two weeks.

114. The shelter is providing a voluntary presumptive treatment for syphilis, gonorrhoea, and trichonomas. Trafficked women are in a high risk group for STIs, and because there is no testing, it is 'presumed' that they may have an STI and are voluntarily treated, with no side effects. Information from UMCOR, 18 January 2002.

Women can stay longer, usually about another two weeks, while waiting for the necessary travel documentation to be issued.

As part of the IOM return and reintegration assistance, women receive a "dignified return pack" with clothes and souvenirs for their family as well as US$ 150 as a reinstallation grant. Additionally between US$1,000 and US$2,000 is available for each case for reintegration activities after return. IOM office in the home country administers this money.

UNFPA is developing a reproductive health care project for the victims of trafficking that will include information, medical services and counselling for the women staying in the UMCOR supported shelter for trafficked women willing to return home.

The local NGO *Centre for Protection of Women and Children* is running a shelter for the victims of domestic violence. This shelter also accepts trafficked women who cannot be placed in the other shelter, including victims of internal trafficking and girls under 18. According to the annual report of 2000, 26 cases of trafficking were assisted.[115] During 2001 (until November) the shelter supported nine trafficked women with medical counselling, socio-psychological support, an obligatory gynaecological examination and vocational training. Women and girls can stay in the shelter for up to three months.

As almost all the women who came to the shelter in the past few months were from the Mitrovica region, the shelter initiated cooperation with the NGOs active in Mitrovica North to provide women with vocational training after their return home.

2.5. Legal reform and law enforcement

An inter-agency *Legal Working Group on Trafficking in Persons,* in which participate the Joint Department for Democratic Governance and Civil Society (JIAS), the UNMIK Justice Department, the UNMIK Office of Gender Affairs, IOM and UNICEF, drafted the anti-trafficking regulation at the end of 2000. The "*Regulation on the Prohibition of Trafficking in Persons in Kosovo*"[116] went into force in January 2001. It makes human trafficking a criminal offence punishable by two to 20 years in prison and allows an establishment to be closed if it is involved in or associated with trafficking, and the confiscation of traffickers' property. The new regulation also provides for better protection for and assistance to trafficked women, including a defence against prostitution charges and an option to request victim assistance. The regulation also foresees higher penalties when the victim of the trafficking is under the age of 18.

The legal working group is currently made up of the UNMIK Office of Gender Affairs, the Office of Human Rights, OSCE, IOM, UMCOR, UNICEF, TPIU and JIAS. The group is now working on an administrative directive that will give instructions to the administration and the courts on the implementation of duties assigned to the Victim's Assistance Coordinator.

Trafficking and Prostitution Investigation Units were created within UNMIK Police in October 2001 and operate in all five regions of Kosovo.

115. Information from IOM, Shelley Inglis, 17 January 2002.
116. UNMIK/REG/2001/4.

OSCE has developed a Victims Advocacy Programme with a special mechanism for trafficked persons – "Legal Aid for Trafficking Victims". OSCE has also organised training for judges on the new anti-trafficking regulation.

The local NGO *Norma – Association for Legal Aid for Women* has participated in the training for victim advocacy and can provide legal assistance for trafficked women.

3. OVERVIEW OF ACTIVITIES IN KOSOVO

	UNMIK and INTERNATIONAL AGENCIES	NGOs
Prevention & Raising Awareness	**OSCE** • Training on anti-trafficking regulation, international standards and local procedures for OSCE Human Rights Officers and Trafficking Focal Points • Training for university teaching staff and students, international agencies staff • Capacity building for NGOs **IOM** • Information and awareness campaign for clients and potential clients, international community, general public, youth (on trafficking prevention and perspective of migration), young women (on work and migration) **UNICEF** • Research into trafficking of Kosovar women (planned) • Awareness raising activities on children's and women's rights **UNIFEM** • Report on violence against women in Kosovo, including trafficking	**Local NGOs (Alternativa, Post Pessimists)** • Participation in the IOM campaign on prevention of trafficking, legal travel and migration for young women **Local NGOs** • Undertaking research on internal trafficking and trafficking of women from Albania • Participation in IOM/OSCE awareness campaigns
Protection & Assistance	**UNMIK** • Trafficking Round Table and Shelter Co-ordination Working Group • Victims Assistance and Victims Advocate Co-ordinators to be established **OSCE** • Joint Standard Operating Procedures for Victim Assistance (SOP) in co-ordination with IOM and UNMIK Police • Established 5 regional Trafficking Focal Points • Drafted *Direct Assistance to Internally Trafficked Victims*, including referral system, procedures and shelter project for internally trafficked persons in co-ordination with IOM • Repatriation and reintegration assistance **IOM** • Return and reintegration programmes for foreign trafficked persons	**UNMCOR (international NGO)** • Shelter (opened July 2000), including safe accommodation, medical and psychosocial counselling, vocational training **Centre for Women and Child Protection (local NGO)** • Shelter for victims of domestic violence and internal trafficking, including medical counselling, psychosocial support • Reintegration programme for internally trafficked women, including therapy and vocational training
Law Reform & Enforcement	**UNMIK** • Anti-Trafficking Regulation adopted January 2001 • Legal Working Group on Trafficking in Persons: directive to administration and courts on implementation of Victim Assistance Co-ordinator's mandate **CIVPOL** • Trafficking and Prostitution Investigation Units (TPIU) in 5 regions **OSCE** • Victim Advocates Programme, legal aid for trafficking victims • Training for judges, defence and local lawyers on anti-trafficking regulation **UNICEF** • Juvenile justice legal framework, advocacy, human rights	**Norma - Association for Legal Aid for Women (local NGO)** • Participation in training for victim advocacy • Provision of legal assistance to trafficked women

Former Yugoslav Republic of Macedonia

1. Overview

As with other countries in the region, the Former Yugoslav Republic of Macedonia (FYR Macedonia) reports an increase in the trafficking of and presence of foreign women in the country. The problem has been exacerbated over the past seven years by the transition from a communist system, the Kosovo crisis, an increase in organised crime and a breakdown in border control throughout Eastern Europe. An increased international presence has also been linked to the increase in prostitution and trafficking, particularly in tourist areas such as Ohrid and Struga. However, the police report that the sex market is still mainly domestic.

Since March 2001, armed conflict with the Albanian National Liberation Army (UCK) in the west of the country and the ensuing political crisis has halted actions against trafficking and made it virtually impossible to obtain information from western FYR Macedonia. As most of the trafficking is taking place in that part of the country - the area of most unrest and conflict – up to date information on trafficking does not exist at the time of writing this report. Apart from Tetovo and Gostivar, a police presence has not been restored in western FYR Macedonia.

1.1. Migration, prostitution and trafficking

FYR Macedonia is recognised as a transit and destination country for trafficking in women and girls for forced prostitution, particularly in the tourist areas of Struga and Ohrid in the south, and the predominantly Albanian towns of Tetova and Gostivar in the west. This situation has arisen partly as a result of the comparative ease with which tourists can enter FYR Macedonia compared to West European countries, and partly as a result of the presence of a great number of foreign soldiers from UNPREDEP, UNPROFOR, KFOR and other foreign missions.[117]

Women enter FYR Macedonia legally or illegally from Serbia (area of Kumanovo, part of Kosovo and the area of Tetovo) and Bulgaria (Kriva, Palanka, Delcevo and Strumica). The illegal channels to exit FYR Macedonia are from Dojran and Gevgelija to Greece, and from the area of Struga to Albania. The women are coming mainly from the Republic of Moldova, Romania and Ukraine. The number of Bulgarian women has decreased and it is expected to become even smaller with the introduction of a Shengen visa[118] for Bulgaria. Because of the change in the situation in Kosovo – new legislation on trafficking, raids on clubs and more police actions against traffickers – there is reportedly a new pattern emerging of removing trafficked women from Kosovo to FYR Macedonia.

117. UNPREDEP-United Nations Preventive Deployment and UNPROFOR - United Nations Protection Force; two missions present in FYR Macedonia until 1999, when KFOR- Kosovo Force - arrived in Kosovo and Macedonia.
118. Visas which permit entry to all the countries of the European Union which signed the Shengen Agreement.

Former Yugoslav Republic of Macedonia

As elsewhere in the region, it is reported by most sources working on trafficking that many of the trafficked women were deceived by promises of work and then lured and forced into prostitution. Most women are trafficked by organised crime networks, which stretch between the Balkans and the countries of origin. These groups are invariably involved in arms and drugs trafficking too.

According to local sources, since the beginning of the conflict in March 2001 several factors have affected trafficking and/or information on the trafficking situation:

- Trafficking in women is decreasing, as dealing in arms during the conflict is more profitable;
- In UCK controlled territory, the bars were closed at the beginning of the conflict and drinking alcohol and using prostitutes were prohibited for religious reasons. However, according to other sources, bars were only temporarily closed so that protection money could be collected from the owners;
- Due to the conflict, UN personnel and KFOR soldiers from Kosovo stopped visiting the tourist areas of Struga and Ohrid, which resulted in less clients and slower business;
- Some women have been allowed to go home by the traffickers because the conflict has caused reduced demand and slower business;
- Reported internal conflicts between criminal groups in the region, who are fighting to dominate the sex market;
- Lack of access to the conflict area makes it difficult to assess the current situation;
- Lack of police presence and actions against traffickers is resulting in a lack of information and control.

There is a possibility that after the conflict trafficking will start to boom as traffickers try to compensate for their losses.

During the first nine months of 2001, 7490 persons were stopped and accused of illegally crossing the border. Women who are judged to be illegal migrants are accused of illegal border crossing and deported to the border.

According to various sources,[119] the estimated number of women in FYR Macedonia who might be victims of trafficking varies from 1500 to 2500. Debt bondage is the most common, as women work to pay back the money bar owners spent on buying them. The moment the debt is paid, women are sold on, so that they have no money of their own and are constantly dependent on traffickers. Prostitution is more often carried on from hotels and rented apartments, than from clubs and brothels, because of the criminal charges that can be filed against the owners. Women are sent to see clients with taxi drivers who are paid by the club owners and are supposed to watch them.

Velesta, a village in the southwestern corner of the country near the border with Albania, is a well-known place with many bars serving mainly KFOR soldiers on weekend leave from Kosovo. Despite the fact that Velesta has been well known for prostitution for years, the police did not take any action against bar owners after raids in Summer 2000 (August-Sept.). Last September the police organised raids after they were alerted by the La Strada Foundation from Moldova, about Moldavian women kept in Velesta. As the result, 15 women from Romania and Moldova were freed and put into a shelter.

119. Local NGO and The New York Times, 28 July 2001.

1.2. Victim identification, referral and assistance

In June 2001, IOM and the government signed an agreement for the police to inform IOM about all female illegal migrants. The identification and referral system for trafficked women operates within the framework of this agreement. The police identify women who might be trafficked and transfer them to the shelter in Skopje where IOM makes a second assessment.

During the period August 2000 to November 2001, IOM Skopje directly assisted 328 trafficked women to return to their countries of origin: 60 percent to the Republic of Moldova; 27 percent to Romania; and the rest to Ukraine, Belarus, Bulgaria, Russia and Kosovo. Twelve percent were under the age of 18. Thirty four percent had valid travel documents when they were picked up.

In March 2001, the Ministry of the Interior opened a shelter for trafficked women. IOM is taking care of the day-to-day management of the shelter and medical screening, and provides a civil presence at the shelter. During the period March to November 2001, 148 women stayed at the shelter and were returned to their countries of origin by IOM. The conditions in the shelter are very good, and women have protection from traffickers. However, they have contact only with the police and IOM, and are not prepared for going back home. No information on their legal situation or rights is provided, and there is no psychosocial support available at the shelter.

According to the police, all trafficked women that come in contact with the police reach the shelter and are repatriated by IOM. However, as the shelter receives only those victims who are willing to return to their country of origin, trafficked women that did not want to take part in the IOM programme may have simply been deported. In the period between November 2000 and July 2001, approximately 500 foreign women were deported from the country.[120] Deportation means only to the border of FYR Macedonia, so the women usually go straight back into the trafficking cycle.

Despite efforts by IOM and OSCE to raise awareness, some police officers continue to see trafficked women as illegal prostitutes. This is in contrast to the strong government stance against trafficking. There is also information about police turning a blind eye for and cooperation with traffickers. Trafficked women are aware of the role played by the police and are afraid to ask for help. There are almost no cases of women turning to the local police for help and most of the women come to the attention of the police through bar raids. Out of 148 women who received assistance in the shelter, 90 percent were identified during police raids on clubs and brothels and only a few were referred to the shelter after they sought assistance from the local police or the Romanian Embassy.

1.3. Prosecution

FYR Macedonia has signed but has yet to ratify the Palermo Protocols. The current legislation contains no special anti-trafficking provisions. Prostitution (soliciting) is not illegal, but mediation and pimping is. Trafficking can be prosecuted under various other articles of the criminal code, including illegal crossing of state border (Art. 402), illegal deprivation of freedom (Art. 140), abduction (Art. 141), mediation in performing prostitution (Art. 191), pimping and enabling sexual acts (Art. 192), a sexual act on an incapable person (Art.187), sexual assault on a child (Art. 188), founding a slave relationship and transport of persons with slave status (Art. 418).[121]

120. Carlotta Gall, New York Times, 28 July 2001.

According to the police, in 1995-2001, 147 persons were arrested for trafficking. According to the Public Prosecutor Office, there were 80 cases of prosecution of traffickers in 1997-2000. Until now, only 30 cases have been completed; one person received five years in prison, the rest were fined and paroled. Four cases were dismissed and 47 cases are still pending.[122]

The most commonly used articles in prosecuting cases of trafficking have been those on illegal crossing the border, mediation in performing prostitution, and pimping and enabling of sexual acts. As in other countries of the former Yugoslavia, the article on slavery has rarely been used for the prosecution of traffickers. In 2000, however, for the first time criminal charges were filled against eight persons under the slavery Article 418.[123]

The new article on trafficking has been drafted (Art. 418a) by the Interdisciplinary Committee appointed by the Ministry of Justice, and submitted to the Parliament. Approval is now awaited.

2. Current responses

2.1. National Action Plan and coordination

OSCE has been co-ordinating round tables on trafficking since August 2000, with government, international and local NGO participation. The round tables have covered four policy areas: prevention; legal policy; victim assistance; and security. However, the groups' meetings have been suspended since March 2001 because of the conflict in western FYR Macedonia. The only work to continue has been co-operation between the government and IOM to provide direct assistance to trafficked women.

At the beginning of 2001, the government appointed a National Council on Trafficking and Illegal Migration to develop a National Plan of Action on Trafficking. The Minister of the Interior was appointed as the National Co-ordinator, and the NPA has been drafted, to be finalised before the end of 2001.

2.2. Roles of international organisations and NGOs

Prior to the conflict in March 2001, the main push for anti-trafficking action came from the international organisations, chiefly IOM and OSCE. The international agencies have also organised and supported activities on prevention and raising awareness. The government, however, was very interested in taking action on trafficking. The government actively participated in the Stability Pact Trafficking Task Force and was planning to host a Task Force meeting in April 2001 that was cancelled due to the conflict. The Government has also participated in and supported actions undertaken by IOM.

Until recently local NGOs were not interested in anti-trafficking activities. They worked on the broader issues of violence against women, changes in legislation and women's rights. The exception was the Association of Macedonian Women (AMW). This organisation had already started to work on trafficking in 1999, organising seminars and training, and co-operating with IOM to provide support and expertise. Currently AMW is not involved in any anti-trafficking projects. A new organisation in the field is La Strada Macedonia, which co-operates closely with the La Strada Bulgaria and HOPS (Healthy Options

121. Criminal Code of FYR Macedonia, Official Gazette No 52, 1991, after: Human Trafficking, the Crime Business with Slavery Image, IOM, Skopje, 2001, p. 29-37.
122. Interview with representatives of the Public Prosecutor Office and the Ministry of the Interior, Skopje, 7 November 2001.
123. Interview with representatives of the Public Prosecutor Office, Skopje, 7 November 2001.

Project) in HIV/AIDS prevention work. Generally NGOs are weak and lack the support and expertise necessary to develop bigger projects.

2.3. Prevention and raising awareness

The government, international organisations and NGOs have undertaken a number of activities on prevention and to raise awareness. Most of these have been based on experiences and information from other countries in the region, rather than on research and assessment of the situation in FYR Macedonia. There is little or no evaluation of the effectiveness or impact of campaigns to raise awareness beyond a general assessment of knowledge of the existence of trafficking.

Activities to raise awareness organised by the Ombudsperson for Children have included:

- Information pamphlet on Child Rights which includes information on trafficking;
- Round tables on domestic violence and child abuse organised within the framework of preparations for the Second World Congress against Commercial Sexual Exploitation of Children in Yokohama in December 2001. The work was divided into three working groups: policy and legislation; identification and assessment; and access to support/ community based services.

The *Ministry of Labour and Social Policy's* Unit for Development of Gender Equality has developed a National Plan of Action for Gender Equality, which includes anti-trafficking provisions.

UNICEF has developed activities for the children who are potential victims of trafficking:

- Trauma awareness training for professionals who come in contact with the victims of trafficking;
- Child rights training for professionals carried out by NGO representatives trained in child rights;
- Education for children and young people on the dangers of sexual exploitation including the risk of HIV/AIDS and STIs;
- Lectures from the police for young people at schools and youth centres;
- Public information campaign including information for young people, posters, leaflets, stickers, TV spots.

IOM activities included raising of awareness, NGO capacity building and information:

- Campaign to raise awareness in the general public through publications and leaflets and targeting KFOR soldiers through calendars for KFOR;
- Regional Seminar for Prevention of Trafficking and Victim Support in order to foster a national network for the prevention of trafficking and victim support;
- Capacity building with local NGOs and authorities;
- Data base on the scope of trafficking and illegal migration in the region.

The NGOs *La Strada Macedonia* and *Open Gate* are planning a joint prevention campaign including publishing posters and post cards. The campaign will be based on the experiences of other La Strada organisations in the region and aimed at the potential victims of trafficking. A hotline/information line about trafficking will provide information about agencies offering jobs in foreign

countries, risks connected with work abroad, help in the situation of trafficking and contacts with the relevant institutions. It will also gather information about the scope of the problem.

The NGO *HOPS* is doing outreach work with especially vulnerable young people on HIV/AIDS/STIs prevention, including drug users and sex workers.

Other local NGOs have expressed interest in developing and implementing anti-trafficking activities, including training for the high risk groups, raising awareness about trafficking, prevention and education, and outreach work for high-risk groups and potential victims of trafficking.

2.4. Victim assistance

In March 2001, under the supervision of the *Ministry of the Interior*, the government opened a Reception and Transit Centre for irregular migrants and trafficked women, with capacity for 20-30 persons. The Transit Centre provides extended lawful stay for the trafficked women on a voluntary basis. The Centre is the result of a multidisciplinary approach by the Department for Organised Crime, the Department for Foreigners and Asylum seekers, the Office of the Public Prosecutor and the Ministry of Justice. It is managed jointly with IOM, and is transit accommodation for women and girls awaiting repatriation. During their stay there they are not allowed to leave the shelter. The government provides security - there is a female guard inside the shelter 24 hour a day and additional guards outside – and covers running costs. Police interrogation of the women takes place in the shelter. There is also a database of all trafficked women, managed by the police. It has to be stated that the Reception and Transit Centre is the only, and very positive, example of a government-run shelter in the region.

In June 2001, the Ministry of the Interior and IOM signed an agreement on screening for trafficked women. According to the agreement, all foreign women, with or without valid documents, are screened at police stations[124] and IOM is informed of any who are victims of trafficking.

IOM co-operates with the government and provides assistance to the trafficked women in the shelter:

- Medical examination (obligatory) and further medical help, voluntary HIV/AIDS and STI tests (HIV/AIDS test now suspended);
- Arranging travel documentation;
- Safe return to the country of origin.

IOM also collects information on the victims of trafficking and has a database of the cases.

UNHCR has supported a *network of NGOs* working on a programme to assist refugees and asylum seekers with legal concerns. The network will also be able to give advice to trafficked women and inform them if they have a legitimate claim to seek asylum.

Local NGOs, including *La Strada/Open Gate, Caritas, HOPS* and *AMW*, are also involved in the victim assistance work and are co-operating with IOM to establish the referral and support system. As part of the referral and support system, NGOs are planning the following activities:

- Prevention and education campaigns;

124. Every police station has one officer in charge of immigration issues and issues of foreigners, who is responsible for the screening.

- Hotline for victims of violence and information line about trafficking;
- Treatment for underage victims of trafficking;
- Assistance to access the social welfare system;
- Counselling, therapy and legal support;
- Shelter for trafficked women.

HOPS is also doing outreach work on HIV/AIDS prevention for sex workers and potential trafficking victims.

2.5. Legal reform and law enforcement

The FYR Macedonia Criminal Code has no specific article that criminalises trafficking in human beings. The existing practice shows that trafficking is not recognised as a crime. Prosecution is usually achieved through the application of two articles of the Criminal Code, mediating prostitution and illegal crossing of a state border. Recently, the government has made efforts to increase the efficiency of prosecuting and convicting traffickers but they are still limited by the lack of an appropriate law, no testimonies from the witnesses and the attitude of the police. The existing anti-slavery law (Art. 418) has been used only recently and in exceptional cases.

The *National Council on Trafficking and Illegal Migration,* appointed by the government in February 2001, has organised an Interdisciplinary Committee led by the *Ministry of Justice* to work on harmonising Macedonian law with the requirements of the Palermo Protocols. Legal reform will include:

- Introduction into the Criminal Code of the new crime of trafficking in human beings, according to the definition from the Palermo Protocol, and also adding punishment to the existing provision for organised forms of trafficking;
- Introduction of the crime of illegal border crossing;
- Change and amendment of the Criminal Procedure Law to facilitate the investigation of all forms of organised crime activities; inclusion of new investigative techniques (electronic and other forms of surveillance);
- Change of the existing regulations on labour and health inspection to enhance the ability to identify trafficked women by introducing changes in the Labour Code and Health Legislation, and by issuing work permits;
- Improvement of international co-operation with other countries for the purpose of extraditing traffickers;
- New asylum law – already in draft form.

Within the *Ministry of Justice*, the *Legal Policy Working Group* has been harmonising the existing anti-trafficking legislation with international law. The new article on trafficking has been drafted (Art. 418a), submitted to the Parliament and now awaits its approval.

Within the *police force*, the Task Force to Combat Trafficking was set up in 2000, with representatives in all districts.

In March 2001, the *Public Prosecutor's Office* issued a letter to the government expressing concern with the low number of prosecutions for trafficking – 80 cases in the period 1997 to 2000. Only 30 cases have been completed. One person received a sentence of five years in prison, but the rest only fines and parole. Forty-seven cases are still pending, and four have been dismissed. The difficulty with the prosecution of traffickers is that there is no evidence against them that can be presented in the court. The witnesses – trafficked women – are not present. In conclusion, the public prosecutor pointed out that

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the new law on testimony and witness protection is needed to combat organised crime.

IOM has organised and supported training for law enforcement authorities. This included a Regional Seminar for Prevention of Trafficking and Victim Support in co-operation with the SECI Centre in Bucharest and the FBI. The seminar was organised for police and customs officers, with the aim of raising awareness and increasing skills among relevant authorities dealing directly with trafficked persons. In addition, IOM has organised training for Ministry of the Interior officials dealing with trafficked women, a seminar on legal issues with the Office of the Public Prosecutor, and a training course for Macedonian NGOs working with trafficked women.

IOM organised two days of training for police officers involved in counter trafficking activities, who work directly with the trafficked women. The sessions were facilitated by La Strada Bulgaria in January 2001. This was a prime example of cross-border and police-NGO co-operation.

ABACEELI[125], through its gender programme, has supported a network of NGOs to draft legislation on domestic violence, as well as providing legal aid for victims of gender based and domestic violence.

125. American Bar Association Central and Eastern European Law Initiative.

3. OVERVIEW OF ACTIVITIES IN FYR MACEDONIA

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs
Prevention & Raising Awareness	**Ministry of Interior** • National Co-ordinator • Draft NPA to combat trafficking • National Council on Trafficking and Illegal Migration **Ministry of Labour and Social Policy** • NPA for gender equality **Ombudsperson for Children** • Pamphlet on child rights	**OSCE** • Round table on prevention **IOM** • Awareness raising campaign for general public and KFOR • Capacity building for local NGOs and authorities • Regional Seminar on prevention of trafficking and victim support • Data base on trafficking and illegal migration **UNICEF** • Programme addressing special needs of children as potential victims of trafficking • Round tables on domestic violence and child abuse	**La Strada Macedonia/Open Gate** • Prevention campaign, including hotline and information line on trafficking **Association of Macedonian Women** • Awareness raising, prevention education **HOPS** • HIV/AIDS prevention with high risk groups **Safe Childhood** • Treatment of child victims of trafficking
Protection & Assistance	**Ministry of Interior** • Shelter at Reception and Transit Centre for irregular migrants and trafficked women and children	**OSCE** • Round table on victim assistance **IOM** • Assistance at the government shelter: obligatory medical screening, psychosocial counselling, safe return **UNHCR** • Supporting network of NGOs working to assist refugees and asylum seekers	**Association of Macedonian Women** • Shelter for victims of trafficking **HOPS** • HIV/AIDS prevention outreach work with sex workers and trafficked women **Safe Childhood** • Help with social welfare system, counselling and therapy, legal support for children under 18.
Law Reform & Enforcement	**Ministry of Interior** • National Council on Trafficking and Illegal Migration – legal reform • Police Task Force to Combat Trafficking in all districts **Ministry of Justice** • Legal Policy Working Group – harmonisation with international law **Public Prosecutor** • Letter on prosecution of traffickers	**OSCE** • Round table on legal policy and security **IOM** • Regional Counter Trafficking Training for Police and Custom Officers • Training for prosecutors, investigation judges, lawyers, NGOs **ABACEELI** • Legal aid for victims of domestic violence and trafficking • Drafting legislation on domestic violence	**La Strada Bulgaria** • Training for police officers of the Organised Crime Unit, in co-operation with IOM

Croatia

1. Overview

Like the other countries of the former Yugoslavia, Croatia has been undergoing social, political and economic transition. The war of 1992-1995, and the post conflict political and economic situations, along with corrupt privatisation policies have resulted in a dramatic decline in industry and employment, and a sharp increase in poverty. Notwithstanding the post-conflict difficulties, Croatia is doing relatively well in comparison to other countries in SEE. In early 2000, Croatia elected a new government, which has presided over the opening up and normalisation of foreign relations.

1.1. Migration, prostitution and trafficking

According to the Ministry of Labour and Social Welfare, women are not trafficking into Croatia for the sex industry. Twenty-four cases of trafficking in women have been recorded in Croatia in the past three years.[126] Approximately 12 women from Croatia have been found in Spain, Switzerland and Italy, the main country of destination for women who are in transit through Croatia.[127] NGOs report that there is some evidence to suggest that trafficking may take place, although the scale of the problem is difficult to ascertain. The information available suggests that Croatia is a transit country, and only to a very limited extent a destination country, for foreign women and girls trafficked for sexual exploitation.[128]

Most information available relates to prostitution and illegal migration. Prostitution is illegal in Croatia and is conducted from bars, nightclubs and private accommodation. There is also significant activity operated through newspaper advertisements, usually involving individual women working from home to supplement low incomes. The bars are mostly located on the edge of towns and are more common in Zagreb, Split and Dubrovnik. There is a mixture of local and international markets in these locations. According to NGOs, prostitution increased with the international presence during the war, but has since, however, declined.

According to an IOM study conducted between March and September 2001, patterns of prostitution and trafficking in Croatia have changed significantly in the past five years. Before 1997, the sex market was concentrated in Zagreb and prostitution operated from bars and nightclubs. It was stopped by a series of raids organised by the police, which closed the trafficking route from Hungary.[129]

After 1997, new routes from BiH opened up, but trafficking became more dispersed. The sex industry spread to tourist towns and places frequented by SFOR military personnel. Recently, there has been more seasonal and temporary employment of women from BiH as prostitutes, advertising through press advertisements with mobile phone numbers as the most common way for clients to contact prostitutes. There is also seasonal prostitution aimed at tourists in tourist spots.[130] However, it is difficult to assess whether this is voluntary or forced and whether or not it is connected to trafficking.

126. IOM, "Sex Trafficking in Croatia. An Assessment Study" Zagreb, September 2001 – draft. p.10.
127. Ministry of Labour and Social Welfare, Report from Conference organised in Stubicke Toplice in May 2001.
128. Interviews with B.a.be. and House Rosa, Centre for Women War Victims.
129. IOM, "Sex Trafficking in Croatia. An Assessment Study" Zagreb, September 2001 – draft.

Croatia

According to the survey carried out by IOM in March 2001, 73 percent of the Croatian population is aware of organised prostitution involving foreign women in Croatia. Although this survey provides some evidence for the presence of foreign sex workers in Croatia, it does not prove the existence of trafficking. Nevertheless, the results are interesting. The majority of the population had heard about foreign prostitution in Croatia from the media, and 36 percent from friends and acquaintances. The highest level of awareness was in Slavonia, which borders on Hungary, FRY and BiH, where 53 percent of respondents knew of foreign prostitutes. Sixteen percent of respondents stated that there were cases of organised prostitution of foreigners in their community. About eight percent responded that there was a case of prostitution of a foreign minor in their community. The largest percentage of those who had heard about child prostitution in their community was in Slavonia (15.6 percent).[131] Slavonia also had the largest numbers of international peacekeepers during the years 1996-1998.

The Ministry of the Interior reports that the use of Croatia as a transit country for illegal immigrants entering Western Europe is a growing problem. The nationalities in recent deportations have included Bosnians, Iranians, Turks and more recently Chinese. The police hold illegal immigrants, who have been detained mainly at the border whilst trying to cross illegally, in a shelter in Jezevo near Zagreb. They are detained there until their papers are in order and they are then deported to their country of origin.

In 2000, the police registered 24,000 illegal migrants crossing the border into Croatia, double compared to 1999. Sixty-five percent of migrants crossed the border from BiH, 28 percent from FRY. Seventy percent had no valid travel documents. Twenty- five percent are of Romanian origin, 28 percent from FRY and 30 percent from Iran. However, only 9 percent of migrants were women and 11 percent children under 18. There is no evidence that any of the women or children might have been victims of trafficking.[132]

During 2000, 198 female citizens from SEE were deported from Croatia: 144 to Romania; 16 to FRY; 26 to the Republic of Moldova; 10 to BiH; and others to Bulgaria, FYR Macedonia (16) and Ukraine.[133]

In 2000, 180 unaccompanied foreign children were found in Croatia. Most of them were from Turkey, BiH, Romania, FRY and Bangladesh. Among them were 27 girls who were sexually abused while in Croatia, BiH or FRY.[134]

1.2. Victim identification, referral and assistance

Women or children who are taken into custody as illegal migrants, are not screened as potential victims of trafficking. The border police are not trained to identify trafficked persons; victims of trafficking are treated as illegal migrants or foreigners involved in international prostitution, and are fined according to the national laws governing these offences.

Illegal migrants, when stopped the first time are fined US$25 and released. They have 24 hours in which to leave Croatian soil. The second time they are stopped by the police, they are detained in the detention centre in Jezevo near Zagreb and deported to the border. In the case of suspicion that a foreigner is a minor, a local Social Welfare Centre is informed and provides assistance.

130. Ibid.
131. IOM, ibid. p. 32.
132. Ministry of the Interior statistics, "Illegal migrations in the Republic of Croatia", Zagreb, March 2001.
133. Ministry of the Interior statistics, letter from 27 November 2001.
134. Article from Jutarnji List, 22 May 2001.

There is no outreach work with sex workers and no HIV/AIDS prevention outreach programmes. Street prostitution is a well-known phenomenon, but does not attract the attention of the government or of NGOs.

1.3. Prosecution

Croatia has signed the Palermo Protocols and is in the process of re-drafting the Criminal Code specifically to include an article on trafficking. The present provisions according to the Croatian Criminal Code are:

- Article 175: slavery and transport of slaves is prohibited and punished by imprisonment for one to ten years. The article includes enslavement of minors and transporting persons in a position of slavery;
- Article 195: trafficking in women of all ages is defined as procurement. This is punishable with a fine through to one to eight years in prison;
- Article 177: an individual can be charged with illegal border crossings. This punishes someone for taking an individual across the border illegally, for purposes of self-interest. This offence usually attracts a fine and deportation to the country of origin. The sentence is usually a fine but can be imprisonment for up to one year. Also, whoever organises perpetration of the criminal offence can be imprisoned for up to 5 years;
- Article 178 (international prostitution): whoever leads another person to offer sexual services for profit can be imprisoned for up to 3 years. Whoever forces another person to go to a country where he/she has no right of residence for sexual purposes can be imprisoned for up to 5 years. If the criminal offence is committed against a child, the perpetrator can be imprisoned for up to 10 years;
- The law on Misdemeanours and Crimes regulates prostitution. Article 12 states that a person who engages in prostitution can be fined up to DM 200 or imprisoned for up to 30 days. Article 7 regulates punishment for the provider or mediator of prostitution who can be fined up to DM 350 or imprisoned for up to 30 days.

There is no commitment on the part of police to treat trafficking as a specific issue. However, there is commitment to work on the issue of organised crime. Croatia has signed "The Agreement on Co-operation to Prevent and Combat Trans-border Crime" with SECI and is a member of the Adriatic Sea Initiative. Bilateral relationships have been developed with Republika Srpska and FRY to achieve more effective border control.

From 1998 to 2000, only five criminal offences were reported under Article 175 of the Criminal Code and 21 under article 178. These cases involved 24 trafficked women, the majority from Hungary and Ukraine, but including two girls under 18 from Romania.[135]

Between 1995 and 2000, 56 persons were arrested as intermediaries in prostitution, including six women. These organisers were also sentenced for employing foreigners without a work-permit, or bearing unlicensed weapons.[136]

The IOM report points out that since prostitution in small towns and villages can hardly escape police attention, the lack of police action should be questioned and addressed. Police officers interviewed for the report either marginalised trafficking as an artificially created problem or called the known cases

135. IOM report, ibid. p. 10.
136. IOM report, ibid. p. 38.

the tip of the iceberg. A second group of interviewed police officers pointed out three obstacles to efficient policing: lack of funds and training, corruption within the force and the absence of a clear and decisive plan of action.[137]

2. Current Responses

It has to be stressed that, in contrast to other countries in the region, there is no evidence that trafficking in women is a problem in Croatia. To date, there have been only a few victims identified and supported, but neither have any efforts have been made to expose any evidence of organised trafficking that might exist.

2.1. National Plan of Action and coordination

In November 2000, *OSCE* organised a Round Table on Trafficking attended by Members of Parliament, representatives of the ministries of Justice, Foreign Affairs and the Interior, international agencies, NGOs and a representative of the Stability Pact Task Force on Trafficking. During the meeting four working groups were established: prevention, return and assistance, legislation and law enforcement.

At the beginning of 2001, the *Ministry of Foreign Affairs* organised an Inter-ministerial Meeting on Trafficking and the Ministry of the Interior was appointed to co-ordinate anti-trafficking activities in Croatia. In July 2001, a National Co-ordinator was appointed, although the Government did not officially confirm the appointment.

The trafficking working group from the Ministry of the Interior is developing a NPA in consultation with NGOs and international organisations. A first draft was finalised at the end of 2001, but without the input from NGOs.

2.2. Roles of government, international organisations and NGOs

The government does not see trafficking as a problem due to a lack of any evidence and no victims of trafficking to deal with.

The position of the international agencies varies. Some see trafficking as a serious but hidden problem, which has to be exposed and combated; some state that trafficking in Croatia is presently a marginal issue but could become a more serious problem because of the economic situation and the deterioration of the position of women on the labour market. Both groups agree that the country needs a plan to combat trafficking and a structured approach to the issue.

Most of the local NGOs see trafficking as a very marginal problem imposed by the international organisations, which introduce their own agenda without taking into account the local situation. These NGOs also point out that women's organisations do not have enough resources to work on existing and pressing issues such as violence against women and the economic situation of women and yet are expected by the international community to start work on trafficking. However some organisations are willing to include anti-trafficking work in their present activities and co-operate with international organisations on anti-trafficking projects.

137. IOM, "Sex Trafficking in Croatia. An Assessment Study" Zagreb, September 2001. p. 49.

2.3. Prevention and raising awareness

In the areas of prevention and raising awareness, the government has taken no action. However, government representatives take part in the anti-trafficking initiatives organised by international agencies, especially IOM and ICMC. The issue of trafficking is also included into NPA of the Government Commission for Gender Equality.

IOM conducted a research study "Sex Trafficking in Croatia", which was published in November 2001. The study was based on media analyses, a review of the current legal framework, a public opinion survey and in-depth interviews with those involved in trafficking, including traffickers, trafficked women, police officers, owners of the establishments, NGOs and government representatives. Due to a lack of co-operation by the police and only a few interviews with persons directly involved in trafficking, the results of the study are not conclusive and do not give a clear assessment of the scope of the problem. Nevertheless the findings were used as a basis for IOM recommendations for actions to combat trafficking that should be incorporated into the NPA. These include:

- Special training for the police;
- Regional co-ordination and sharing of information;
- Establishment of a counter-trafficking unit within the police;
- Legal reform and training for judges;
- Establishment of a shelter for trafficked women;
- Raising of awareness in the media;
- Establishment of a network of organisations to combating trafficking;
- Inclusion and support for NGOs working on the issue of trafficking.

In October 2001, *IOM* in co-operation with the *University of London* organised "Training for Trainers" for government officials and NGOs working on the issue of trafficking.

IOM is also planning a prevention campaign aimed at policy makers, in collaboration with other organisations, *SADA SOS hotline* and *Centre for Women War Victims* that will include a media campaign, a hotline on trafficking, training and education.

UNICEF is supporting an HIV/AIDS prevention programme in Croatia, which includes sex workers as one of the high risk groups.

ICMC, in co-operation with IOM and the Ministry of Labour and Social Welfare, has organised a Regional Counter-Trafficking Conference. The conference "Initiatives in the Republic of Croatia for the Development of the Programme of Action against Trafficking in Women and Children" was held in Stubickie Toplice in May 2001. The goal of the conference was to sensitise both public and participants, to exchange experiences within the region, to educate members of the four established working groups and to work on anti-trafficking action plan. Recommendations for the National Plan of Action were handed to the Inter-ministerial Working Group.

NGOs have not taken any action to date. However, some (ICMC, Centre for Women War Victims) are planning prevention campaigns on trafficking.

2.4. Victim assistance

Until now, there has been no need in Croatia for direct assistance to the victims of trafficking and currently there is no victim assistance programme.

However, the draft NPA includes the establishment of a safe house for trafficked women, psychosocial assistance and a reintegration programme.

IOM and *ICMC* initially co-chaired the working group on victim assistance and return. This position was then transferred to the Ministry of Labour and Social Welfare at the request of the Croatian government. The working group outlined a scheme for assistance and protection and ICMC wrote a draft proposal for the development and implementation of this scheme that included the establishment of a national referral system, and the establishment of a shelter for trafficked women, that would provide medical care, psycho-social support, legal advice, return and legal assistance. Medical assistance would include a general check up, contact with specialists, HIV and STIs tests and STIs treatment.

With the support and collaboration of ICMC*,* the local NGO *Centre for the Women War Victims*, which is currently managing a shelter for victims of domestic violence, is prepared to establish on its premises a shelter for the trafficked women. The shelter would be open to all victims, regardless of whether they express an immediate wish to return to their country of origin. The programme for the centre was based on the example of Stella Polare – a shelter in Trieste, Italy - and the ICMC shelter in Albania. The Stella Polare staff took part in the trafficking conference in Stubicke Toplice in May 2001 and shared their experience and methods of work.

ICMC, in co-operation with local NGOs is planning to establish a national hotline for trafficked women.

2.5. Legal reform and law enforcement

Under the Stability Pact, the Republic of Croatia has signed a "Partner agreement for the preparation of the National Action Plan on the Permanent Stability in the Field of Asylum, Migration, Border Control and Surveillance of the State Border" with the Federal Ministry of the Interior of the Republic of Germany, the Federal Ministry of the Interior of the Republic of Austria and Ministry of the Interior of the Republic of Slovenia.

The *Ministry of Justice* has established a working group on the Preparation of the Alien Law and Asylum Law, which will enable provisions for the protection of victims to be developed.

With support from *UNIFEM,* the local NGO *B.a.b.e.* is involved in the gender assessment of legislation in Croatia, as part of the regional programme organised by *UNIFEM*.

3. OVERVIEW OF ACTIVITIES IN CROATIA

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs

Prevention & Raising Awareness	**Ministry of Interior**
	• Draft NPA to combat trafficking
	• National Working Group on Trafficking
	Ministry of Foreign Affairs
	• Inter-agency working group on trafficking
	• Inter-ministerial meeting on trafficking
	• Appointment of National Co-ordinator
		OSCE
		• Round table on trafficking
		IOM
		• Research study "Sex Trafficking in Croatia"
		• Prevention campaign targeting policy makers:
		  • Hotline on trafficking
		  • Media campaign
		  • Training and education
		• Training for Trainers for NGOs and government officials working on the issue of trafficking
			ICMC
			• Regional Counter-Trafficking Conference
			• Recommendations for NPA
			SADA SOS hotline
			• Planning hotline for trafficked persons
			Centre for Women War Victims
			• Planning participation in IOM/ICMC prevention campaign

Protection & Assistance	**Ministry of Labour and Social Welfare** • Instructions for treatment of minors and women with children	**ICMC** • Co-ordination of the Working group on Assistance and Return • Developing plans for shelter for trafficked persons • Developing plans for return and reintegration programme • Hotline	**Centre for Women War Victims** • Planning shelter (assistance, psycho-social support) in co-operation with ICMC
Law Reform & Enforcement	**Ministry of Justice** • Working Group on Alien Law • Work on new Asylum Law • New Family Law **Ministry of Interior** • Bi-lateral agreements on asylum, migration and border control • Training and seminars for the police and border police	**OSCE** • Round table on trafficking • Working group on legislation and law enforcement **UNIFEM** • Support for local NGOs for regional project on legislation concerning women's rights	**B.a.b.e.** • Regional project on legislation concerning women's rights **Local NGOs** • Participation in national Working Group on Trafficking

Albania

1. Overview

Over the last 10 years, with the fall of communism and the problems surrounding the consequent transition, Albania has emerged as a major player in the trafficking of women and children. It has the dubious honour of being both a major country of origin and for transit of trafficked women for the more lucrative Western European sex markets, and to a lesser degree a destination country for the domestic market in Albania.

Prostitution in Albania is illegal, hidden, and normally run from motels, private agencies, hotels and bars. Pimps or protectors, who are typically part of a larger network, usually manage the women and girls. Trafficking in children for the purposes of begging and drug dealing is also a major problem, with organised networks smuggling children to Greece and Italy. Some of these children are inevitably sold on for the purposes of prostitution, though there is little available information regarding the extent of this problem.

There are three main categories of human beings trafficked to, from or through Albania: Albanian women and girls for the purpose of sexual exploitation; foreign women and girls for sexual exploitation; and Albanian children (boys and girls) for forced labour.

1.1. Migration, prostitution and trafficking

1.1.1. Albanian women - their situation, migration and trafficking to Western Europe

It is estimated that over the past 10 years 100,000 Albanian women and girls have been trafficked to Western European and other Balkan countries.[138] Many of them have been trafficked into prostitution through false promises of marriage or employment, coercion and sometimes kidnapping. The typical profile of a trafficked Albanian woman is a young unmarried woman taken to Italy by a family member, often a fiancé under the promise of marriage and/or employment. Victims typically range in age from 15 to 35 years, which is younger than trafficked women of other nationalities, and some research indicates that up to 80 percent are girls under the age of 18.[139] Police and some local NGOs report some trafficking in girls aged between 12 and 14 years, and the involvement of older women who have become vulnerable through social and personal circumstances. The young age of some victims appears to be due to a culture of early marriage, particularly in rural areas. It is also reported that up to 40 percent of Albanian prostitutes in Italy are minors.[140]

Trafficked women and girls come from all over Albania. However, in recent times they have increasingly been coming from rural areas, as the women in cities and towns have become more aware and better informed about the reality of the situation. Furthermore, widespread poverty and unemployment in rural areas has driven people to emigrate for employment purposes, which is seen as more desirable and lucrative than internal migration. The migration of young men from villages to cities and abroad for work has also influenced the young Albanian women's desire to leave home, as there are fewer candidates

138. National Strategy to Combat Trafficking in Human Beings (draft), Council of Ministers, Tirana, November 2001. p. 12.
139. Daniel Renton, "Child Trafficking in Albania", Save the Children report, Tirana, 2000. p. 9.
140. Ibid., p. 24.

for marriage. This, combined with a change in younger women's personal aspirations for a better life and independence, makes them vulnerable and easy targets for traffickers. In addition, the migration of male family members to work in Greece and Italy has left some families vulnerable to possible criminal activities, including kidnapping.

Gender relations in Albania are still significantly influenced by strong patriarchal traditions, including those of the various versions of the law of the Kanun,[141] particularly in the rural areas of Northern Albania. However, whilst emphasising close family ties, honour, revenge and giving control of women and children to men, the Kanun does not legitimise their sale and exploitation. There have been cases of revenge killings of traffickers by families shamed by the trafficking of their relatives into prostitution. Police report that this has led to a decrease in the number of Albanian women being trafficked, and an increase in trafficking of foreign women. An alarming consequence of the fear of trafficking is a decrease in the number of girls attending high school. Save the Children estimates that in some areas, as many as 90 percent of girls do not receive a high school education, as parents see them as a risk to the family "honour" and keep them at home for fear of lack of security on the route to school.[142]

Upon arrival in Italy or other West European countries, women and girls face force and abuse, which is traumatic and can lead to long-term physical and psychological difficulties. As a woman is an investment, the pimps behave accordingly to ensure a profitable return. Intimidation and fear are used to control them and, as a result, women and girls are often subjected to limited freedom, rape and physical violence, and are sometimes murdered. They receive threats directed at themselves and their families at home. Women and girls also face health and other risks to their well being, by being forced to use drugs and unsafe sexual practices, and through abuse.

Most women and girls work on the streets in Italy, which is a violent and unpredictable environment, though some are trafficked on to other countries in Western Europe including France, Belgium, Germany, the Netherlands, Switzerland and the UK. Police also report a trend towards trafficking Albanian women from Italy further into Western Europe in order to create distance from possible reprisal or revenge killings by the women's families.

1.1.2. Foreign women and girls

Albania is one of the main transit countries for the trafficking of women and girls from Central and Eastern Europe. The women come mainly from the Republic of Moldova, Romania, Ukraine, Russia and Bulgaria. The main trafficking routes into Albania follow the arms and drug smuggling routes, through Romania, Serbia and either Montenegro or FYR Macedonia, from where women and girls are trafficked onto Western Europe or Greece. There are other routes for moving women but the main route is from the country of origin such as the Republic of Moldova or Ukraine to Serbia, Montenegro and Albania and onto Western Europe.

Shkodra is usually the main transit town in Albania for trafficking from Montenegro, and Korca for traffic from FYR Macedonia. Women are generally bought and sold in these cities and then sent to the ports of Durres or Vlora, bound for Italy. Similar markets are reported to exist in Berat, Elbasan, Fier and Tirana. Albanian police report that a decision is made at this stage as to

141. The Kanun of Lek Dukajini is a traditional mediaeval law and code of conduct, which re-emerged in the northern part of the country during the period of transition.
142. Daniel Renton, "Child Trafficking in Albania", Save the Children report, Tirana 2001, p.10.

how "saleable" the woman is; the most attractive ones are sold and trafficked into Italy, the less attractive ones are sold to work in Albania, and the least attractive are often abandoned. Members of this group are sometimes arrested and deported, or picked up by cheaper local networks that run them in prostitution in Albania. Sometimes foreign women are forced to work in Albania during transit.

According to the government figures, 437 women were repatriated to Albania in 2000 and 2001. Forty percent of these women stated that they have been forced into prostitution.[143] In 2000, 125 women were sheltered and returned home through the IOM/ICMC return programme. Thirteen percent were girls under the age of 18. Over 60 percent were from the Republic of Moldova and about 30 percent from Romania.[144] From January to November 2001, there were 60 foreign women in transit in Albania who stayed in the ICMC shelter for trafficked women in Tirana and were assisted by IOM to return home. The majority of these women were from Moldova and Romania.

1.2. Victim identification, referral and assistance

1.2.1. Identification, return and reintegration assistance for Albanian women

Until recently, the system of support organised by international organisations in Albania, was designed only for trafficked women from other countries. There was no shelter or support for Albanian women and girls. Albanian female illegal migrants and trafficked women, who were deported to Albania from Italy or caught by the police during transit to Italy did not receive any support. However, Vlora Women's Hearth, the local NGO running a shelter in Vlora, has been screening Albanian women and now accepts trafficked Albanian women, who have been deported from Italy and are often re-trafficked, if they do not receive immediate assistance. In February 2002, there will also be a IOM shelter in Tirana opened for Albania trafficked women, which will accept longer term cases and provide longer term reintegration assistance.

Before the new IOM programme of reintegration starts to function, IOM is planning to organise a six month campaign of capacity building activities for local NGOs, which will create a Reintegration Support Network to offer direct assistance to trafficked women and girls. Referrals will be made internationally by the IOM offices in destination countries, and domestically by the police and the local NGO in Vlora, which has contacts with deported illegal migrants. Albanian trafficked women will be sent to the new IOM shelter in Tirana and foreign nationals will be sent to the current IOM/ICMC shelter in Tirana.

At the moment, there is just the one shelter for trafficked Albanian women run by the NGO Women's Hearth, from Vlora. The women, who stay there, are referred by the police and NGOs. The majority are women who were judged illegal migrants in Italy and were deported. These returned women are offered counselling, vocational training, support in finding jobs and most of them return to their families.

The return and reintegration of Albanian women requires the provision of support services and security to ensure that women returning home are not caught up in a further cycle of trafficking. Women are currently being returned into an environment in which only extremely limited assistance is available, and to the same situation from which they were originally trafficked. They are often re-trafficked by the same networks, or, upon being ostracised and

143. Draft National Strategy to Combat Trafficking in Human Beings, Tirana, 2001, p. 15.
144. Interview with IOM trafficking programme co-ordinator, Tirana, 16 November 2001.

rejected at home, they "choose" to return to prostitution either in Albania or abroad.

1.2.2. Identification, referral and assistance of foreign women and girls

According to the police, if these women come to their attention as a result of either being arrested or escaping, they fall into two categories: those who were brought to Albania voluntarily; and those who were brought involuntarily. According to the Memorandum of Understanding signed in 2001 between the Albanian Government, OSCE, UNHCR, IOM and ICMC, all foreign illegal migrants should be reported to UNHCR, which does the first screening for trafficked women. Trafficked women who are willing to be repatriated are transferred from local jails or the NGO transit centre in Vlora, to the ICMC shelter in Tirana. Women can stay at the Tirana shelter for up to 3 months and are offered a medical examination, including a STI test and a voluntary HIV/AIDS test, counselling and social services provided by IOM and ICMC.

The police have a duty to inform UNHCR about all the foreign female illegal migrants. UNHCR makes the first assessment of these women and refers those that have been trafficked to IOM, and informs OSCE. Currently, 90 percent of referrals are coming from the police, IOM makes its own assessment, taking into consideration whether the woman wants to return to her country of origin. In situations where women have not been trafficked but still want to return home, IOM is able to help them though the Programme for Stranded Migrants. IOM does not offer any support to trafficked women who are not willing to be repatriated.

If women are judged to have come to Albania voluntarily and/or do not want to be repatriated, they can be fined, or charged with prostitution which carries a jail term of up to three years. These women are then usually deported to the border where the trafficking cycle is repeated, or granted bail and released back to their protectors. These arrangements take no account of the fact that the women may be traumatised and/or extremely frightened, and therefore unable or unprepared to ask for assistance to return home. There is also a gap in the provision of services available for women who do not want to be repatriated immediately but who still require support and protection as victims of trafficking.

1.3. HIV/AIDS

To date, there have been no reports of HIV/AIDS among non-Albanian trafficked women and girls returned from Italy[145]. According to women assisted by ICMC, they had almost always used condoms, a measure pressed on them by their traffickers as a way to count their clients.

1.4. Trafficking of children

1.4.1. Situation

According to the Ministry of Labour and Social Affairs there are at least 6,000 Albanian children in Italian orphanages and 1,000-2,000 children in Greek orphanages.[146]

145. A bi-lateral agreement allows foreign nationals to be re-admitted to Albania if they entered Italy from Albania.
146. Governmental Conference on Trafficking "All Together against Child Trafficking", Presentation of the Ministry of Labour and Social Affairs, Tirana, November 2001.

The trafficking of children in Albania, both boys and girls, appears to be mainly for the purposes of forced labour including begging, drug dealing and activities such as washing car windows. However, there have been some reports of children being re-sold for prostitution. This is organised by networks of traffickers who move the children into Greece where there is a lucrative market for this activity. Newspaper articles also report children being used for organ donation, but this is unsubstantiated.

These children come from all over Albania but the main areas are Berate, Korce, Fier, Elbasan and Tirana. The children range in age from 0 to 15 years. There are reports from an Albanian NGO that girls as young as 12 years are often re-trafficked into prostitution from these begging rings, though there is limited information on this.

Children generally come from impoverished and dysfunctional families. Typically, these children have either never attended school or have dropped out in order to work to support the family. These families are known to the traffickers and are groomed to permit their children to travel to Greece to work. Promises of monetary remittances are made, but cease rapidly after a couple of months.

The majority of trafficked children come from the Roma minority in Albania, although there are also children of Albanian origin and the problem cannot be seen as specific to one minority group. There are several categories of children who leave Albania and stay abroad:

- Those who leave with their parents who then abandon them;
- Those sold by their parents to traffickers in Albania, in exchange for a promise of future income;
- Abandoned children who are taken abroad by traffickers;
- Those who are sent by the family to earn money.

Children are trafficked into Greece either by foot across the mountains, in the back of a lorry or across the border with false documents and with false "mothers". Again, it appears that the connivance of the authorities in both Greece and Albania is an implicit part of the problem.

In the country of destination, children work on the streets, begging, washing car windows and selling things. Older children, over 12, are often involved in illegal activities, and prostitution. There are no special provisions for the treatment of underage illegal migrants in any of the countries of destination, so they are treated the same way as adults. They are arrested, detained, and kept in detention centres together with traffickers and other adult illegal migrants. While in detention they are often abused, mistreated and raped, by the guards and other inmates. After a couple of days they are deported to the border and left there. Younger children, under 12 years old, are placed in orphanages where they are forcibly nationalised and lose contact with their native language.

In Greece the situation of children has recently changed. In 2000, an international NGO, Terre des Hommes (TdH) reported on the many children openly carrying out "illegal activities" on the streets of the main cities of Greece. Today, the Greek police have "cleaned" the streets of the main cities. Traffickers have responded by changing the routes and the characteristics of child trafficking have changed. Around 80 percent of the trafficked children that were in Greece have changed location and activities, and disappeared into other networks, cities or countries. According to TdH, neither the police nor the state institutions nor NGOs in Greece know the whereabouts of the children.

According to sources in Greek national institutions, of the 644 Albanian children who were being sheltered, 487 have escaped, 90 have been sent back to their families, 45 have been placed in institutions and 22 have been caught by the police (source: Greek national institutions). In the last three years, about 75 percent of Albanian children have "disappeared" from Greek institutions.[147]

1.4.2. Return and assistance

There is no reliable information on the number of Albanian children kept in orphanages in Greece. The Greek Ministry of Health had refused the request of the Albanian NGO Help for Children (NPF) for information and access to the orphanages. During one of the anti-trafficking conferences, the Greek General Prosecutor stated that there is no other way to send children back home other than deporting them together with adults.[148] Readmission agreements do not have any special provisions for children, and the deportation procedure is the same for all illegal migrants, including unaccompanied children.

In general the situation of children is resolved in several ways:

- Informal return:
  - Detained and send back together with adult illegal migrants;
  - Returned from the border as result of readmission agreements between Albania, Italy and Greece, together with other illegal migrants. In this case, the Albanian institutions and police are not informed about these actions and the children left alone at the border are easy prey for traffickers and can be re-trafficked.
- Integration into institutions/orphanages – left without contact with their native language and community. The children are integrated into the local society;
- Trafficking to other country. After some time staying in Greece or Italy children can be trafficked further into Western Europe;
- Some disappear or die. [149]

There is anecdotal evidence of:

- Traffic in organs reported by those children who came back from Greece, which is corroborated by some NGO workers;[150]
- Use of children for pornography and prostitution;
- Mutilation of children to make them more profitable as beggars.

If children are caught and arrested in Greece they are treated differently according to their age. If they are 12 years old or over, they are kept in jail, and when there are enough children to fill up a lorry or bus, they are deported back to the Albania border from where the trafficking cycle is usually repeated. Children below 12 years of age are placed in an orphanage. The National Centre for the Protection of Children in Greece, which tries to identify families in Albania to whom to return children, reports that from 272 children found in this situation in 1999, only two had been returned to their families.

1.5. Prosecution

The protectors or pimps are mainly young Albanian men who are involved in trafficking, but who are part of a larger organised crime network for drug or arms smuggling. They see an opportunity for making easy money through the

147. Information from Vincent Tournecuillert, Head of Mission, Terre des Hommes, January 2002.
148. Interview with Director of NPF, Robert Stratoberdha, Elbasan, 14 November 2001.
149. Information from Vincent Tournecuillert, Head of Mission, Terre des Hommes, January 2002.
150. Interview with NPF, Elbasan, 14 November 2001.

exploitation of family friends or neighbours. If lured by the promise of marriage, a woman or a girl is taken overseas on a "honeymoon" and/or in search of a better life.

In a majority of cases, local people living in the border areas are also involved in the trafficking of foreign women. Traffickers are well known in the community and to the police and operate with impunity. The cruelty of Albanian pimps and traffickers is often reported, as well as the fear they generate of revenge against women and their families for disobedience, insufficient earnings and trying to escape. NGOs have stated that they know the names of the people involved and are sure that these names are also well known to the police. The same sources talked about involvement of the local police in trafficking: connections with traffickers; turning a blind eye on their activities; deporting women instead of informing UNHCR about their presence; raping women in police custody; and accusing them of crimes instead of arresting and punishing the traffickers.

According to the OSCE field stations, the police arrested 150 persons in relation to trafficking, between March and November 2001, but pressed charges against only 10 percent. Three persons, involved in the same case, were charged with trafficking and received sentences of 7 years (2 persons) and 9 years in prison. One of the reasons for the failure in prosecution is the corruption of the police and judiciary. The Prime Minister has recently sent a letter to the Ministry of Justice and to the judges with the instruction to pay more attention to the prosecution and punishment of traffickers. A similar letter was sent by the Minister of Justice to the prosecutors.

In November 2001, the police initiated an action against traffickers by raiding places known for trafficking and arresting some of the traffickers amongst others, using the recently established Task Force Against Trafficking within the police.

2. Current responses

2.1. National Plan of Action and co-ordination

In June 2001, the Prime Minister authorised the Ministry of Public Order to create an Inter-Ministerial Working Group on Trafficking with the goal of preparing a National Strategy to Combat Trafficking in Human Beings. The group consisted of representatives of the ministries of Public Order, Labour and Social Affairs, Foreign Affairs, Education and Science, and Justice, the General Prosecutor's Office, the Ministry of Culture, Youth and Sports and the National Intelligence Service, and was headed by the National Co-ordinator. The working group issued a draft of the National Strategy in November 2001. The work was carried out in consultation with the international organisations and local NGOs. The Strategy was approved by Parliament in December 2001. The plan includes concrete actions against trafficking, names responsible institutions and presents a budget for all the activities, which include:

- Research on trafficking;
- Services to protect trafficked persons, including shelters to be managed by NGOs with government support, and training for the staff of the shelters;
- Reintegration programmes for trafficked persons;
- General campaign on prevention and raising awareness supported by the Ministry of Education, and also including anti-HIV/AIDS education;

- Education of women and children regarding protection against trafficking and exploitation;
- Improvement of social and economic conditions for women;
- Measures to prosecute and punish traffickers, including changes to legal regulations and better law enforcement;
- Strengthening control of national borders.

The Plan also includes a deadline for implementation of September 2004, when its objectives should have been reached.

In November 2001, the Ministry of Labour and Social Affairs organised a governmental conference on trafficking. At the conference, the draft National Strategy to Combat Trafficking in Human Beings was presented. The discussion on finalising the co-operation agreements between the government and NGOs, that started at the conference on Corfu in June 2001, was continued. For the first time the problem of trafficking in children was recognised and discussed.

2.2. Roles of governments, international organisations and NGOs

For a long time the Albanian Government denied that the problem of trafficking was a serious issue for their country. The change in attitude towards trafficking is very recent, although even now the government is describing Albania as a transit rather than both a source and a transit country. Several factors have brought about this change:

- Accession procedures to the European Union and the necessity to co-operate with the EU structures, which named trafficking as one of the key issues Albania should resolve.[151]
- US Department of State Report on Trafficking, which placed Albania among the countries which was not putting any effort into combating trafficking.[152]
- Other reports on trafficking in Albania published in 2000-2001, including the Save the Children Report on Traffic in Children,[153] the IOM Report,[154] and the UNICEF Report.[155]
- Signing of the UN Convention Against Trans-national Organised Crime and its two Protocols, and the Palermo Declaration.

OSCE has been co-ordinating anti-trafficking activities among the international organisations and providing support for local NGOs, including capacity building. Most of the direct assistance to date has been provided by *IOM* and *ICMC.*

International NGOs were the first to take action against trafficking and are still very active, especially on the issue of trafficking in children.

Local women's NGOs have been active in the area of anti-trafficking work for a long time now, mainly in the field of prevention and raising awareness. They have published anti-trafficking brochures, and organised training and meet-

151. http://www.popte l.org.uk/aries/members/est/archive/msg00430.html
152. U.S. Department of State, Victims of Trafficking and Violence Protection Act of 2000: Trafficking in Persons Report (2001), Part V. See: www1.umn.edu/humanrts/usdocs/traffickingreport-2001.html
153. Daniel Renton, "Child Trafficking in Albania", Save the Children report. Tirana 2001.
154. Research report "Third Country National trafficking Victims in Albania", IOM, ICMC, Tirana 2001.
155. Jane Gronow, "Trafficking in Human Beings, An Inventory of Situation and Responses in Albania, Bosnia and Herzegovina, Croatia, Federal Republic of Yugoslavia, Former Yugoslav Republic of Macedonia". UNICEF Area Office for the Balkans, 15 August 2000.

ings. Recently women's NGOs have also become more active in the areas of victim protection, work with high-risk groups (sex workers) and advocacy.

2.3. Prevention and raising awareness

To date, there has been no direct action taken by the government in the area of prevention and raising awareness. The government has, however, provided support for the campaigns run by the NGOs aimed at preventing trafficking of women and children (especially the State Committee for Equal Opportunities).

IOM is planning an 18-month long campaign to provide information and raise awareness aimed at potential victims of trafficking, the Albanian authorities, NGOs and the general public, to begin in 2002. The campaign will include data collection, a nation-wide survey targeting potential women migrants, focus groups and informal interviews and discussion.[156]

The information campaign will include the following dissemination mechanisms:

- Training and grassroots networking, as part of the capacity building for institutions dealing with trafficking;
- Seminars and workshops with government officials;
- "Basic facts" brochure, poster campaign, radio jingles and TV spots, TV documentaries, press releases and conferences, seminars for journalists and support for a Trafficking Hotline.

In co-operation with the University of London, IOM also organised a Training of Trainers course on trafficking for the government officials and NGOs in 2001.

OSCE is the co-ordinating body for international anti-trafficking efforts. In addition to holding regular meetings, either *ad hoc* or more formally constituted Friends of Albania[157] meetings, OSCE produces a weekly newsletter.

OSCE has supported the Women's Rights and Anti-Trafficking Education Project (WRATE), which began in November 2000 with the goal of raising awareness in Albania to women's rights under international human rights conventions and domestic law, and to illustrate how trafficking is an abuse of those rights. The project included Training for Trainers in women's human rights and developing a curriculum in training in human rights and trafficking. Sixteen OSCE-trained Albanians conducted 49 seminars for more than 700 people in the last six months of 2001.[158]

UNICEF has been supporting the NGOs Terre des Hommes and NPF to do outreach work with children at high risk of being trafficked and their families.

In October 2001 *UNICEF* started a new project on Rapid Assessment and Response to HIV/AIDS. In Albania one of the target groups are sex workers and returned victims of trafficking.

The international NGO *Terre des Hommes (TdH)* and the local NGO *Help for Children (NPF)* are jointly implementing a prevention project for children and their families, including:

- Training for teachers in anti-trafficking prevention work;
- Debates and meetings in schools;

156. Project for the prevention of trafficking in women though awareness raising and institutional capacity building, IOM, Tirana 2001.
157. Friends of Albania is the co-ordinating body for all bilateral missions and international, governmental and non-governmental organisations involved in providing assistance to Albania. The OSCE holds the Chair of Friends of Albania.
158. "The OSCE Presence and Trafficking", OSCE document, 24 October, 2001, p. 2.

- Prevention materials, including comic strips, stickers, leaflets, video of interviews with trafficked children;.
- Brochures for teachers.

TdH and NPF are also supporting the development of other NGOs working on the issues of child trafficking through transfer of experience.

Save the Children Albania prepared a report on traffic in children from Albania in 2001, providing information on trafficking in young girls for prostitution and boys, primarily, for begging and cheap labour.[159] Save the Children has also fully supported Women's Hearth to establish their shelter in Vlora.

In June 2001, an *NGO coalition* against trafficking in children from Albania was formed during a conference in Corfu organised by Greek NGOs.

Local women's NGOs[160] participated in training in human rights and women's rights, in violence against women and trafficking in women, which was organised by *OSCE.* Training on women rights is also an ongoing activity in women's organisations.

2.4. Victim assistance

Office for Refugees signed a Memorandum of Understanding in 2001 with IOM, OSCE, UNHCR and ICMC, concerning screening of trafficked women, and illegal migrants, asylum seekers and refugees. This agreement is one of the most important developments for the identification and referral of trafficked persons, since it obliges the police to inform UNHCR about all female illegal foreign migrants and provides the means for an initial assessment of detained persons, and, if necessary, intervention by the appropriate organisation.

The government is also providing support and security for the ICMC/IOM shelter for foreign nationals, and the transit centre for both Albanian and foreign nationals run by Women's Hearth in Vlora.

UNHCR is providing screening and referrals to the ICMC shelter for foreign trafficked women.

IOM is providing support for those staying at the ICMC-managed shelter for foreign trafficked women. This includes medical support – examination, testing and treatment - counselling, document processing, travel arrangements and financial support.

IOM is also planning a reintegration programme for Albanian women who have been trafficked abroad. The programme includes six months of capacity building for local NGOs, and the creation of a Reintegration Support Network, which will include governmental and non-governmental institutions with capacity to provide direct assistance to the women, and will run a shelter.

OSCE, through its field stations, is monitoring and evaluating the process of referral and support to trafficked persons from local police stations to the shelter in Tirana.

The International NGO *International Catholic Migration Committee (ICMC)* is managing a shelter for foreign victims of trafficking, who are being assisted by IOM to return home. The shelter accepts only those victims that are volun-

159. Daniel Renton, "Child Trafficking in Albania", Save the Children report. Tirana 2001.
160. Women's Centre, Land o'Lakes, Youth Centre, Counselling Centre for Disabled People.

tarily willing to return home, and offers medical and social services, provided by IOM. Women and girls can stay in the shelter during the time it takes to prepare the travel documentation. If necessary, they can stay in the country for up to 3 months for stabilization.

The local NGO *NPF* is working on the reintegration of children coming back from Greece. According to their assessments, 80 percent of their beneficiaries have been trafficked. The programme of reintegration for children trafficked to Greece includes:

- Assessment of the situation in Greece, in co-operation with Greek organisations;
- Monitoring of informal repatriation (by NGOs);
- Reintegration of children into schools (special classes, special education, support in adaptation, vocational training);
- Development of a legal model for the protection of trafficked children, and lobbying for children's rights.

The local NGO Women's Hearth in Vlora is managing a shelter for Albanian trafficked women and girls returned from abroad and for foreign illegal migrants, who have been stopped while in transit through Albania to Italy. The shelter is supported by Save the Children and USAID. It also provides basic assistance for illegal migrants who have been deported from a third country and await deportation from Albania. These women are screened by UNHCR at the shelter, and those who are willing to return home are referred on to IOM in Tirana. The shelter will be a part of the Reintegration and Support Network of governmental and non-governmental organisations which is being set up to provide assistance to trafficked persons. Both UNHCR (at Vlora) and IOM will screen women, and prepare case profiles and programmes of reintegration. The shelter will provide counselling, vocational training and assistance with finding jobs.

2.5. Legal reform and law enforcement

In January 2001, the amendments to the Penal Code in respect of trafficking were introduced. The new anti-trafficking articles (113 and 114) increased the punishment for trafficking, from 10 to 25 years of imprisonment, and for trafficking in children from 15 to 25 years. They also introduced a new definition of trafficking, which is in compliance with the Palermo Protocol's definition.

The current legislation provides sanctions for criminal offences related directly or indirectly to trafficking in human beings. These criminal offences include trafficking in human beings, in women for prostitution and in children; illegal crossing of the border and assistance in illegal border crossing; exploitation of prostitution, including incitement, intermediation or profit from prostitution; conducting prostitution; exploitation of prostitution in aggravated circumstances involving minors or people incited or forced to exercise prostitution outside of Albania by criminal organisations; the maintenance, exploitation, financing and renting out of premises for prostitution; kidnapping a person or particularly a child under the age of 14; removal of identification papers; and commission of criminal offences in collusion with armed criminal organisations. There are also provisions for the confiscation of property used to commit a crime, the deportation of foreigners involved in criminal offences, and for compensation for civil damages to victims of crime.

The new articles use terminology, which is not clearly defined and is not used in other parts of the Penal Code. This will allow flexibility in interpretation of the law, unless clear guidelines for the judges are available to make the law applicable. There is no law in Albania governing witness protection.

Other activities of the government:

- The Minors Division of the Ministry of Justice prepared analyses of the legal aspects of trafficking in children;
- New provisions for the protection of children – changes in the Adoption Law and Labour Code;
- National Strategy for Children is based on the principals of the CRC;
- Prevention of trafficking in children and implementation of the National Strategy to Combat Trafficking;
- National Strategy for Women includes anti-trafficking measures and prevention activities, including providing girls with a better education and securing their right to education;
- Readmission agreements between Albania, Italy and Switzerland as well as the bilateral agreement between the Ministry of Public Order of Albania and the Greek Ministry of the Interior on co-operation and readmission of children.

Since September 2001, *IOM* has implemented counter trafficking police training, which resulted in the training of approximately 165 policemen, including policemen from the Anti-trafficking Task Force of the Ministry of Public Order. IOM is working closely with the Police Academy and the local NGO *Network Against Gender Violence and Trafficking*. The training has already been integrated into the academic curriculum at the Police Institute.

OSCE, through its field stations, monitors arrests and prosecutions for trafficking and trafficking related offences. The OSCE survey has shown an unfortunate deficit of successful prosecutions compared to the number of arrests, as well as great variations in the rate of arrests in different areas in the country. Those areas, which have traditionally the greatest links to trafficking, are those with the lowest rates of arrest and prosecution.

OSCE conducted an assessment of the Albanian Criminal Code and its anti-trafficking provisions, and prepared an analysis of the existing law. The conclusion of this analysis was that there was no need for new legislation, except where gaps existed, particularly in the area of asset forfeiture and witness protection. Partly as a result of this analysis, the Government's emphasis shifted from drafting new legislation to implementing the existing laws.

A Training of Trainers programme "Policing the Rights of Women" was organised for the teaching staff at the Police Training Institute and the Police Academy in Tirana, with the aim of contributing to the combat of trafficking and violence against women, while ensuring witness protection and maintaining effective police procedures. The original materials were developed by UNHCHR in consultation with OSCE/ODIHR, and then further elaborated by a UK police trainer. The project was implemented by the OSCE Mission in Albania and the National Network against Gender Violence and Trafficking, in co-ordination with IOM.

OSCE is also supporting:

- Development of curricula for police training and for the Police Academy;
- Monitoring of trafficking cases and legal support for trafficked persons;
- Assessment of the legal aspects of readmission agreements and the situation of trafficked children.

TdH and *NPF* are working on the legal aspects of trafficking in children, including the consequences of the readmission agreements and the protection of

unaccompanied minors in exile. The organisations advocate that the governments of countries of destination[161]:

- Take legal and operative measures to ensure that a child victim of trafficking remains in the territory of the respective country temporarily or permanently, with this being similar to the principle non-refoulement for asylum-seekers;
- Provide assistance to children to ensure their physical and mental well being;
- Ensure the protection and safety of a child for as long as he/she in on the territory of the said country;
- Seek information on the family, or legal representative, in the country of origin;
- Take measures for the child's return and reintegration.

TdF and NPF are also preparing a draft Co-ordinated Repatriation Procedures of Trafficked Children between Albania and Greece. The draft includes special measures that must be taken, in compliance with the CRC, while treating underage illegal migrants and victims of trafficking.[162]

161. Terre des Hommes and NFP, "Legal Basis for the Repatriation of Trafficked Children", paper presented at the Governmental Conference "All together against child trafficking", November 2001, Tirana.
162. Terre des Hommes, Draft for " Coordinated Repatriation Procedure of Trafficked Children between Albania and Greece", 13 November 2001.

3. OVERVIEW OF ACTIVITIES IN ALBANIA

	GOVERNMENT	INTERNATIONAL AGENCIES	NGOs
Prevention & Raising Awareness	**Prime Minister's Office** • Appointment of the Inter-ministerial Working Group on Trafficking and National Coordinator for Trafficking **Ministry of Public Order** • National Strategy to Combat Trafficking in Human Beings **Ministry of Labour and Social Affairs** • National Strategy for Women • National Strategy for Children	**IOM** • Information and prevention campaign • Training of Trainers (ToT) on trafficking for government officials and NGOs **OSCE** • Co-ordination of anti-trafficking activities • ToT and training for general public in human rights and trafficking **UNICEF** • Outreach work for children at high risk and their families	**Local women's NGOs** • Training on women's rights, human rights and violence against women • Starting NGOs coalition against trafficking in children from Albania **Terre des Hommes** and **Help the Children** • Implementation of prevention project for children and their families • Support for other NGOs working on issue of child trafficking
Protection & Assistance	**Ministry of Public Order** • Security and support for shelter for trafficked persons • Identification of trafficked persons and referral system • MOU with IOM, OSCE, UNHCR & ICMC	**UNHCR** • Screening and referrals to ICMC shelter for foreign trafficked women **IOM** • Support for trafficked persons at ICMC shelter (return and reintegration) • Plans for reintegration programme for Albanian trafficked women and children	**ICMC** • Shelter for foreign trafficked persons **Help the Children** • "Children in exile" project – reintegration of children coming back from Greece **Vlora Women's Hearth** • Shelter and transit centre for trafficked Albanian women and foreign illegal migrants (supported by Save the Children and USAID)
Law Reform & Enforcement	**Ministry of Public Order** • Anti-Trafficking Task Force within the Police • Trafficking added to curriculum of Police Academy • Readmission agreements with Italy and Switzerland • Agreement with Greece on readmission of children **Ministry of Justice** • Changes in Adoption Law and Labour Code, Witness protection and confiscation of assets	**IOM** • Training for the police on trafficking • ToT for Police Academy • Trafficking included in PA curriculum **OSCE** • Monitoring of arrests and prosecution of traffickers and support for the trafficked • Assessment of Albanian criminal Code • Training curriculum for the police and for the Police Academy • Work on legal aspects of trafficking	**Terre des Hommes** and **Help the Children** • Work on legal aspects of trafficking in children • Preparing draft Co-ordinated Repatriation Procedures on Trafficked Children

Victim Referral and Assistance System and Gaps Therein

1. General Principles

Assistance to trafficked persons should be based on the principles of protection and respect for the human rights of women and children, non-discrimination, access to justice, safety and fair treatment, free will and no harm done:

- All trafficked persons should be identified as such and the identification should be based on the Palermo Protocol definition and other international standards;
- There should be no prosecution of trafficked persons and they should not be treated as illegal migrants;
- All victims should have unconditional access to justice and to a shelter and should receive assistance for an appropriate period of time;
- Those who are willing should be able to return home;
- Those who want to testify should be able to do so. They should be able to await the trial in the country where it will take place, to testify during the trial, and, when appropriate, take part in any witness protection programme afterwards;
- Those who cannot return to their home country should have a fair chance to seek asylum or apply for resettlement or resident status;
- All victims should be able to participate in reintegration programmes and receive security protection, medical help, psychological counselling, legal advice and long-term social support (vocational training, job placement, housing) so that they secure employment and independence;
- All children under 18 years of age are entitled to special protection and treatment.[163]

2. Current Victim Referral and Assistance System

In the countries of transit and destination in SEE, trafficked women and girls come in contact with the authorities or NGOs through:

- Detention or arrest by the police during bar raids;
- Detention or arrest by the police during routine controls (traffic control, checks of sanitary and labour conditions in bars);
- Escape and asking the police for help;
- Escape and asking their national embassy for help;
- Assistance from a client who informs the police;

163. Compare: "Human Rights Standards for the Treatment of Trafficked Persons", Global Alliance Against Traffic in Women, Foundation Against Trafficking in Women, International Human Rights Law Group. January 1999. http://www.inet.co.th/org/gaatw/HRSIndex.html

- Information from friends, family or NGOs from their home country, who contact NGOs or the police in the countries of transit or destination;
- Termination of the contract with the club owner and his/her agreement to departure.

But the questions: "who is the victim of trafficking?" and "how to recognise trafficked women among foreign illegal migrants, who usually work in prostitution?" remain.

While it is not possible to estimate the exact numbers of trafficked women and children in the region, it is possible to make some generalisations based on information collected from various sources, including IOM, local NGOs and police. For the purpose of this chapter, the estimates refer to percentages and not to total numbers, and do not describe the situation in any particular country but the average estimated rates for the region.

- 90% of all migrant sex workers are trafficked, according to the Palermo Definition;
- Victim referral and assistance system reaches only 1/3 of foreign trafficked women;
- No special protections for children under 18;
- No system exists for identification, referral or assistance of internally trafficked women and children;
- No system exists for identification, referral or assistance for children trafficked for forced labour.

According to local NGOs working on trafficking in the region, at least 90 percent of foreign migrant sex workers in the Balkan countries can be recognised as victims of trafficking, according to the Palermo Definition. However, the identification process and the referral and assistance system in the countries of transit and destination reaches only a small group of trafficked persons, estimated to represent only 1/3 of all foreign trafficked women and girls. There is no system to identify or refer internally trafficking women and children, children trafficked for forced labour or younger children trafficked for prostitution.

In reviewing the current programmes of assistance for the victims of trafficking in SEE described in this report and the gaps in those programmes, some common principles and patterns can be observed and identified. For the purpose of the analysis, these can be grouped into four areas:

1. Identification and referral
2. Assistance
3. Reintegration
4. Prosecution

The issues of prevention and reintegration are linked, but this chapter will only focus on the victim referral and assistance system and reintegration assistance. The whole area of prevention warrants a separate comprehensive review. Prevention and programmes to raise awareness need to be evaluated for their effectiveness and impact.

Prevention campaigns are usually aimed at potential victims of trafficking (or high risk groups), youth, journalists, people working with high risk groups (social workers, teachers), law enforcement agencies, policy makers or the general public. In general, the most effective are those campaigns, which are organised by or in close co-operation with local groups, and are reaching particular communities or target groups. Knowledge about the existence of trafficking, after years of media attention, is quite wide spread. What is lacking is the recognition that trafficking is a problem or potential problem for particular groups/communities and the lack of involvement of those groups in counter-

trafficking activities. As long as trafficking is perceived as an issue concerning migrant women and anti-trafficking activities are organised by international organisations, there will be no real counter-trafficking activities at the local level.

There has also been very little analysis of the prevention of trafficking beyond the very general picture of the causes of the economic and social situation of women that are related to female migration. Although trafficking often occurs within the context of migration, it is not necessarily a result of migration itself. There has also been no analysis of the differences between adult and child trafficking, particularly the differences in causes and patterns of trafficking in teenage girls under 18, young women over 18 or young children under 12.

2.1. Identification and referral

According to the organisations assisting victims of trafficking in the region, in almost all the cases that they assisted, the first point of contact with the trafficked women was through the police. The police are the first to identify trafficked women, usually immediately following a bar raid. Although there have been many courses to train and raise the awareness of the police in the region on trafficking, there are no specific guidelines for local police on the process of identifying trafficked women and children in line with Palermo and other international conventions.

In general, the police base their selection on the following categories:

1. Women with valid documents (passports, visas, work visas), whom the police have no right to question;
2. Women without valid documents who can be questioned and arrested by the police:
   a. those that want to return home are recognised as victims of trafficking;
   b. those that do not want to return home are not recognised as victims of trafficking but as illegal migrants.

2.1.1. Trafficked women and girls with valid documents

During bar raids or routine controls, the police do not usually arrest, take to the police station or interrogate women with valid documents, i.e. those that have valid passports and visas to stay and work legally in the country. This group is not questioned and the police have no mechanisms to identify trafficked women among them, unless the women request assistance at the time of the raid. This very rarely happens because most women and girls have a language barrier, a lack of knowledge of their own situation and a fear of the police, traffickers and pimps. Girls under 18 often have false documents and pass as adults. There are no guidelines or procedures in place that clearly outline the obligation of the police to identify children under 18 and steps they should take to ensure that this obligation is met.

Therefore, from the start, one significant group of trafficked women and girls is not recognized as such. According to the information gathered from the police and NGOs in the region, this group constitutes approximately 30 percent of all trafficked women and girls working in bars and brothels. Some of these women are able to seek the assistance, contact the police or an embassy, but they have to do it on their own.

2.1.2. Trafficked women and girls without valid documents

According to the police, IOM and local NGOs, women and girls without valid documents constitute about 70 percent of all trafficked women and girls. This

is the group that the police detain, interrogate and further divide on the basis of whether:

- they are illegal migrants;
- they work as prostitutes;
- they are willing to return to their country of origin.

The referral system is a crucial part of the whole assistance, return and reintegration system. The identification is closely related to the provision of assistance and the police must know where and to whom to refer trafficked persons for assistance. Unless there are clear rules for identification, assistance and reintegration, and services available to assist all groups of trafficked women and children, the referral system cannot be developed.

In the majority of the destination and transit countries, the main organisation that has developed and has been providing services to assist trafficked persons is IOM. IOM programmes for stranded migrants are designed to support those migrants who voluntarily want to return to their countries of origin. The same requirement applies in the case of the IOM's support for trafficked persons – IOM assists those who are voluntarily willing to return home. IOM co-operates with state institutions, Ministries of the Interior and the police, and has agreements with those institutions for the referral of trafficked persons to IOM programmes of assistance.

This situation has had an impact on the referral system. Those women who are not willing or cannot decide, while being interrogated by the police, to return to their country of origin, are not usually recognised as victims of trafficking but are treated as illegal migrants. In some countries, these women are not referred to IOM at all. They are arrested, charged with illegal border crossing and/or prostitution and after approximately 30 days are deported to the border. At the border, they are often picked up by traffickers and end up back at the bars and brothels. In some cases, women who are not willing to return home, are set free by the police (in Kosovo, for example) and go directly back to traffickers. The police and IOM estimate that less than half of an estimated 70 percent of women and girls without valid documents who are questioned or interrogated by the police become part of the IOM programme. Thus, not more than 35 percent of all trafficked women and girls are referred to the existing assistance programmes.

- 65% of victims of trafficking are NOT identified by the police;
- 30% with legal valid documents are not questioned= left in bars/brothels;
- 35% without legal documents and unwilling to go home are charged, detained, deported to border = back in bars/brothels;
- 35% without legal documents and willing to go home are referred to IOM = assisted.

In addition, there are also women who are released or even sent by the bar or club owners to IOM to avail themselves of the opportunity for free travel back to their home country. They present a well-rehearsed story in order to receive assistance. Especially in situations where the corrupt police co-operate with traffickers, the women referred to IOM as those who need assistance, might be those who are allowed by the traffickers to go back. Some of them come back again with newly recruited women.

Sometimes the identification also depends on the woman's willingness to testify. Police often promise help in exchange for testimony against traffickers.

Another group of women who are not recognised as victims are those that do not know what trafficking is, do not understand their own legal situation, and

are convinced that they themselves are criminals (and can be charged with prostitution, illegal work, illegal border crossing, etc). They are, therefore, afraid of the police, and when asked, answer that they are not trafficked. These women are often too frightened or traumatised to communicate with the police or are unaware that they can ask for assistance - especially when they are questioned in the bar, in front of the owner, and in the presence of other people. Women, who have been taught not to trust the police, are convinced that they are the ones who have committed a crime and are afraid of their bosses, do not want to reveal any information and to incriminate themselves.

Girls under 18 are a special group - even if their transportation and work in the country of destination was arranged with their consent, and not by force or deceit, they must still be recognised as victims and provided with assistance.

65% of Trafficked women and girls are not identified and referred for assistance

Obstacles	Remedies
• Lack of guidelines or procedures for identifying all victims of trafficking, according to Palermo Definition. • No procedure for identifying women with legal documents as trafficked. • Girls under 18 pass as adults. • No procedure for children under 18. • Police only involved in identification. • Victim's lack of awareness of their own situation and of trafficking. • Victim's fear of police, traffickers and consequences of illegal stay and work in sex industry. • Lack of assistance/services for victims not willing to return home. • Women are blackmailed by the police to testify, and are refused support if they do not agree to cooperate with the police.	• Standardised procedures for identification of both adults and children (based on Palermo Protocols), with written guidelines. • Independent agency doing assessment of the situation and identification of the victims (NGOs, social workers, etc.). • Training for the police, NGOs and other agencies involved in the process of identification. • Time and safe space for women to understand situation and their rights and to consider available options. • Monitoring and evaluation for system of identification.

2.2. Assistance

Generally, it can be stated that as a result of the organisation, or lack of organisation of the identification and referral system, not more than 35 percent of trafficked persons are recognised as such and receive assistance in the countries of destination and transit.

In the countries of destination, IOM interviews women referred to them, organises temporary accommodation, travel documents and safe return to their country of origin. All women and girls who are part of the IOM assistance programme are sent back home. A "victim's profile" is sent by IOM to the trafficked person's home country where local NGOs or IOM offices offer further assistance. In the shelter, women and girls undergo a medical examination, including a gynaecological examination. Usually, as part of the IOM reintegration assistance, women and girls receive US$50 upon leaving the country of destination and further US$100 in two instalments in their home country. There are no special programmes or special procedures or services for girls under 18.

At present, in all locations except the FRY Republic of Montenegro where a local NGO is running a shelter for trafficked women, IOM is only offering assistance to women who are willing to return home. This situation is caused by

the fact that IOM is the only organisation with structured and well-funded assistance programmes. Even though the La Strada network has experience and methodology in anti-trafficking work, which is often used by other organisations including IOM, it lacks capacity and resources to offer assistance to trafficked persons on a larger scale. Currently, ICMC in BiH and La Strada in FYR Macedonia are developing programmes of assistance for the victims who do not qualify for IOM's assistance. Other local NGOs are even less able to do this.

Another problem is the circumstances of women who decide to testify against traffickers. They decide to do that often at great personal risk, believing that their decision will make a difference and that the traffickers and pimps will pay for their crimes. In reality, the conviction of traffickers is very rare and the testimonies of their victims often lost. When women are sent back home before the trials, only the written statements are read in court, and these have to compete with the testimonies of witnesses brought in by the traffickers. This weakens the case for the prosecution and consequently the possibility of conviction. There is no civil procedure. Due to the lack of legal mechanisms, women frequently cannot wait for the trial to take place and are sent back home not knowing the results of their actions and facing the risk of revenge.

65% of Trafficked women and girls are not assisted

Obstacles	Remedies

• Focus on return of trafficked persons and their legal status as irregular migrants instead of status as victims of trafficking.
• Restricted access to shelters - no safe place or assistance to victims not willing to return to country of origin.
• Lack of special services and treatment for children under 18.
• Lack of legal framework for assistance – there are no provisions allowing women to stay in country of destination, even to testify.
• Lack of engagement of local NGOs in assistance work.
• Inadequate security and lack of witness protection.
• No alternatives to return.
	• Focus on status of women as victims and not illegal migrants.
	• Standard minimum treatment of trafficked persons accepted by all institutions taking part in assistance, return and reintegration.
	• Unconditional access to shelters and services.
	• Special services for children.
	• Guidelines and procedures for assistance and return of children under 18 based on the "best interests of the child".
	• Creation of legal framework for:
	  • Legal stay for the duration of recovery;
	  • Asylum;
	  • Witness protection.
	• Funding for capacity building of local service providers (local NGOs and government).
	• Provision of security for trafficked persons and service providers.
	• Information for trafficked women on options and alternatives to repatriation.

2.3. Reintegration

Upon arrival in their home country, and an interview with IOM, trafficked persons who qualify are offered medical assistance, shelter and financial support. The majority of women do not take the offer for further assistance and do not contact the NGOs or stay in touch with IOM, except for the personal or phone contact necessary to collect the US$100. Half of the returned women and girls claim that they can go back home and live with their families, which means that they are going back into the situation from which they had tried to escape. Some, about 30-50 percent of the returned trafficked women and girls, confronted with ostracism, a negative attitude in the family and lack of opportunities contact the traffickers and return to the cycle.[164]

Not many women and girls receive really long-term support. According to IOM, reintegration assistance should "address the root causes of trafficking and avoid potential re-trafficking of the victims after return. Reintegration elements to be included are, *inter alia*, medical and psychological assistance, security protection, vocational training, job referral, subsidised employment, self-employment and micro credits."[165]

In reality, according to NGO and IOM data, these components are rarely delivered. The routine procedure is to send women back to the place from which they were trafficked with a list of NGOs operating nearby. It appears that contact with IOM is usually continued only because the women have to stay in touch to collect the second and third instalments of their social support money. Additionally, local NGOs give the reasons why returned women do not continue to seek support as a lack of resources, of local capacity and of long-term service provisions.

As many NGOs point out repeatedly, working with trafficked women is a very difficult and long-term process. It requires well-trained and committed staff, a good understanding of the issue and a well-developed work methodology and individual approach to each case. Some of the women, who are suffering from post-traumatic stress disorder need long term (two to three years) individual therapy. The majority need far reaching economic and social support: vocational training; jobs; housing; micro-credits. At this moment this kind of reintegration assistance is available to almost no one. Of the 35 percent of trafficked women and girls repatriated to their home country, it would appear that only one in five, or seven percent, received any kind of long-term help or support.

Another issue is the security of the returning women. While their security is a priority in the country of destination and during the journey home, there is not much consideration for their safety after return. There are no security measures for the women once they have returned. In situations where women still owe money to the traffickers, or where they have testified against them, they or their families can be in danger. Women placed in the same environment from which they were trafficked, without any protection, are easy targets for re-trafficking and, if they had decided to testify, for revenge.

It has to be said that the system of return and reintegration assistance does not yet work well, when less than seven percent of trafficked persons receive real assistance and support. It requires the provision of support, services and security to ensure that women and girls are not caught up in a cycle of repeated trafficking. The NGOs' capacity to assist victims is very limited – shelters are small and mainly used for the victims of domestic violence. Often, there are no trained psychologists or social workers that could help the women. The special needs of girls under 18 are not addressed at all. Few organisations that could help have resources for starting programmes for trafficked persons. No one is offering long term reintegration programmes – professional skills training, educational opportunities, or loans. Except for very basic temporary accommodation for the most desperate women, there is no alternative to returning to the traffickers or going back home, usually to the situation which had created the conditions for the woman to be trafficked in the first place.

164. Information from "Save the Children Moldova", interview with Mariana Petersel, 20 July 2001.
165. "Trafficking in Persons: Update and Perspectives", IOM, MC/INF/245, 22 November 2000, p.3.

Reintegration reaches only 7 % of trafficked women and girls

Obstacles	Remedies
• Weak reintegration programmes due to lack of funding and co-operation between government, NGOs and international organisations. • Lack of support from Governments, who leave all responsibility to international agencies. • Disempowerment of local NGOs and lack of capacity. • Shame and stigma of being labelled as a prostitute. • Discrimination against women and girls in general, lack of opportunities, low social position of women, bad economic situation, unemployment, and family violence.	• Implementation of NPAs - commitment of governments, international agencies and local NGOs to organise and run reintegration programmes within NPA framework. • Cooperation with and funding for NGOs. • Long term programmes leading to sustainability: social and legal support, education and vocational training, re-schooling in skills relevant to local needs, sustainable jobs, system of micro-credits. • Counselling and long-term support for traumatised victims. • Special support to girls under 18. • Programme to raise awareness and prevention programmes. • Empowerment of women and girls.

2.4. Prosecution

The current situation is characterised by the following:

- Majority of trafficked persons do not receive assistance;
- Some of the victims are returned to the same conditions that originally caused them to be trafficked;
- Some are trafficked again, after taking part in return and reintegration programmes;
- New women are being trafficked to the Balkans and Western Europe.

In this context, there is a danger that the whole system of victim assistance and reintegration will have to expand to accommodate still bigger groups of women and girls if trafficking is not stopped. Prosecution of traffickers, therefore, is an essential part of the system.

At this moment, prosecution is the weakest part of the whole anti-trafficking system in SEE. Even if, in some countries, there are many people arrested and charged with trafficking, very few are prosecuted and sentenced. In countries where there is no anti-trafficking legislation, this is presented as the obstacle to prosecution, although the existing law, if applied, is usually sufficient to prosecute traffickers for crimes of kidnapping, slavery, sale, rape, etc.[166] In countries where there is a new anti-trafficking law, corruption of the local police, who are deliberately not taking any action against traffickers, is therefore highlighted. However, in BiH, where international police (IPTF) accompany local police or in Kosovo, where international police (CIVPOL) are responsible for anti-trafficking actions, there are not many more cases of successful prosecution in comparison with other places.

In Kosovo, the new legislation, which came into force in January 2001, not only allows traffickers to be arrested but also enterprises suspected of facilitating trafficking to be closed and the assets gained from trafficking to be confiscated. However, until the end of November 2001, there had been just a few cases of prosecution of traffickers and only one person had been sentenced. Not one bar was shut down permanently and there were no cases of assets being confiscated. The lack of witness protection programmes, a complicated law that is not understood by judges, lack of training for law enforcement agencies and the judiciary, and corruption among not only local police but also

166. For example, see OSCE legal review of Albanian legislation: „Review of Albanian Legislation on Trafficking in Human Beings", 5 April 2001, OSCE, Tirana, Albania.

among the politicians and allegedly amongst UN personnel, are the most commonly cited causes of impunity.

Prosecution of traffickers is the most basic precondition for preventing trafficking and stopping the "recycling" of women and girls. Otherwise, the anti-trafficking action will stimulate illegal migration and trafficking rather than reduce it. Return programmes will become free travel agencies used by traffickers to send back, at the international community's expense, those women and girls whom they choose to release.

Prosecution – Little Progress

Obstacles	Remedies
• Lack of political will and action against traffickers. • Lack of anti-trafficking legislation. • Failure to apply relevant existing law except to prostitution. • Lack of enforcement of law due to corruption, lack of understanding of the legislation, lack of knowledge about trafficking and anti-trafficking legislation. • Lack of information and training for the police and judiciary. • Written testimonies of the victims of trafficking are not sufficient evidence in the court. • No witness security. • Lack of international co-operation and exchange of information.	• Political will. • Legal reform to implement Palermo Convention and Trafficking Protocol. • Law enforcement. • Monitoring of law enforcement. • Anti-corruption measures and programmes. • Training of law enforcement agencies and the judiciary. • Using confiscation of assets and closing enterprises involved in trafficking as part of anti-trafficking measures. • Witness security and assistance programmes. • International co-operation, exchange and training.

2.5. Summary and concluding observations

At present, governments in SEE have failed to discharge their international obligations with respect to protection and assistance for trafficked persons. Regional organised victim assistance programmes are currently implemented through IOM as part of their voluntary return programmes, and are therefore designed only for those trafficked women who would like to return home voluntarily. In some cases, NGOs are providing assistance on an *ad hoc* basis, including legal and psychological counselling, medical help and help in return and reintegration for trafficked persons through direct contact between countries of destination and origin.

There are no standard procedures for the treatment of trafficked persons and no standard protocol for the behaviour of the law enforcement agencies, international organisations and NGOs providing identification, referral and assistance. Decisions about the status of trafficked persons are very subjective and the support they receive is inadequate. There is no monitoring or evaluation of assistance and reintegration programmes. There are also neither special procedures or programmes for the girls under 18 nor any HIV/AIDS/STIs prevention and protection programmes incorporated into the assistance, return and reintegration activities.

There is no comprehensive and systematic referral system. Women arrested during bar raids or who ask for help from the local police to return to their countries of origin and are judged by the police[167] to be trafficked, are referred to IOM or UNHCR. If the police decide that a woman came to the country voluntarily or does not want to be repatriated, she can be charged

167. In BiH and Kosovo, international police.

with prostitution, entering the country illegally or illegal work and stay. Sometimes women are fined, and usually deported to the border, where they contact traffickers and are trafficked again. Girls under 18 are treated as adults.

There is also a group of women who are too frightened or traumatised to communicate with the police or who are unaware that they can ask for assistance. On the other hand, there are also women who repeat a well-rehearsed story in order to be sent back home. Especially where corrupted police co-operate with traffickers, women referred to the IOM as those who need assistance, might be only those who are allowed by the traffickers to return home. Some of them come back again with newly recruited women.[168]

There is almost a complete lack of support and assistance for trafficked women and girls who do not wish or cannot be voluntarily repatriated. There is very little exchange of information at the regional level among the NGOs involved in the assistance and reintegration work, and practically no donated financial or technical support for the NGOs that have the experience and the will to help trafficked women.

Reintegration programmes for trafficked persons are the most controversial, difficult and undeveloped part of the whole victim referral and assistance system. To date, the minimum reintegration assistance in home countries includes safe accommodation for the first night, a medical check-up and a reintegration allowance. There is no special assistance for children. Women leave the shelter after the first day back in their home country and disappear. Some of them contact traffickers and go abroad again. Others leave the safe accommodation with a list of activities offered by IOM or a list of NGOs that are supposed to help them.

Unfortunately, the limited assistance is still insufficient. Housing, jobs and credits are not part of the basic reintegration package. In some cases, especially when women and girls are traumatised, special help is very difficult to find and achieve and requires years of support or individual therapy. In other cases, when women are not able to go back to their families, they need assistance to organise an entirely new life, which again requires long term commitment on the side of assisting organisations and substantial financial input. Furthermore, reintegration programmes cannot be organised outside of the broader context of the empowerment of women and girls, changes in their political and social status as well as their economic situation. These are the underlying causes of the difficult situation of women in countries of transition.

The system of the identification of trafficked persons, referral, return and reintegration does not work well. It requires the provision of support, services and security to ensure that trafficked women are not caught up in a cycle of repeated trafficking.

3. Examples of Good Practices

In some countries, actions are already being undertaken to overcome the shortcomings of anti-trafficking measures, including new initiatives to develop better systems of support, undertaken mainly by the coalitions of NGOs and international organisations. These initiatives aim to develop mechanisms that will ensure that the process of identification will reach all victims of trafficking, including those staying in the destination country legally and those not willing

168. Information from "Save the Children Moldova", interview with Mariana Petersel, 20 July 2001.

to go back home, and that the whole anti-trafficking process will focus in the first place on the protection of all trafficked women and their well-being.

3.1. Identification

Remedies identified in relation to the shortcomings of the identification process are based on the elements of the systems of identification already functioning in different countries:

- In *Albania and FYR Macedonia*, IOM, OSCE and UNHCR have signed a Memorandum of Understanding with the Ministry of the Interior. According to the agreement, all victims of trafficking have to be referred to IOM;
- In *FYR Macedonia*, UNHCR is responsible for the identification of trafficked women. All victims – those who want to go back home and those who want to stay are referred to IOM and placed in the shelter run by the Ministry of the Interior;
- In *FRY Republic of Montenegro*, as a result of the Memorandum of Understanding signed between the Ministry of the Interior and local NGOs, all trafficked women who were found by the police are placed in the shelter run by the NGO. The police interrogate them after three or four days. During this time the women have time to recover, receive information about their situation and counselling, talk to specialists, and to decide if they want to testify;
- In *Montenegro,* all institutions involved in the process of assistance to trafficked women agree on common principles, based on human rights and a code of conduct for treating the women;
- In *FRY Republic of Serbia (excluding Kosovo),* OSCE has prepared a standardised procedure and referral system for trafficked women, including special procedures for children. The identification is going to be carried out jointly by representatives of the police, IOM and the NGOs; all women will have access to the shelter and the aim is to protect women's and children's rights.

3.2. Assistance

In the *FRY Republic of Montenegro*, and in exceptional cases in *Albania*, those women who are not willing to or cannot return home, can be placed in a shelter. In *BiH* and *Croatia*, plans for a shelter with unrestricted access are being developed.

There is a great need for support for women that are not willing or cannot return home, as they constitute an estimated 70 percent of all trafficked persons in the region. Even if in the current situation it is unrealistic to expect that all women would be able to stay in the country of destination or in another country in the West, they cannot be refused assistance as persons who have had criminal acts perpetrated against them. A safe place to recover, counselling, explanation of their situation and the available options, legal advice, information about the meaning and consequences of testifying against traffickers and information about support and reintegration programmes back home, are necessary and will assist women in making informed, albeit very limited choices.

Distinction between young women and girls under 18 is important as the legal obligations towards children are different under international law. When dealing with children, the general principles of the CRC should be used as guidance: the best interest of the child should be the primary consideration in all actions taken. Appropriate shelter should be provided for children. If they are

placed in a shelter for victims of trafficking or domestic violence with adults, then staff should be trained and special services should be provided. Before a trafficked child can be repatriated, the safety of the child in their home country must be assessed. "Best interest of the child" should guide the decision of the child's legal guardian in the host country based on the assessment of the family situation or suitability of child care agencies in the country of origin.

3.3. Reintegration

At the moment, a more developed reintegration programme exists only in *Moldova* where IOM and La Strada have established a reintegration programme and a shelter for the victims, managed directly by IOM, which is able to answer most of their needs.

Also in *Moldova,* there are some initiatives in the field of economic empowerment and support for the victims:

- La Strada was able to start co-operation with the Ministry of Labour and with private entrepreneurs, to secure jobs for returning women;
- Social Solidarity – an Italian NGO gives micro-credits, allowing women to start their own businesses;
- ILO is organising a programme to strengthen the position of women on labour market and to provide the victims of trafficking with work opportunities.

In *Bulgaria,* La Strada runs a programme for the victims of trafficking that suffer from the post-traumatic stress disorder, involving long-term individual therapy and psychological support.

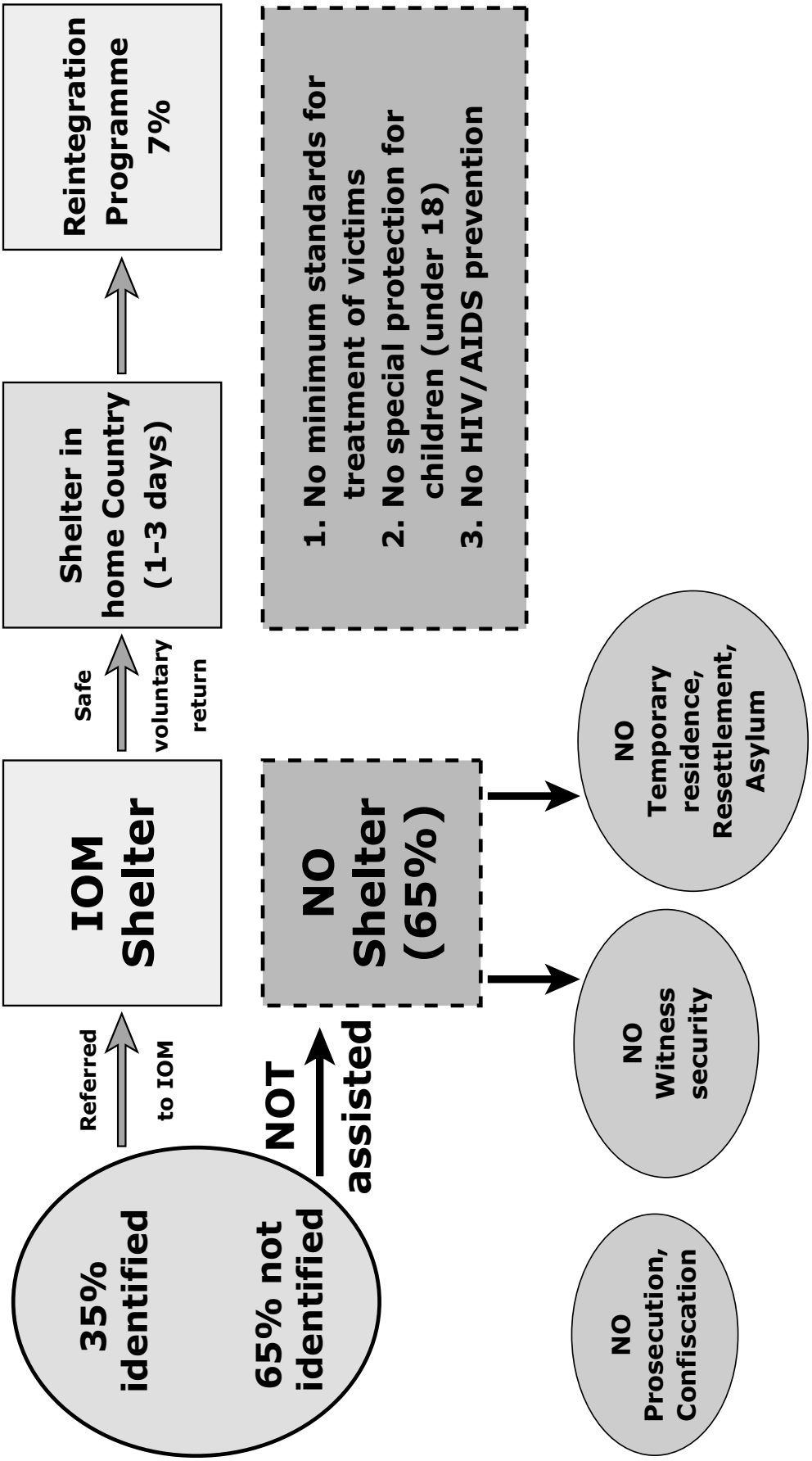
In relation to children, reintegration needs and possibilities must be assessed before the child is returned home and should be part of the criteria upon which it is decided whether it is in the best interest of the child to return. Emphasis should be placed upon family or community-based placement in foster families rather than institutionalisation. However, before putting a child back into the same situation, the family and community situation must be carefully investigated and assessed, in particular with respect to the issues of sexual and other abuse.

3.4. Prosecution

- In *Albania*, the Prime Minister's Office has issued a letter with instruction to judges to prosecute traffickers according to the existing regulations;
- In *Albania*, OSCE monitors all prosecutions of traffickers;
- In *Kosovo,* a witness protection law is being prepared and lawyers to represent trafficked women are being trained;
- In *FYR Macedonia*, the Public Prosecutor has issued a letter to the Ministry of the Interior voicing concern and requesting an explanation for the lack of successful cases of prosecution of traffickers;
- In *FRY Serbia,* in the framework of the Stability Pact there was an international conference organised for the Ministries of Justice and for parliamentarians from the Balkan countries to exchange information about trafficking legislation;
- *Regionally*, the SECI Centre has organised several meetings and training for law enforcement agencies to inform them about the issue and to start co-operation.

In general, the organised response to trafficking in the SEE region has only recently started. At the moment it is not yet possible to evaluate how successful it will be, as most of the initiatives are still not yet fully operational or not yet implemented. However, it has to be acknowledged that all the countries in the region have made significant progress in the last year, compared to the previous year. The framework for anti-trafficking activities is in place, and hopefully during the next few years it will be implemented and translated into concrete actions.

4. Overwiew of Victim Referral and Assistance System and gaps therein



Summary and Recommendations

1. Roles of Government, international organisations and NGOs

Although the majority of actions against trafficking were undertaken after the year 2000, some anti-trafficking initiatives in SEE started before, as early as in 1997. The majority of the early activities were initiated by local NGOs in response to the situation on the ground – the need to support trafficked women and the need to raise awareness. A more structured approach to trafficking in the region, involving all relevant actors as well as fostering regional and international co-operation and information exchange, started after the governments of SEE signed the Palermo Protocol and the SPTTF Ministerial Declaration in December 2000.

1.1. Role of Governments: summary and recommendations

Since the end of 2000, there has been a major change in attitude and in the level of the government involvement in counter-trafficking activities. From denying the existence of trafficking just couple of years ago, the governments are now giving priority to anti-trafficking initiatives and assigning responsibilities at ministerial level. The governments have also developed NPAs, which allow a structured, comprehensive approach to the problem, and the involvement of international agencies and NGOs, as well as a willingness to co-operate and exchange information at regional level.

Although regional and national mechanisms to combat trafficking have been developed by the governments, the establishment of working structures is still in progress and the implementation of the NPAs has barely started. Therefore, at this point it has to be stated that although the governments in SEE have made significant progress and have clearly expressed the political will to combat trafficking, they are still not able to discharge their international obligations with respect to combating trafficking in persons, especially women and children.

The multitude of often *ad hoc* initiatives and projects already being implemented on the ground by international organisations and NGOs are not part of the NPA frameworks since these activities were not planned or implemented in co-operation or co-ordination with the government. This partly reflects the lack of attention and the inaction on the part of the governments for many years, which has resulted in international organisations and NGOs taking the lead in anti-trafficking actions.

1.1.1. National Plans of Action

Generally speaking, there are two types of NPA. Firstly, there are NPAs that are based on, or even duplicate, the model NPA provided by SPTTF. These plans cover all areas of concern, including prevention, raising of awareness, victim protection, return and reintegration, legal reform, law enforcement, training, regional co-operation and exchange. Such NPAs create a framework for counter-trafficking activities, but are general and often do not stipulate

concrete steps for achieving goals, nor do they identify responsible institutions or budgets to finance the proposed activities.

Secondly, another type of NPA has been created in response to the situation on the ground and to the most urgent needs. These plans are less comprehensive, but are focused on concrete and sometimes even very particular activities. They also include budget requirements or suggestions about the allocation of funds to implement proposed activities. Some parts of these NPAs are already in the process of being implemented, other parts still have to be developed.

It is too early to evaluate the effectiveness of the NPAs and governmental programmes, as they are still in the process of development. Although the theoretical framework and proposals are already in place, the real process of establishing working structures is far from finished and the implementation of the NPAs has barely started. The assessment of the activities organised within the frameworks of the NPAs will be possible only in 2003, when the first results and achievements of the anti-trafficking activities mapped out in the NPAs can be assessed.

1.1.2. Recommendations

- Elaborate the priorities, time frames and means for the implementation of the NPAs, including specific activities, partners, budgets and possible sources of funding;
- Expand NPAs, if necessary, to cover all areas of concern and to function as a comprehensive framework for national anti-trafficking initiatives and international co-operation;
- Include local NGOs and international organisations in implementation of the NPAs;
- Report on the implementation of the NPAs to SPTTF.

1.2. Role of international organisations: summary and recommendations

In the first phase of anti-trafficking actions, the international organisations played a co-ordinating role, supporting NGOs (mostly through financial assistance) and trying to mobilise government interest and involvement. They provided information to the governments, secured exchange of information at regional and international levels and supported the work, co-operation and capacity building of local and international NGOs. The international organisations in the region also function as donors, supporting local projects organised by international and local NGOs.

However, the elaboration of the NPAs referred ownership of national anti-trafficking initiatives to governments in the region. The capacity of governmental bodies is still weak and local institutions require support in terms of technical expertise and funding. In this context, the main role of the international agencies should be to support capacity building of the local institutions and sustainability of the projects. In particular, international organisations should not establish new usually expensive projects that are unsustainable and not always relevant to the situation on the ground. International organisations can still co-operate with governments and NGOs as partners on concrete projects, but the responsibility should be handed over to the national institutions responsible for the implementation of the different parts of the NPAs.

Of all the international organisations, IOM is the one which plays the most prominent role in the region, as it runs many projects to raise awareness, and on return and reintegration. IOM has developed a whole system of support for

trafficked women willing to return to their home country, and this is the only part of the victim assistance system in the region that is well developed and co-ordinated. Because of involvement in so many projects and initiatives, often in different capacities, IOM has undertaken many different tasks and acts at the same time as the funding, implementing and monitoring agency. It co-operates with local NGOs not only though financial support, but also by getting involved in existing projects or taking over the implementation of proposed projects.

On the one hand, this situation is very positive – IOM's programmes are on a larger scale than most and are well organised. There is an exchange of information and co-operation within the region between IOM offices in the different countries. There is also co-operation between IOM and governmental institutions, often formalized by Memoranda of Understanding. This co-operation results in the involvement of governments in IOM projects on assistance to trafficked persons (opening, or at least providing security for, the shelters) and in prevention campaigns. It also makes possible regional co-operation with the SECI Centre, as well as building a regional network of IOM projects, co-operation with governments and international institutions, and the creation of a database of the cases of trafficking and support to those trafficked.

On the other hand, there are some gaps and questions. There is a lack of clarity about the multiple roles that IOM plays. There are also no clear, written guidelines for the identification, referral, and reintegration procedures used by IOM. Moreover, the decision whether to accept a woman or a child for the IOM return programme, and the treatment and assistance given to those in the programme, depends on subjective decisions made by IOM staff, on a case by case basis, when work with trafficked persons should be based on clearly stated principles that protect their dignity and human rights. IOM does not use clear human rights standards when dealing with trafficked persons. However, it seems that IOM has now reached a stage at which it is no longer possible for them to operate counter-trafficking projects, without applying human rights standards and clearly stating the responsibilities of the organisation.

1.2.1. Recommendations

- International organisations to co-ordinate their support and initiatives with the governments to ensure that their activities support the priorities identified by the NPAs;
- Ensure sustainability by providing technical and financial support to local government and local NGO initiatives;
- Provide support for capacity building of local institutions that shall implement projects, or take over activities started and currently being implemented by the international agencies or international NGOs;
- Provide technical and financial support for the implementation of the NPAs;
- Develop and/or adopt human rights standards for the treatment of trafficked persons, including special procedures for children under 18 based on CRC, particularly in relation to return and reintegration;
- Develop and implement exit strategies for project implementation, including capacity building of local organisations, building partner relations with them, including them in existing projects, information exchange and handing over projects;
- Co-operate with SPTTF to ensure exchange of information, and co-ordination of the projects in the region.

1.2.2. Stability Pact Task Force on Trafficking in Human Beings

SPTTF provides a co-ordination framework for governments and other relevant actors in their fight against trafficking in human beings. Currently, SPTTF functions as supporting institution, stimulating activities at the regional level and providing a framework for developing national structures. The NPAs developed in all countries (with exception of Croatia), are based on the guidelines for national plans of action as set out by the SPTTF. In addition to facilitating regional co-operation and creating a regional framework for national structures, SPTTF has also stimulated inter-agency co-operation, exchange of information, and the development of joint initiatives in which all institutions involved in counter-trafficking action have their place.

In practice, the Task Force does not co-ordinate activities in each country or prioritise their needs and projects. SPTTF supports development of anti-trafficking policy in the region and provides a forum for discussion and co-operation for governments and international organisations. Although the involvement of NGOs has been generally weak, international NGOs (ICMC and Save and Children) are participating in the SPTTF co-ordination team, which is working to develop structures to ensure a broader participation of local NGOs from the region.

One of the tasks of SPTTF is to facilitate funding for anti-trafficking activities, and to inform potential donors about needs and capacity to deal with the problem in the region. However, the SPTTF Action Plan is not a comprehensive compilation of projects, but rather a regional framework, identifying priority areas for action. A few projects in each area of concern are developed by the international organisations that are members of the Expert Co-ordination Team. Thus, these projects assist in establishing regional co-operation and in filling some of the obvious gaps. SPTTF does not raise funds for the implementation of the country level NPAs.

The SPTTF priority for 2001 was victim protection, and the Task Force was successful in raising substantial funding for IOM shelters for trafficked women returning home, as well as for the IOM/ICMC regional clearing house on victim assistance and return. Regional training and the exchange project implemented by the International Centre for Migration Policy Development (ICMPD) is also being developed with funding raised through SPTTF. Assessment of data collected on trafficking has been undertaken by IOM and the Legislative Review Guide has been prepared by OSCE/ODIHR. Relatively little funding was raised for the research on child trafficking to be undertaken by Save the Children and UNICEF in the region, and the issues of prevention and reintegration of trafficked women and children are yet to be addressed.

1.2.3. Recommendations for SPTTF

- Establish mechanisms for monitoring and evaluating the implementation of the NPAs;
- Evaluate the relevance of projects implemented by the international organisations and funded through the SPTTF framework and NPAs;
- Establish mechanisms for governments to submit project proposals for fundraising through SPTTF;
- Future priorities for policy and programme development should be on prevention, reintegration and child protection.

1.3. Role of NGOs: summary and recommendations

NGOs were the first to respond to the concrete needs and situations of trafficked persons. They started to develop projects and activities in the fields of

victim assistance, prevention and raising awareness, and law reform by applying innovative methods and flexibility and by adjusting the programmes as the situation changed, as knowledge of the problem expanded and as expertise was gained during the course of the work. Other qualities of NGOs were their ability to carry out research and prepare analyses and reports on existing situations, to share information with the general public, local communities and governmental/international agencies, to be deeply involved and to bring a personal approach to the work. Financial advantages were the very low cost of the projects, their low operational costs and the willingness of NGOs to co-operate with other agencies.

However, the involvement of NGOs in counter-trafficking work varies enormously from country to country in SEE. In countries like FYR Macedonia and Croatia as well as FRY Republic of Montenegro, trafficking is seen as an external issue, which does not concern the local population. Therefore, local NGOs tend to work on other issues and the anti-trafficking work is usually relegated to women's groups and some organisations working on child rights. Other NGOs, including those working in the area of human rights, or with migrants and minorities, are still not interested in this issue.

Most of the NGOs willing to do anti-trafficking work are organisationally and financially weak. This lack of long-term strategies and insufficient funding creates a situation in which expertise and willingness is lost and projects lack continuity, while NGOs are reluctant to broaden their scope. These weaknesses are also reflected in lack of exchange of information and lack of co-operation between NGOs working in the countries of origin and of destination, which makes the work more difficult and less efficient. International networking between NGOs and governmental agencies had barely started when La Strada opened new programmes in BiH, FYR Macedonia and the Republic of Moldova in 2001. NGOs do not have much experience, working with governmental agencies and are often ignored as partners by governments.

NGO involvement is, however, invaluable for many reasons. They are in the best position to reach local populations and dispel the prevailing opinion that trafficking is a phenomenon brought to SEE, especially the Balkans, only by the international community, and should be dealt with by international organisations without local involvement. They are also able to develop new programmes and new approaches and to respond to changes in situation and patterns of trafficking. NGOs are also the only organisations that are capable, in co-operation with governments, of ensuring the success of the NPAs, and the continuity and sustainability of the programmes after the international community has left.

Presently, many NGOs work as sub-contractors for IOM's projects rather than as independent or even partner organisations. NGOs have limited responsibilities and influence on the projects. This situation creates tension between the IOM offices and the NGO community. In addition to NGOs feeling marginalized and not being given credit for the work done, a main reason for this tension is lack of clear written agreements and contracts between IOM and local NGOs. NGOs are also convinced that IOM's policy does not support the capacity building of local partners and future sustainability of the anti-trafficking projects.

1.3.1. Recommendations

- Exchange information at regional level between the NGOs involved in the assistance and reintegration work, especially between countries of origin and destination;

- Develop NGO networks at national and regional levels to deal with anti-trafficking issues and other related areas (human rights, HIV/AIDS prevention), and to exchange information at regional level;
- Create formal structures and sign agreements of co-operation with governments and international organisations, especially concerning the issues of victim identification, the referral system and security of trafficked persons;
- Develop fundraising strategies (financial and technical expertise) with local NGOs, which have the experience and will to assist trafficked persons;
- Donors and international organisations to provide support (financial and technical expertise) to local NGOs.

2. Role of donors

2.1. Summary

The role of donors has not been addressed in this report. However, anti-trafficking activities in SEE have been largely influenced and supported by funding from the countries of Western Europe and the USA. Although there is a lot of discussion on the importance of human rights, donor countries have primarily contributed to the development of law enforcement projects and victim return programmes, areas directly related to the issues of security, organised crime and migration.

Furthermore, donors have also largely funded international organisations, resulting in the marginalisation of local efforts, not to mention the often inefficient use of limited resources on expensive, sometimes irrelevant, and unsustainable programmes, which could have been implemented at a fraction of the cost using local experts and NGOs.

Although some NPAs include budgets and some governments have committed themselves to supporting anti-trafficking work financially, the implementation of the NPAs largely depends on external donor support.

2.2. Recommendations

- Evaluate programmes and projects funded over the past several years for impact and effectiveness;
- Provide support to activities as set out in the NPA frameworks, with the aim of developing and securing sustainable local institutions and organisations;
- Co-operate with the SPTTF to secure exchange of information and co-ordination of efforts;
- Consult with SPTTF on regional priorities, activities and regional projects;
- Co-operate with other donor agencies to avoid duplication of efforts and projects, and to develop common funding standards.

3. Prevention and raising awareness

3.1. Summary

According to the SPTTF model NPA and to national NPAs, prevention and raising of awareness should include not only information about trafficking but should also address root causes that contribute to the vulnerability of women

and children to trafficking, including poverty, discrimination, inequality and demand for the services of trafficked women and children.

Until now, all campaigns for prevention and raising awareness were organised and run by the local NGOs and international organisations with very limited involvement of governmental institutions. Campaigns were mostly focused on raising the awareness of the general public and of particular groups, including potential victims, politicians, journalists, youth, law enforcement agencies, judiciary, etc. The prevention element was limited to warnings about the dangers of migration addressed to high-risk groups, and to creating anti-migratory laws, which were more part of state policies on migration.

The first information campaigns were organised by NGOs. The best campaigns followed the model developed by La Strada for their campaigns organised in Central Europe. La Strada developed several rules, which are still used in all their campaigns, aimed at high risk groups and potential victims:

- the well being of the trafficked women should be at the centre of all activities;
- the women should be provided with information which allows them to make informed decisions;
- the women should be informed about migration opportunities and risks, about the legal situation in the countries of destination and about the assistance and support available.

However, there is not much information about the results of the campaigns to raise awareness or their impact. To evaluate their campaigns, IOM, for instance, is using as a measure of success the number of phone calls to the anti-trafficking hotlines, or the number of persons seeking assistance. Usually the numbers go up during, or directly after, such campaigns, only to decline again shortly, showing that the campaigns achieve their goal but the results are not long lasting.

Another evaluation tool is a public opinion poll organised before and after the campaign, to show the increase in awareness of the issue among the general population. However, in the countries where trafficking became an issue some time ago, the general awareness is high, and majority of people declare their knowledge of the issue. It is unknown exactly what the public know, as very often, declared knowledge means scandalous information about foreign prostitutes working within the country or migrating for work abroad. There is a need for more information about the nature of the crimes of trafficking in human beings, as well as to view trafficked persons as victims of crime.

The impact of the campaigns for high-risk groups and potential victims is not known. There is, therefore, a need for more information about the impact of the campaigns organised to date, to include research and evaluation as well as collecting information from trafficked persons about their assessment of the campaigns, and suggestions for prevention tools and peer education methods.

Governments' involvement in campaigns for prevention and raising awareness to date has been limited. Governments have tended to approve and sometimes support NGOs and IOM programmes, rather than come with their own initiatives. Long-term prevention measures including anti-discriminatory measures, job opportunities for women, legal migration projects aimed at women, the raising of awareness and programmes against violence against women, are planned under the NPAs, but not yet implemented.

Projects aimed at the economic empowerment of women, organised in the region by the international agencies are usually part of broader economic support and development programmes, and become only slowly part of anti-trafficking strategies. There is not much exchange of information or co-operation between the institutions working on the issue of trafficking and development agencies. There is also no research or information on the impact of economic reform/development programmes on trafficking in the region and how the potential and actual victims might benefit from them.

Neither are there any research, information or effective prevention measures focused on the demand side of trafficking. Although the phenomenon of trafficking in SEE was clearly connected with the presence the international community in the region, there is no assessment of the present situation. So far there has been only a little discussion about how the presence of peace keeping forces facilitates trafficking and what kind of measures could be taken to prevent involvement of the international community.

More information and educational campaigns regarding safe sex, safe drug use and HIV/AIDS for both sex workers and clients is needed.

3.2. Recommendations

Governments:

- Disseminate and generate access to information about legal means of migration and employment in all countries where there is a population at risk.

Donors/international organisations:

- Provide support to governments to include information about trafficking, HIV/AIDS prevention and non-discrimination into school curricula.

Governments/donors/international organisations:

- Evaluate the impact of the campaigns to raise awareness organised to date, including collecting information from trafficked persons about their assessment of the campaigns and suggestions for prevention tools and peer education methods;
- Conduct/support research on the relationship between economic development, restructuring programmes and trafficking in SEE;
- Research, assess and develop projects in order to address the demand side of trafficking, including the link with the presence of the international community and peacekeeping forces;
- Support projects on HIV/AIDS prevention among sex workers, trafficked women and other high-risk groups;
- Support projects aimed at combating violence against women and children, discrimination against women, feminisation of poverty and lack of participation of women in public life.

4. Victim's assistance and support

4.1. Summary

There is lack of a comprehensive and well-structured assistance-support-referral system, designed to protect the human rights of trafficked persons. The current system of identification, referral to the shelters, return and reintegration does not work well, as described in detail in the previous chapter – "Victim Referral and Assistance System and Gaps Therein".

Although the only option that trafficked persons who seek assistance have now, is to be returned to their country of origin, there are no real offers of long-term reintegration programmes. Going back home usually means going back to the situation, which had caused the woman to be trafficked in the first place. Professional skills training and job placements leading to economic sustainability, housing, educational opportunities and systems of loans, are the exception rather than the rule. The lack of alternatives forces a considerable number of women to re-enter the trafficking cycle.

There are no standard procedures or standardised rules for the treatment of trafficked persons. National referral mechanisms, to include the role and behaviour of the law enforcement agencies and other governmental bodies, international agencies and NGOs are in the process of being created. Decisions about the status of a trafficked woman or child are very subjective, and very often the support she receives is insufficient and not adequate to her needs.

In the governmental programmes for victim assistance, the issues of providing information on the rights of victims, providing interpreters and information in their own language, the right to claim compensation and the right to occupational reintegration (in the countries of origin) are usually not mentioned. There are no programmes that provide trafficked persons with an alternative settlement, including the right to apply for asylum, and access to welfare. Most of the above issues are connected with financial commitments, which the governments are not ready to make.

In some countries, governments have started to co-operate with IOM and NGOs on assistance to trafficked persons. So far, organised assistance programmes are only implemented by IOM. Governmental support is usually limited to providing security at the IOM shelters. These shelters are part of the IOM's voluntary return programmes for migrants, and are therefore designed only for those trafficked women who would voluntarily like to return home. There are no special programmes for children, who are treated as adults.

Until now only NGOs have developed human rights standards to protect and assist victims of trafficking. The work of La Strada and co-operating organisations is based on the principles of no harm done in the process of assistance, and protection of the rights and dignity of the trafficked persons.

NGOs are trying to provide assistance on an *ad hoc* basis to all trafficked persons, even those who do not qualify for the IOM programmes. NGO assistance includes legal and psychological counselling, medical and social support and help for return and reintegration through direct contacts between the countries of destination and origin. NGO capacity, as the organisations that are in the best position to help trafficked women, is very limited – shelters are small and usually used by victims of domestic violence, and there are few specifically trained psychologists or social workers that can help the women. Few of the NGOs with expertise have resources to start programmes for trafficked women.

4.2. Recommendations

Governments:

- Develop a system to identify and refer trafficked persons, to be implemented jointly by the police and international organisations/NGOs.

Governments, in cooperation with international organisations and NGOs:

- Develop special procedures to identify and refer trafficked children under 18 based on the "best interests of the child";

- Guidelines/procedures for the treatment of trafficked persons to be based on human rights standards, with special protections for children under 18;
- Establish and support shelters for all trafficked persons regardless of their status, and to provide all victims with medical care and legal assistance and access to remedies;
- Establish clear rules on which shelters are set up and run, to protect the rights of the users;
- De-link sheltering and return programmes, to avoid detention centre-like conditions for trafficked persons;
- Develop programmes for the assistance and return of children based on the "best interest of the child";
- Information about the identity of the trafficked persons benefiting from support programmes, and their personal data, should not be registered with local or international authorities.

International organisations, in co-operation with governments and NGOs:

- Establish a Regional Clearing House on assistance, return and reintegration programmes for trafficked persons, within the framework of SPTTF.

Donors:

- Ensure monitoring and evaluation of assistance and reintegration programmes, especially looking at long-term results of reintegration.

5. Legal reform and law enforcement

5.1. Summary

In all countries of the region, the existing legislation has been reviewed, and legal reform has or is taking place with the aim of harmonising the existing laws with the Palermo Protocol and with EU standards, and inserting specific anti-trafficking articles into the Criminal Codes. In some cases, there is also work to be done on provisions to protect trafficked persons and ensure that they receive reparations in the Criminal Procedures Codes, Labour Codes and Civil Codes. However, in some countries the reform is not yet completed and in others the new anti-trafficking legislation is not yet implemented.

Unfinished legal reform and lack of trained judges and prosecutors are both arguments used by governments to explain the lack of successful prosecutions of traffickers. However, as the results of the analysis of the Criminal Code of Albania show,[169] existing law (even without special anti-trafficking provisions) if implemented and used in trafficking cases, could be sufficient to prosecute traffickers for crimes committed against trafficked women. What is lacking is the understanding of the issue of trafficking by law enforcement agencies and the judiciary, and the political will to take the issue seriously and to deal with it, including dealing with the corruption of state employees.

Another obstacle to effectively combat trafficking is a lack of clear understanding of the distinctions between trafficking, illegal migration, smuggling of migrants and prostitution among representatives of the institutions that deal with trafficked persons. There is also too little understanding of trafficking amongst the judiciary and law enforcement officers who demonstrate a reluctance to treat it as anything than prostitution or illegal migration. It is still

169. Review of Albanian Legislation on Trafficking in Human Beings, OSCE Mission in Albania, Office of Legal Counsellor, 5 April 2001.

common practice for trafficked women to be targeted as criminals, not informed of their rights, prosecuted for illegal acts, detained and deported. There are still only a few examples of successful prosecution of traffickers and the successful implementation of anti-trafficking regulations.

5.2. Recommendations

Governments:

- Ensure prosecution of traffickers through existing law, as well as by using newly adopted anti-trafficking legislation;
- Review and reform all relevant areas of law in light of combating trafficking in human beings as a multifaceted and complex crime;
- Develop guidelines and training for judges, prosecutors and lawyers to use the existing law to prosecute traffickers;
- Develop guidelines and training for judges, prosecutors and lawyers on the legal rights and treatment of trafficked women and children, in accordance with the international human rights standards and CRC;
- Enable victims to claim and extract compensation from their exploiters, and arrange for unbiased supervision of any money they may obtain;
- Identify and eradicate public sector involvement or complicity in trafficking.

Governments and the UN:

- Establish mechanisms to enforce specific anti-trafficking regulations or codes of conduct for all international personnel of peace–keeping, peace building, civilian policing, humanitarian and diplomatic missions, and for the systematic investigation of all allegations of trafficking among these personnel.

6. Training

6.1. Summary

In the late 1990s, many NGOs and international organisations, including OSCE/ODIHR and IOM, started to do training on the issue of trafficking in SEE. At the moment, there are many training initiatives in the region focused on training for NGOs, social services providers, law enforcement agencies, judiciary, government officials, the media, high risk groups and the general public:

- Training designed as a general awareness training for the general public, the media, politicians and services providers (i.e. training designed by La Strada, and duplicated in the region by many organisations);
- Training for NGOs and other organisations working with trafficked persons (La Strada, IOM);
- Training, which presents trafficking as a legal and human rights issue, and is useful for the judiciary and as an advocacy tool for NGOs working on anti-trafficking regulations and changes in national and international law (International Human Rights Law Group, OSCE/ODIHR, UNHCHR);
- Training developed by law enforcement agencies and NGOs to train police, border police and other law enforcement agencies on the issue of trafficking, including identification of trafficked persons and the referral system (IOM, FBI, German, Austrian, Dutch police in co-operation with NGOs);

- Training for trainers in presenting trafficking as a human rights violation. Future trainers are supposed to be able to conduct training for the general public and for individuals involved in anti-trafficking activities (OSCE/ODIHR, University of North London/IOM);
- Within the framework of SPTTF activities, the International Centre for Migration Policy Development, International Migration Policy Programme and SECI, in co-operation with IOM is organising the Comprehensive Programme for Training, Exchange and Co-operation. The programme is to contribute to the combat of trafficking in human beings by establishing a comprehensive, structured and enduring process for training, exchange and co-operation activities in the affected regions and between the relevant actors (including governmental representatives, law enforcement agents, NGOs, representatives of international organisations). The programme seeks to foster national and regional capacities to tackle comprehensively trafficking in human beings, to further the exchange of information, experience and best practices, and to enhance national and regional co-operation among all concerned.

The multiplicity of approaches and training institutions, which worked without any co-ordination of their efforts and without any knowledge of each other or of the other training programmes, was useful and inevitable in the beginning phase of the anti-trafficking action. Currently, when a more comprehensive approach and co-operation within the SPTTF structure are better developed, there is also a need for more co-ordination of the training programmes, and co-operation between training agencies.

Some training programmes still ignore the fact that the legal and institutional framework for anti-trafficking work in the region already exists, although there is a generally accepted definition of trafficking and a clearly expressed will in the region to harmonise anti-trafficking law with the UN and the EU legal frameworks. The co-operation within SPTTF provides the countries of the region with an organisational structure for anti-trafficking action at regional and national level. The NPAs, which clearly describe plans for action and responsible agencies, are the basis for current and future anti-trafficking initiatives. Training programmes, which ignore the role of the NPA and do not support them, are not useful, as the information they provide does not harmonise under the NPA umbrella.

The Child and Woman Abuse Studies Unit of the University of North London developed a training programme before the SPTTF National Plans of Action were in place. This programme, unfortunately, does not co-ordinate well with the outlined framework or with other partners in the field. Therefore its relevance as a source of information about trafficking and combating trafficking in the region is decreasing and the information is often outdated or not useful, while useful information is lacking.

While regional training projects are important and have their place, they are too generic and limited by nature to general awareness raising and exchange of experiences. However, the general awareness and knowledge of trafficking among governments and NGOs has increased in the past couple of years so that training needs are now more specific and related to either planning or implementing anti-trafficking laws and the development or implementation of guidelines at the country level.

New training programmes should be based on the current information from the region and take into account all the new developments. They should be informed about the NPAs initiatives and support them, they should foster

national and international co-operation, and the exchange of information, experiences and best practices. The programmes should also be designed to ensure the development of sustainable training structures in the region, and to create a pool of experienced local trainers. Sustainability can also be achieved by including anti-trafficking information into formal and non-formal education, general training curricula of all law enforcement agencies and the training for government officials.

6.2. Recommendations

Governments:

- Include information about trafficking, HIV/AIDS prevention, and victim's rights, and non-discrimination in school curricula, as well as in the curricula of police academies, law schools and schools/training for social workers.

Donors, international organisations and NGOs:

- Training programmes should be based on information from the region and support regional and national initiatives developed and implemented within the NPA frameworks;
- Training should be adjusted to local needs at the country level, developed in a way to reflect the changing situation in the region and the development of anti-trafficking initiatives in particular countries;
- Training initiatives should support development and give information on the guidelines for identifying trafficked persons, the referral system, assistance initiatives and the protection of the rights of trafficked persons to specific target groups (procedures for police, guidelines for social workers, health professionals, NGOs, etc);
- Regional training initiatives should consult SPTTF to avoid duplications and to ensure that training programmes reflect and support the priorities identified by the NPAs.

SPTTF:

- Evaluate existing training initiatives in the region to check their relevance and compatibility with the existing framework for anti-trafficking action.

7. SUMMARY OF RECOMMENDATIONS

Governments

- Develop NPAs to elaborate the priorities, draw up time frames and define the means of implementation, or to expand them to cover all areas of concern and function as a comprehensive framework for national anti-trafficking initiatives and international co-operation;
- Ensure inclusion of local NGOs and international organisations in implementation of the NPAs;
- Disseminate information about legal means of migration and employment in all countries where there is population at risk;
- Develop a system for the identification and referral of trafficked persons, which will be implemented jointly by the police and international organisations/NGOs;
- Ensure prosecution of traffickers and the criminalisation of trafficking in human beings through exiting criminal law, as well as through new anti-trafficking legislation;
- Review and reform all relevant areas of law in the light of combating trafficking in human beings as a multifaceted and complex crime;

- Develop guidelines and training for judges, prosecutors and lawyers on how to use the existing law to prosecute traffickers, and on the legal rights and treatment of trafficked women and children, in accordance with international human rights standards and CRC;
- Enable victims to claim and extract compensation from their exploiters, and arrange for unbiased supervision of any money they may obtain;
- Identify and eradicate public sector involvement or complicity in trafficking;
- Include information about trafficking, HIV/AIDS prevention, and victim's rights, and non-discrimination in school curricula, as well as in the curricula of police academies, law schools and schools/training for social workers.

Governments and the UN

- Establish mechanisms for implementing specific anti-trafficking regulations or codes of conduct for all international personnel of peace–keeping, peace building, civilian policing, humanitarian and diplomatic missions, and for systematic investigation of all allegations of trafficking among these personnel.

Governments, in co-operation with international organisations and NGOs

- Open or provide support for shelters for all trafficked persons, regardless their status, and provide all such people with medical care, legal assistance and access to remedies;
- Establish clear rules on which shelters are set up and run, in order to protect the rights of the users;
- Develop special procedures for the identification and referral of trafficked children under 18, with guidelines and procedures based on human rights standards, with special protections for children under 18, based on the "best interest of the child";
- Information about the identity of the trafficked persons benefiting from support programmes, and their personal data, should not be registered with local or international authorities.

International organisations

- Co-ordinate support and initiatives with the governments and other relevant actors according to the priorities of the NPAs;
- Provide technical and financial support to local government and local NGO initiatives to ensure sustainability;
- Support capacity building of local institutions to implement and take over activities started and currently being implemented by the international agencies or international NGOs;
- Co-operate with SPTTF to ensure exchange of information and co-ordination of the projects in the region.

International organisations, in co-operation with governments and NGOs

- Establish a Regional Clearing House on assistance, return and reintegration programmes for the victims of trafficking;
- Develop and/or adopt minimum human rights standards for the treatment of trafficked persons;
- Develop procedures for the treatment of victims based on human rights standards, including special procedures for children under 18 based on CRC, particularly in relation to return and reintegration.

SPTTF

- Establish mechanisms for monitoring and evaluating implementation of the NPAs;
- Establish mechanisms for governments to submit project proposals for fundraising through SPTTF;
- Future priorities for policy and programme development should be on prevention, reintegration and child protection;
- Evaluate existing training initiatives in the region to check their relevance and compatibility with the existing framework for the anti-trafficking action;
- Evaluate the relevance of projects implemented by the international organisation and funded through the SPTTF framework and NPAs.

NGOs

- Exchange of information at the regional level among NGOs involved in the assistance and reintegration work, especially between countries of origin and destination;
- Develop country and regional networks of NGOs working on trafficking as well as other related areas (human rights, HIV/AIDS prevention);
- Create formal structures and sign agreements for co-operation with governments and international organisations, especially where the issues of identification of trafficked persons, the referral system and the security of the trafficked persons and of organisations are concerned;
- Develop fundraising strategies (financial and technical expertise) with local NGOs, which have experience and will to assist trafficked persons.

Donors

- Evaluate programmes and projects funded over the past several years for impact and effectiveness;
- Provide funding to secure development and sustainability of local institutions and organisations, working on the issue of trafficking within the NPA framework;
- Co-operate and consult with SPTTF to secure exchange of information and co-ordination of efforts on regional priorities, activities and projects, including training programmes;
- Cooperate with others donors agencies to avoid duplication of efforts and projects, and to develop common funding standards;
- Ensure monitoring and evaluation of assistance and reintegration programmes, especially looking at the long term results of reintegration.

Governments, donors, international organisations, NGOs

- Evaluate the impact of the campaigns to raise awareness conducted to date, including the collection of information from trafficked persons on their assessment of the campaigns and suggestions for prevention tools and peer education methods;
- Conduct/support research on the link between economic development/restructuring programmes in the region and trafficking;
- Research, assess and develop projects to address the demand side of trafficking, including the link with the presence of the international community and peacekeeping forces;
- Support projects aimed at combating violence against women, discrimination against women, feminisation of poverty and lack of participation of women in public life;

- Support projects on HIV/AIDS prevention among sex workers, trafficked women and children and other high risk groups;
- Provide, suggest/include information about trafficking, HIV/AIDS prevention and non-discrimination into school curricula;
- Training programmes should be based on regional information and support regional and national initiatives developed and implemented within the NPA frameworks, adjusted to local needs at the country level, the changing situation in the region and the development of anti-trafficking initiatives in particular countries;
- Training initiatives should support development and give information on the guidelines for identifying trafficked persons, the referral system, assistance initiatives and the protection of the rights of trafficked persons to specific target groups (procedures for police, guidelines for social workers, health professionals, NGOs, etc.);
- Regional training initiatives should consult SPTTF to avoid duplication and to ensure that training programmes reflect and support the priorities identified by the NPAs.

TABLE 1: SUMMARY OF REGIONAL INITIATIVES

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
REGIONAL AND GOVERNMENTAL INITIATIVES						
THE STABILITY PACT FOR SOUTH EASTERN EUROPE	The Stability Pact for Southeastern Europe was agreed in Cologne on 10 June 1999. The Stability Pact aims to stimulate countries in SEE, to foster peace, democracy, respect for human rights and economic prosperity in order to achieve stability in the whole region.	**Task Force on Trafficking in Human Beings.** Under Working Table III: Justice and Home Affairs: Combating Organised Crime and Drug Trafficking.	Trafficking Task Force: with strong links to Working Table 1 (Human Rights and Democratisation) and Gender Task Force. Priority for Task Force is to persuade states to take responsibility. Advocates for nomination of focal points (National Co-ordinators) in each country to liaise between actors in all sectors, and for development of NPAs to combat trafficking. Facilitates funding for anti- trafficking initiatives in SEE. 1st Task Force Meeting (Launching of the Task Force) Palermo Ministerial Declaration 2nd Task Force Meeting Zagreb Ministerial Declaration 3rd Task Force Meeting (Govts of SEE present their NPAs)	SEE Vienna Palermo Vienna Zagreb Sarajevo	OSCE/ODIHR Chairperson appointed June 2000. Sept/Oct 2000 Sept 2000 Dec 2001 Apr 2001 Nov 2001 Dec 2001	**Chair:** Helga KONRAD Ballhausplatz 2, A-1010 Vienna phone/fax: +43-1-53115-3266 +43-1-53185-297 helga.konrad@bmaa.gv.at **Awareness raising** Yulia KRIEGER - UNICEF phone/fax: +387 33 230 118; +387 33 642 970 ykrieger@unicef.org Chris CUNINGHAME, SC 17 Grove Lane, London SES BRD phone/fax: +44 207 703 5400 +44 207 716 2339 C.Cuningham@scfuk.org.uk **Return and reintegration assistance** Irena VOJACKOVA-SOLLORANO - IOM phone/fax: +43 1 585 33 22-26/21; +43 1 585 33 22-30/31 ivojackova@iom.int

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
			Main projects in 2000/2001: 1. IOM project to collect accurate data 2. ODIHR project on legislative review 3. UNICEF/UNHCHR/ODIHR inventory to assess responses to trafficking in SEE Planned for 2002: 1. Regional clearing house on trafficking 2. Regional public awareness campaign 3. Law enforcement and border police co-operation		Completed in 2001 Completed in 2001 Completed in 2002	**Training and exchange programmes** Gerda THEUERMANN --ICMPD; Colleen THOUEZ - IMP ICMPD phone/fax: +43 1 504 4677-17; 504 4677-75 IMP phone/fax: +41 22 917 78 62; +41 22 920 22 22 Gerda.Theuermann@icmpd.org UNIMP@gve.ch **Relevant legislative reform** Gabriele REITER, ODIHR Al. Ujazdowskie 19, PL-00-557 Warsaw phone/fax: +48 22 520 06 00 ext 4152 +48 22 520 06 05 gabriele@odihr.osce.waw.pl Anne-Marie FARADJI, *CoE* F-67075 Strasbourg Cedex phone/fax: +33 3 88 41 21 30 +33 3 90 21 49 18, anne-marie.faradji@coe.int **Law enforcement co-operation** Ferenc BANFI phone/fax:+43 1 531 37-423; +43 1 531 37-420 seci1@osce.org Alex R. DUPONT, *SECI* OSCE Hofburg, Heldenplatz 1, A-1010 Vienna phone/fax: +43 1 531 37-423 +43 1 531 37-420, seci1@osce.org **Prevention** Madeleine REES - *UNHCHR* phone/fax: +387 33 49 64 02; +387 33 49 64 38 Madeleine.Rees@unmibh.org Laetitia DUMAS - ***ILO*** 4, routes des Morillons, CH-1211 Geneva 22 phone/fax: +41 22 799 73 53 +41 22 799 87 71, dumas@ilo.org **Victims protection programmes** Sarah STEPHENS - *ICMC* phone/fax: +41 22 919 10 25; +41 22 919 10 48 stephens@icmc.net

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
		Stability Pact Initiative on Organised Crime in Southeastern Europe (SPOC)	SPOC aims to support co-ordinated action against organised crime including trafficking in human beings in SEE. The international community is to support countries through technical co-operation programmes.	SEE	2000-2003	Paolo BORGNA, Expert Organisation: *SCSP* phone/fax: +322 401-8726 +322 401-8712 Paolo.Borgna@stabilitypact.org
South East European Co- operative Initiative (SECI)	To encourage co- operation among participating states and to facilitate integration into European structures. Emphasises co-ordination and region wide planning.	Agreement on Co- operation to Prevent and Combat Trans- Border Crime	Established a Crime Centre in Bucharest in November 1999. The Centre operates on the basis of task forces. SECI Illegal Human Trafficking Task Force includes experts from supporting states and other international organisations.	Signed by Albania, BiH, Bulgaria, Croatia, FYR Macedonia, Greece, Hungary, Moldova, Romania and Turkey	May 1999	Alex R. DUPONT *SECI* OSCE Hofburg, Heldenplatz 1, A-1010 Vienna phone/fax: +43 1 531 37-423 +43 1 531 37-420, seci1@osce.org Ferenc BANFI phone/fax: +43 1 53137-423; +43 1 53137-420 seci1@osce.org
ADRIATIC SEA INITIATIVE or ADRIATIC AND IONIAN INITIATIVE	To enhance regional co-operation, especially in the fields of tourism and maritime transport, environment, cultural co-operation and combating trans- national organised crime.	Ancona Declaration of 20 May 2000 established the Adriatic and Ionian Council.	Within the framework of the Stability Pact for Southeast Europe, will establish National Contact Offices for police, judiciary and customs for more rapid and efficient operational co- operation and exchange of information. Harmonisation of legislation.	Albania, BiH, Croatia, Greece, Italy and Slovenia (with participation of EU). FRY	May 2000 May 2001	N/A
Federal Bureau of Investigation (FBI)	Government of the United States		Training Academy in Hungary Technical advisors	Regional	Ongoing	Anibal TORRES RIVERA American Embassy, Bucharest phone/fax: + 40 1 231 3179 +40 1 230 3614 Mob. +40 93 389385 TorresRA@usembassy.ro
University of North London		Project to develop best practices in agencies working on the trafficking of women and girls for the purpose of sexual exploitation through training of trainers.	Project managed by University of London's Child and Women Abuse Studies Unit (CWASU), with IOM as the co-ordinating agency in each country/area. Project is guided by the United Kingdom Department for Internatinal Development (Dfid).	Albania, BiH, FYR Macedonia, Kosovo, Montenegro	2000-2002	Liz KELLY, Julie BINDELL, University of North London Landbroke House, 62-66 Highbury Grove London, N5 2A phone/fax:+ 44 171 753 5037 +44 171 753 3138 cwasu@unl.ac.uk

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
REGIONAL BODIES						
Organisation for Security and Co-operation in Europe (OSCE) and OSCE Office for Democratic Institutions and Human Rights (ODIHR)	OSCE missions have different mandates, according to the priorities in the host countries. However, throughout the region they promote democratic values, monitoring and the development of human rights and security building measures. ODIHR supports and/or implements anti-trafficking projects in co-operation with OSCE field missions, governments, NGOs and relevant international organisations.	Anti-Trafficking Project Fund ODIHR Proposed Action Plan 2000 Supplementary Human Dimension Meeting (2000) OSCE Vienna Ministerial Council Decision No.1 (2000) OSCE Bucharest Ministerial Council Decision No.6 (2001) OSCE Anti-Trafficking Guidelines OSCE Code of Conduct	Support to missions in development strategies and actions. Co- operation with governments and international agencies to develop recommendations for NPAs Provision of technical assistance and expertise in developing policy, legal and law enforcement reform, assistance to victims, regional and national workshops and seminars. Regional Meeting of OSCE anti-trafficking focal points in SEE Reference Guide for Anti-Trafficking Legislative Review Berlin Conference "Europe Against Trafficking in Persons" Expansion of UNICEF inventory Secondment of Co-ordinator of Stability Pact Task Force from the Austrian Government to ODIHR and OSCE secretariat general.	All OSCE participating states SEE SEE All OSCE participating States SEE	Sept 2001 Sept 2001 Oct 2001 June 2001- May 2002 Since June 2000	Director Gerard STOUDMANN Aleje Ujazdowskie 19, 00-557 Warsaw, Poland phone/fax: +48-22 520 06 00 +48-22 520 06 05 office@odihr.osce.waw.pl Adviser on Anti-Trafficking Issues Jyothi KANICS phone/fax: +48-22 520 06 00 ext. 4175 jyothi@odihr.osce.waw.pl Officer on Anti-Trafficking Issues Gabriele REITER phone/fax: +48-22 520 06 00 ext. 4152 gabriele@odihr.osce.waw.pl
EUROPEAN UNION (EU)		EU Joint Plan of Action STOP Programme DAPHNE	All member states agreed to improve their national legislation regarding trafficking for the purpose of sexual exploitation Supports studies and training in the area of trafficking and sexual exploitation of children. Focuses on combating violence against women, children and youth. Will support projects in the field of trafficking.	All EU member states All EU member states All EU member states	Phase 1: 1996 - 2000 Phase 2: 2000 - 2005 2000 - 2003 1997: ongoing	 Secretary of the Programme: JAI-STOP@cec.eu.int http://europa.eu.int/comm/justice home/project/daphne/en/index.htm

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
COUNCIL OF EUROPE (CoE)	The Council of Europe, based in Strasbourg, is a European inter-governmental organisation with a human rights mandate. It has 41 member states, including 17 countries from central and eastern Europe.[a]	Plan of Action Against Traffic in Women.	Organisation and support of workshops, training and seminars. Conducting studies and projects, and co-operation with all competent actors at both national and international level.	All member States	Since 1991	Anne-Marie FARADJI Aridita ABDIU F-67075 Strasbourg Cedex phone/fax: + 33 3 88 41 21 96 + 33 3 90 21 49 18 anne-marie.faradji@coe.int ardita.abdiu@coe.int
		National and Regional Action Plans.	Facilitates development of regional plan of action with member states.	All member states	July 2000	
			Organised international seminar to develop national and regional plans of action. Involved countries across Eastern Europe with delegates from the government, international agencies and NGOs.	Athens	June 2000 Sep 2000	
		SPOC: Stability Pact Initiative on Organised Crime in SEE	SPOC aims to make a significant contribution to the Stability Pact aim: to strengthen co-ordinated capacities against crime in SEE in accordance with European standards. Activities include policies and strategies against organised crime, multi-disciplinary national co-ordinating mechanisms, legislation, co- operation on data collection and investigation, and regional and international co-operation.	SEE	Preparatory phase: Dec 1999 - May 2000. Implementation phase to follow	Paolo BORGNA, Expert Organisation: *SCSP* phone/fax: +322 401-8726 +322 401-8712 Paolo.Borgna@stabilitypact.org
		PACO: Programme Against Organised Crime in Europe	PACO supports the implementation of the SPOC states and Stability Pact Anti-corruption Initiative (SPAI) initiatives. The specific objective is to strengthen capacities against corruption and organised crime in accordance with European standards.	SEE		PACO: Council of Europe Economic Crime Division Directorate General I – Legal Affairs 67075 Strasbourg Cedex, France Alexander SEGER phone/fax:+ 33 (0)3 90 21 45 06 + 33 (0)3 88 41 39 55 E-mail: alexander.seger@coe.int PACO, SPAI and SPOC: PACO@coe.int

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
INTERNATIONAL ORGANISATIONS						
UNICEF (United Nations Children's Fund)	UNICEF is mandated by the UN to advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential.	Universal ratification of the Optional Protocol to the CRC on the sale of children, child prostitution and child pornography.	Advocacy with governments Report on Current Situation and Response to Trafficking in Human Beings in the SEE. Update of the Report on Current Situation and Response to Trafficking in Human Beings in the SEE, jointly with UNHCHR and OSCE/ODIHR. Support of local NGOs/partners in the implementation of programmes to combat trafficking and support victims. HIV/AIDS prevention programme.	Global SEE SEE Regional: Albania, Macedonia, Moldova Regional	Ongoing Sept 2000 June 2002-May 2002 Ongoing Ongoing	Steven ALLEN, Area Office for the Balkans, UNICEF phone/Fax: +381 11 3602 100; +381 11 3602 199; sallen@unicef.org Lisa Kurbel, UNICEF New York HQ phone: +1 212-326-7000 lkurbiel@unicef.org
UN Office of the High Commissioner for Human Rights (UNHCHR)	The UNHCHR is the focal point for human rights within the UN system.	Trafficking Programme Trafficking Prevention Programme (jointly with CoE).	Activities towards the integration of human rights into international, regional and national anti-trafficking initiatives. Special emphasis is placed on legal and policy development.	All UN member states	May 2000	Ann Gallagher UNHCHR Palace Wilson, Geneva agallagher.hchr@unog.ch Madeleine REES - UNHCHR phone/fax: +387 33 49 64 02; +387 33 49 64 38 Madeleine.Rees@unmibh.org

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
UN Office for Drug Control and Crime Prevention/ Centre for International Crime Prevention (UNDCCP/ CICP).	Facilitate and help to co-ordinate the activities of the UN inter- regional and regional institutes for the prevention of crime and the treatment of offend-ers.	Global Programme Against Trafficking in Human Beings.	Research and assessment of trafficking and smuggling flows. Working with governments and other agencies to support and promote best practices. Establishment of a data bank of best practices and a web site. Establishment of demonstration projects. International Forum. Development of an international strategy 2002.	Global, in partnership with UNICEF, UNIFEM, ILO, IOM and Interpol.	Launched in Mar 1999: duration 36 months 2002	United Nations Office for Drug Control and Crime Prevention Vienna International Centre PO Box 500 A-1400 Vienna Austria phone/fax: +43 1 26060 0 +43 1 26060 5866 Trafficking in Human Beings cicp.thb@cicp.un.or.at
UN Inter Regional Crime and Justice Research Institute (UNICRI)	To contribute to the for-mulation and implementa-tion of effective policies in the field of criminal justice and crime prevention. Special attention is given to the integration of such policies within socio-eco-nomic changes and devel-opment, focusing on the protection of human rights.	UNICRI is involved with UNDCCP/ CICP in imple-menting the UN Global Programme against Traf-ficking in Human Beings.	Research into trafficking, its scale, dynamics and dimensions, assessment of the problem and current responses against trafficking in persons, and elabo-ration of best practices. Implementation of prevention models and training with police, judiciary and local authorities.	Global	2000- 2002 36 months	UNICRI Headquarter: Viale Maestri del Lavoro, 10 – 10127 Turin, Italy phone/fax: +39 011 653 71 11 +39 011 631 33 68 unieri@unieri.it

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
International Organisation for Migration (IOM)	IOM is an inter-governmental organisation committed to the principle that humane and orderly migration benefits migrants and society. IOM has over 69 member states and has missions in many of these.[b]	Plan of Action: Trafficking in Migrants IOM has adopted a regional approach to trafficking with the establishment of focal points in all IOM offices. The aim is to ensure monitoring, programme development and implementation at the national level, whilst feeding into regional planning and implementation. In SEE, IOM is implementing counter trafficking plans in Albania, BiH, Bulgaria, FRY, FYR Macedonia, Hungary, Kosovo, Moldova and Romania.	Provision of technical assistance, training and expertise to governments with migration systems and legal reform. Provision of temporary accommodation, safe repatriation and supported reintegration and return. Information campaigns and information dissemination, regionally and in individual countries. Research into collection of reliable data on trafficking in the 15 EU states. Regional and country seminar activities.	Global	Nov 1994: ongoing	Irena VOJACKOVA-SOLLORANO - IOM phone/fax: +43 1 585 33 22-26/21; +43 1 585 33 22-30/31 ivojackova@iom.int
UNFPA (United Nations Population Fund)	Internationally funded source of population assistance for developing countries.	Programme on Reproductive Health including Family Planning and Sexual Health	Reproductive health programmess in the shelters for trafficked women and children	Regional	Ongoing	United Nations Population Fund (UNFPA) 220 East, 42nd Street New York, N.Y. 10017 USA.
UN High Commission for Refugees (UNHCR)	UNHCR is mandated by the UN to ensure the international protection of refugees, and to assist governments in finding durable solutions to refugee problems.		To ensure that access to apply for asylum is granted to any individual falling within their mandate. This includes trafficked persons and ensures that they have access to state procedures and systems for asylum seekers.	Global		United Nations High Commissioner for Refugees Case Postale 2500 CH-1211 Geneve 2 Depot Suisse. phone: +41 22 739 8111 (automatic switchboard).

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
ILO (International Labour Organisation)	UN agency promoting decent work and social safety nets by setting and supervising international labour standards in the form of conventions and recommendations.	National Network on Foreign Labour in Central and Eastern Europe.	Research, exchange of information, and studies on irregular labour migration.	CEE (Russian Federation, Ukraine, Moldova, Lithuania, Hungary, Czech Republic).	1994	Laetitia DUMAS -ILO 4, routes des Morillons, CH-1211 Geneva 22 phone/fax: +41 22 799 73 53 +41 22 799 87 71, dumas@ilo.org
		Anti-trafficking programme for countries of origin and destination	Prevention of trafficking: capacity building, awareness raising, alternative economic opportunities.	Moldova	Preparatory phase	
American Bar Association Central and Eastern Europe Law Initiative (ABACEELI)	To provide support to countries to establish and maintain democratic systems governed by the rule of law.	No regional initiative, activities are developed country by country.	Provision of legal and judicial training and professional expertise to governments. Support and training for constitutional, judicial, legal professional and criminal law reform. Legislative assistance.	Regional: Albania, BiH, Bulgaria, Croatia, FYR Macedonia, Kosovo, Montenegro and Serbia.	Ongoing, with different starting dates in each of the countries.	Scott N. CARLSON CEE Director 740 15th Street NW Washington DC 20005 – 1022 phone/fax: +1 202 662 1950 +1 202 662 1597 ceeli@abanet.org
INTERPOL	To ensure and promote the widest possible mutual assistance between all criminal police authorities, and to establish and develop all institutions likely to contribute effectively to the prevention and suppression of ordinary law crimes.	Resolution on trafficking of women and children passed by Interpol General Assembly.	Trafficking in Human Beings Branch established. (This covers trafficking of women for sexual exploitation, children and illegal immigration). In the process of creating a working group on trafficking with members selected from national police forces. Raise awareness among police forces as well as increase information exchange and operational co-operation.	Global Global	1996 Feb 1999	Jan Austad General Secretariat 200, quai Charles de Gaulle, 69006 Lyon, France Fax: +33 4 72 44 71 63

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
European Law Enforcement Organisation (EUROPOL)	To make a significant contribution to law enforcement action against organised crime with a particular emphasis on the criminal organisations involved.	The Tampere Summit of October 1999 strengthened EUROPOLS role in fighting organised crime, including trafficking in human beings.	Establishment of a European Police Chiefs Operational Task Force to exchange best practice and information, in co- operation with EUROPOL.	EU member states.	Oct 1999	Bjoern Clarberg Raamweg 47, The Hague, The Netherlands phone/fax: +31-70-3025302 +31-70-3455896
	Mandate covers trafficking in human beings including child pornography.	EUROJUST	Establishment of a unit composed of national prosecutors, magistrates and/or police officers. Would support the work of national prosecuting authorities against organised criminal activity. Gives support to the establishment of national contact points on trafficking.	EU member states and third countries.	Pending	
			Undertakes research and studies to understand the problem.	Member states		
			Gives support to operational and investigative projects of member states	Member states		
NGOs						
LA STRADA	Prevention of trafficking in women for the purpose of sexual exploitation, through advocacy, influencing legislation, disseminating information, and practical assistance to partner organisations. La Strada regards trafficking in women as a human rights abuse and therefore a violation of women's rights.	Programme for the Prevention of Trafficking in Women in Central and Eastern Europe.	Advocacy, training, programme support and support to partner organisations. Direct assistance to the victims programmes. Prevention and awareness raising programmes.	La Strada International is a network of organisations in 9 countries: Belarus, BiH, Bulgaria, Czech Republic, FYR Macedonia, Moldova, Netherlands, Poland and Ukraine.	Ongoing since 1998	Nadia Kozhouharova National Coordinator Slavyanska str. 30, Sofia 1000 phone/fax: +359 2 981 67 40 animus@ttm.bg

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
International Human Rights Law Group (IHRLG)	A non-profit organisation of human rights and legal professionals engaged in human rights advocacy, litigation and training globally. Mandate is to support and empower advocates to expand the scope of human rights protections for men and women and to promote broad participation in creating more effective human rights standards and procedures at national, regional and international levels.	The Initiative Against Trafficking in Persons. Works co-operatively with IHRLG field offices if trafficking is a problem in that country/region. Have worked in SEE with Bosnia and Herzegovina.	Co-ordinating the work of the Human Rights Caucus, which consists of anti-trafficking NGOs from around the world. The Caucus advocates states to respect human rights standards, and lobbies states to ratify the UN Trafficking Protocol. Creation of interactive databases to support the global work of NGOs. Support of field office work in BiH, Cambodia and Nigeria. Support to local organisations in various countries on projects to promote human rights standards.	Global Global Global	Ongoing	Ann D. Jordan 1200 18th Street, N.W. Suite 602 Washington DC 20036 phone/fax: +1 202 822 46 00 ext.27 +1 202 822 46o6 Trafficking@HRLawGroup.org
TAMPEP	The project which seeks to increase empowerment and self-esteem of sex workers.	Network of organisations which are going to provide sex workers/trafficked women with culturally appropriate HIV/AIDS education.	Education of social and medical establishments. Reference point for migrant sex workers Investigation of social, legal and working conditions of migrant sex workers	Central and Eastern Europe	Started 2001 Ongoing	Licia Brussa Westermarkt 4, 1016 DK Amsterdam, The Netherlands phone/fax: +31 20 624 7 149 +31 20 624 65 29 tampep@xs4all.nl
Kvinna till Kvinna Foundation	To support and work with women in the Balkans to ensure full participation in leadership, politics and civil society. This includes work on violence against women.		Support to local partner organisations, advocacy, research and information campaigns. Education on women's rights and trafficking, as part of induction for Swedish KFOR troops prior to departure.	Albania, BiH, Croatia, Kosovo, Montenegro and Serbia.	Ongoing	Eva Zillen Tjarhovsgatan 9, 11621 Stockholm, Sweden phone/fax: + 46 8 702 98 20 + 46 8 643 23 60 info@iktk.se

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
Human Right Watch (HRW)	To conduct research on human rights violations, including the trafficking of women into prostitution and forced labour. Publication of reports and briefing papers including recommendations to the international community, inter-governmental organisations and governments. Advocacy work based on recommendations from research.		Report: recommendations regarding the Protocols on Trafficking in Persons and Smuggling of Migrants. Involved in negotiations on the Protocols on Trafficking. In USA has been advocating for federal legislation, which would provide for the prosecution of traffickers and afford protection and assistance to trafficked persons.			Martina Vanderberg Program officer 1630 Connecticut Avenue, N.W., Suite 500 Washington, DC 20009 USA phone/fax: +1-202 612-4321, +1-202 612-4333 hrwdc@hrw.org
Helsinki Federation for Human Rights (IHF)	IHF monitors compliance with the human rights provisions of the Helsinki Final Act and its follow up documents. 39 committees and co-operating organisations operate globally. Criticises human rights abuses wherever they occur and has direct links with human rights activists where no committee exists.		Report to the OSCE Supplementary Human Dimensions Meeting in Vienna, "A Form of Slavery: Trafficking in Women in OSCE Member States." Ongoing research and monitoring of the patterns and dimensions of trafficking in SEE.	All SEE countries	June 2000	Nicki Watson Women's Rights Programme Coordinator IHF phone/fax: +43 1 408 88 22 32 +43 1 408 88 22 50 Mobile: +43 676 305 2642
International Catholic Migration Committee (ICMC)	Works in area of forced migration, and serves uprooted people.	Responds to immediate needs of refugees, internally displaced persons and forced migrants.	Assistance to trafficked women in the region. Work on durable solution: return, reintegration, resettlement.	Albania, BiH, Croatia, Montenegro	Ongoing	Sarah Stephens - ICMC phone/fax: +41 22 919 10 25; +41 22 919 10 48 e-mail: stephens@icmc.net

Organisation	Mandate	Initiatives	Activities	Location	Timeframe	Contacts
Save the Children	International charity working in 70 countries in the world.		Report published "Child Trafficking in Albania" Reports on and assessment of situation regarding the trafficking of children	Albania SEE	2001 2001-2002	Chris Cuninghame 17 Grove Lane, London SES BRD phone/fax: +44/207703 5400 +44/207716 2339 c.cuninghame@scfuk.org.uk
International Research and Exchanges Board (IREX)	International NGO facilitating research and exchange between USA and countries of Eastern Europe.	Regional Empowerment Initiative for Women with anti-trafficking programme	Promotion of empowerment of women in selected countries of SEE and former Soviet Union	Bulgaria, FRY, Lithuania, Moldova, Romania and Russia.	Started in 2001: Ongoing	Megan Neal 2121 K Street, NW Suite 700 Washington, DC 20037 phone/fax: + 1 202 628-8188 +1 202 628-8189 irex@irex.org mneal@irex.org

a. Albania, Andorra, Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, FYR Macedonia, Germany, Georgia, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, San Marino, Slovak republic, Slovenia, Spain, Sweden, Switzerland,, Turkey, Ukraine, United Kingdom.

b. Albania, Austria, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Finland, France, FRY, FYR Macedonia, Georgia, Germany, Greece, Hungary, Italy, Kosovo, Netherlands, Portugal, Romania, Russia, Slovak Republic, Spain, Switzerland, Ukraine, United Kingdom.

TABLE 2: LIST OF PROJECTS AND ACTIVITIES IN THE REPUBLIC OF MOLDOVA [170]

GOVERNMENT

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
GOVERNMENT OF MOLDOVA						
Research and Assessment	Governmental report on Trafficking. Agreement of co-operation to Prevent and Combat Transborder Crime.	July 2001 May 1999		IAs, NGOs		National group on combat-ing trafficking in human beings, National Co-ordinator, Valerian Cristea phone/fax: + 373 2 233 822 + 373 2 242 696
COUNCIL OF MINISTERS						
Institutional development, co-ordination and National Plan of Action	Governmental Working Group on trafficking and Governmental Co-ordinator.	Ongoing		IAs, NGOs		Deputy Prime Minister, Valerian Cristea phone/fax: +373 2 233 822 +373 2 242 696
OFFICE OF THE PRESIDENT						
Trafficking prevention	Presidential Commission on Trafficking.	Until Feb 2001				Antonina Comerzan, State Chancelary Focal Point National Committee on Trafficking phone/fax: +373 2 250 298 +373 2 242 696
PARLIAMENT						
Legal reform	New law (Art. 116 of the Penal Code) adopted by the Parliament.	July 2001		IAs, NGOs		Deputy, Maria Postoico phone: +373 2 232322

170. **Abbreviations:** IA, International agency; ICCO, Inter-church Organisation for Development Cooperation; ME, Ministry of Education; MFA, Ministry of Foreign Affairs; MI, Ministry of Internal Affairs; MJ, Ministry of Justice; ML, Ministry of Labour, Social Protection and Family; NOVIB, Oxfam Netherlands; SP, Stability Pact.

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
Prevention and legal reform	Parliamentary Working Group on Trafficking.	Until Feb 2001				Deputy, Maria Postoico phone: +373 2 232322
MINISTRY OF INTERNAL AFFAIRS AND GENERAL INSPECTORATE OF THE POLICE						
Research	Governmental Report on Trafficking.	July 2001				Deputy Minister of Internal Affairs, Mihai Culcitchi
Legal reform	Working group to reform criminal law regarding trafficking. New working group.	Nov 2000 – Feb 2001, never met Spring 2001		IAs, NGOs	MJ, MI, MFA, NGOs (Regional Initiative within SP)	
Law enforcement	Establishing National Task Force on Trafficking (unit within the police).	Nov 2000, in the process of restructurisation				Head of the Department on Organised Crime and Corruption, Ministry of Internal Affairs, Ion Turcan Deputy Director of the Information and Security Service, Ion Ursu
Law enforcement and training	Training for the police from Anti-trafficking Unit about trafficking in small children.	2001			Intl. NGO (Winrock Int.)	
International cooperation	Co-operation with SECI Centre and Regional Task Force on Trafficking.	Ongoing		SECI		
International co-operation, law enforcement	Organising Anti-trafficking Unit: Regional Focal Point (at SECI), National Focal Points, Trafficking in Human Being Squads.	Summer 2001		SECI, IOM	MI, FBI officer for Romania and Moldova, SECI, IOM	

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF LABOUR, SOCIAL PROTECTION AND FAMILY						
Research and assessment	Governmental Report "On Continuous Expansion of Trafficking in Human Beings".	September 2000		IAs, NGOs		Deputy Minister of Labour and Social Protection, Angelina Apostol Director of Department of Social Assistance, Tatiana Gribincea, phone: +373 2 210121
Prevention and assistance to trafficked persons	Training and other support for the unemployed. Organisation of Job Clubs.	Ongoing				
Raising awareness and prevention	Department of Migration facilitates legal migration and provides information about the consequences of illegal migration.	Ongoing			Government of Moldova	
Legal reform	Elaboration of National Strategy on Children and Family Protection. Elaboration of Draft Law on "Children in Difficult Situations". Elaboration of the Law on "Social State Allowances for Families with Children".	Ongoing		UNICEF		
Assistance to trafficked persons	Contract signed with IOM to select enterprises all over Moldova. IOM would cover salaries for 150 women if they were guaranteed work for 6 months.	Start planned for Oct 2001		IOM	IOM	
MINISTRY OF EDUCATION						
Raising awareness	Awareness raising and information campaign at schools.	first meeting June 2000; ongoing		In co-operation with NGOs	La Strada, NGOs	Liliana Palihovici, Department of Youth and Sports phone: +373 2 277420

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF FOREIGN AFFAIRS						
National Plan of Action	Establishing inter-ministerial working group at the level of vice-ministers to prepare NPA. The Head of the Working Group is the National Co-ordinator.	Established July 2001, First meeting Sept 2001			MFA, MI, MJ, ME, ML	Deputy Minister of Foreign Affairs, Eugen Carpov. First Secretary, Vitalie Parnau phone/fax: +373 257 8257 +373 257 8308 orgeuro@mfa.un.md Director of the Consulate Office, Burlacu Anatol, phone: +373 2 23 4452 General Department of European Integration, Lilian Moraru phone/fax: +373 2 57830 +373 2 232302 Lilian-moraru@hotmail.com Director of the General Department of International Law and Treaties, Vitalii Slonovsky
MINISTRY OF FINANCE						
Prevention of trafficking	Control of existing tourist and travel agencies, issuing new licenses	Ongoing				

INTERNATIONAL ORGANISATIONS

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
		IOM				
Prevention and raising awareness	Prevention and awareness raising campaign. Press conference (launching the campaign). Training for journalists.	Oct 2001 – Oct 2002 Autumn 2001	US Department of State 200.000 US$	Centre for Trafficking Prevention, UNICEF, Civic Initiative	La Strada	Trafficking in Women Co-ordinator, Liuba Revenko phone/fax: +373 2 249103 224 9103 +373 2 249136 Mob:+ 373 9154490 iomchisinau@iom.int
Assistance for trafficked persons **Training and capacity building for NGOs**	Assistance for trafficked persons: • Assistance from the airport to the shelter; • Medical and social assistance; • Reinstallation grant; • Vocational training. Seminar for NGOs on victims assistance.	From Sept 2001 May 2001	Swiss Agency for Cooperation and Develop-ment 150.000 CHF	Centre for Trafficking Prevention, La Strada, Caritas	Centre for Trafficking Prevention	
Assistance for trafficked persons	Contract signed with ML to select enterprises all over Moldova. IOM would cover salaries of 150 women if they were guaranteed work for 6 months.	July 2001		ML	IOM, ML	
Legal reform	Criminalisation and prosecution activities, training for Law Enforcement officials, recommendations to improve the legislation, work with the police at national level, training and exchange visits.	From Nov 2001	Swedish International Development Agency (SIDA), 200 000 USD	Local Authorities, Police, Prosecutors Office, Reps. of the National Committee, OSCE	Centre for Trafficking Prevention, Civic Initiative	

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
			UNICEF			
Co-operation and institutional capacity building	Initiative to organise the Task Force on Trafficking (inter-agency working group).	first meeting June 2000 Ongoing		OSCE, UNHCR, IOM, La Strada, US Embassy	OSCE, UNHCR, IOM, La Strada, US Embassy	Assistant Representative Giovanna Barberis phone/fax: +373 2 22 0034 +373 2 22 0244 gbarberis@unicef.org
Prevention and raising awareness	Training courses for staff working in institutions.	Started in Autumn 2001 Ongoing		IOM, La Strada	La Strada	
			UNDP			
Awareness raising and prevention	Project on trafficking realised by a local NGO (information, awareness raising and prevention campaign).	Dec 2000 –Feb 2002			Association of Women Lawyers	UN/UNDP MOLDOVA 131, 31 August str. 2012 Chisinau, Moldova phone/fax: +373-2 22-00-45 (switchboard) +373-2 22-00-41 registry.md@undp.org
			OSCE			
Research and legal reform	Project on trafficking law reform. Support to Moldavian government to work on the reform of trafficking law: • Report on international and Moldavian anti-trafficking laws; • External expertise of Moldavian trafficking law amendments.	Ongoing	US Department of State	Government, ABA CEELI		Human Dimension Officer, Gottfried Hanne phone/fax: +373-2-241400 (sec) -234221 (dir) +373-2-547620 ghanne@osce.md

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
US EMBASSY						
Raising awareness and capacity building of local NGOs	Buying airtime on national Moldavian TV to show documentary about trafficking produced by local NGOs.	July 2001			Local NGOs	Lisa Heilbronn Public Affairs Officer (assistant: Irina Colin) phone: +373 2 233 772 ext. 101 Lheilbro@pd.state.gov lmheilbronn@hotmail.com
	Thematic reporting tour for journalists, rehabilitation treatment for prostitutes in USA.	2001			journalists	
	Information materials for vulnerable groups distributed by Moldavian Custom Police: "Be smart be safe". US customs brochure translated into Romania and Russian.	2001		MI, Border Police		
Law enforcement	US consultant from US Custom Service to work together with Moldavian Customs.	Sept 2001		MI		

NON-GOVERNMENTAL ORGANISATIONS

SAVE THE CHILDREN						
Assistance for trafficked persons	Shelter for trafficked persons. Work orientation training, medical services, job training, help for the victim's children. Support for underage victims of trafficking.	Beginning of 1999 – Sept 2001 Ongoing	IOM	IOM		Mariana Petersel President phone: +373 2 23 25 82 Mob: +373 2 23 2113/ 273 102 salcop@moldnet.md

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
		LA STRADA				
Prevention and raising awareness	Training for staff at institutions for children.	Started in Sept 2001 Ongoing	Dutch Ministry of Foreign Affairs; ICCO & NOVIB aid funds			Ana Palancean National Co-ordinator phone/fax: +373 2 234906 +373 2 234907 Mob. 8 29131063 lsmoldova@ls.moldline.net
Prevention and raising awareness	Hotline about trafficking (with possibility to start rescue process): • information on conditions for migrating (terms of migration and local regulations in various countries); • information for individuals/families who are looking for trafficked women.	Started in Sept 2001 Ongoing	Dutch Ministry of Foreign Affairs; ICCO & Novib aid funds; IOM Moldova			
Assistance for trafficked persons	Implementing partner of IOM on reintegration. Creating a new shelter with medical, psychological and social assistance to the victims.	Sept 2001	IOM	IOM		
Prevention and raising awareness	Prevention and awareness raising activities: • Information materials for vulnerable groups; • Meetings with risk groups (young women 15-21 years old) at schools; • Meetings with youth organisations.	Sept. 2001 Planned Ongoing	Dutch Ministry of Foreign Affairs; ICCO & NOVIB aid funds; IOM Moldova	National Council of Youth, Ministry of Education, regional NGOs, State Department of Youth & Sport		
	Information and prevention campaign: • Press-conference; • Brochure/report on trafficking in women: situation of Moldova; legal framework on trafficking both national and international; legal framework on foreign labour markets pertaining to migrants; educational and prevention information for potential victims; • Round table with local NGOs on prevention measures and counselling for potential victims at regional level; • Web-site on the issue of trafficking.	Spring 2002 Spring 2002 Autumn 2002 Autumn 2002	Dutch Ministry of Foreign Affairs; ICCO & NOVIB aid funds	State Migration Service, Ministry of Exterior		

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
NATIONAL CENTRE FOR INFORMATION						
Research and assessment	Collecting materials about trafficking and NGO activities.	Ongoing				Galina Precup 31 Augustr Str. Nr 37a Chisinau CNSIPF@moldnet.md
Prevention of trafficking and raising awareness	Project about women and the labour market (creating jobs) – seminars, training. Human Rights of Women - 1 day seminars.	July 2001 – 2003 Ongoing	Soros, US Embassy, Dutch Global Ministries of United Churches			
ASSOCIATION FOR WOMEN LAWYERS						
Prevention of trafficking and raising awareness	Information and prevention campaign: • Hotline about trafficking; • Media campaign (TV spot, billboards, press articles); • Publications, leaflets, brochures; • Documentary about trafficking; • Seminars for teenagers in Chisinau; • Data base of organisations working on trafficking issue.	Dec 2000 – Feb 2002 06.00-06.01 06.00-06.01 06.00-06.01 from Aug 2001	US Embassy 57.000 USD, Soros	UNDP, IOM	Local NGOs	Jana Costachi President phone/fax: +373 2 54 65 69 afcjmd@yahoo.com
NATIONAL COUNCIL OF WOMEN						
Prevention of trafficking and raising awareness	Consultancy and support to CNN team preparing documentary on trafficking in women.	June 2001	Soros			Ala Mindicanu phone: +373.2.54.65.67 / 23 26 55 cenefe@mailcity.com
CIVIC INITIATIVE						
Raising awareness	Awareness raising programme: • Publications, information materials. • Documentary showed on the national TV. • Media campaign.	2000-2001 July 2001	US Embassy	ME	ME	Irina Martiniuc President phone: +373 2 33 13 03 irina@womci.moldnet.com

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
ITALIAN CONSORTIUM OF SOLIDARITY						
Reintegration of trafficked persons	Micro loans and credits for returned trafficked persons. Job training for returned trafficked persons. Support for starting business in rural areas.	Planned		IOM, La Strada		Liliana Sorrentino Director 162 Stefan Cel Mare str, Chi_in_u, Moldova phone/fax: +373-2-247-938; +373-2-246-451 icsmoldova@ics.mld-net.com
CIVIS						
Raising awareness	Awareness raising programme: • Publications, documentary, media campaign; • Survey, book of 24 interviews with trafficked persons. Media campaign: • Preparing scripts for radio and TV produced by local advertising companies; • Showing documentary and anti-trafficking TV spot on national television.	2000-2001	US Embassy			CIVIS phone/fax: +373 2 545102 civis@moldnet.md
ASSOCIATION FOR YOUTH DEVELOPMENT						
Raising awareness and prevention	Seminars for vulnerable groups (young women) Information materials distributed in high schools.	2000-2001				Emilia Moraru phone: +373 2 270 436 emoraru@mail.md
CIVICA						
Raising awareness	Awareness raising programme: • Publications, documentary, media campaign.	2000-2001	US Embassy			Irina Martinuc phone/fax: +373 2 499 783 +373 2 331 303 irina@womi.mldnet.com

Project/Activity	Focus of Project/Activity	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
WINROCK INTERNATIONAL						
Law enforcement and capacity building	Training for the police from the Anti-Trafficking Unit.	2000-2001	USAID	MI	Winrock International	Amy Heyden aheyden@winrock.org phone:+ 1 703-525-9430
Research	Report on trafficking in women as a human rights violation.	2000-2001	USAID	Minnesota Adov-cates for Human Rights	Local NGOs	
Raising awareness and capacity building for NGOs	Training for trainers on trafficking and human rights. Capacity building of local NGOs.	2001-2201	USAID	Minnesota Adov-cates for Human Rights	Local NGOs com-munity leaders	

TABLE 3: LIST OF PROJECTS AND ACTIVITIES IN ROMANIA[171]

GOVERNMENT

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
MINISTRY OF INTERIOR						
International co-operation and law enforcement	Regional Consultative Meeting on the Combat of Trafficking in Human Beings (organised within the framework of the Stability Pact Activities). Adoption of the political declaration "Anti-trafficking Law Enforcement".	Bucharest, 21 May 2001	Romanian Government, SECI, EU, USAID	Stability Pact Task Force on Trafficking	Bucharest, 21May 2001	Mihai Stoica Head of the Organised Crime Combat Division phone/fax: +40 1 314 7715 +40 1 310 17 57
National Plan of Action	National Plan of Action.	Adopted by the gov't in Aug 2001	Romanian Government	Romanian Gov't, IAs, NGOs	Romanian Government, IAs, NGOs	
Prevention, law enforcement	Establishing National Task Force on Trafficking.	July 2001	Romanian Government	Romanian Gov't	Romanian Government	
Assistance for trafficked persons	Shelter for assistance for trafficked persons in Bucharest.	Opened in Aug 2001	Romanian Government	IOM, local NGOs	IOM, local NGOs	
MINISTRY OF INTERIOR/INSTITUTE FOR REASEARCH AND CRIMINALITY						
Research and assessment	Research and governmental report: "Human Trafficking. Trafficking in Women and Children".	Summer 2001	Romanian Government	MI, independent experts	Centre for Advanced Legal Studies, Centre for Legal Resources	Ioaneta Vintileanu Deputy Director phone/fax: +40 1 2111859 +40 1 2105730 Mob. 092366610
Prevention of trafficking, raising awareness	Seminars, lectures, training on prevention of violence Programme against violence in family in 42 counties.	Ongoing Summer 2001	Romanian Government	ME, MYaS		

171. **Abbreviations:** IA, International Agency; CLR, Centre for Legal Resources; ME, Ministry of education; MFA, Ministry of Foreign Affairs; MI, Ministry of the Interior; MJ, Ministry of Justice; ML, Ministry of Labour; MYaS, Ministry of Youth and Sport.

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
Raising awareness	Awareness raising campaigns in schools, summer schools, camps. Caravan of Prevention (awareness raising programme for youth) Seminars, lectures, training for vulnerable groups.	Ongoing Summer 2001	Romanian Government	ME, MYaS ME, MYaS	ME, MYaS ME, MYaS	
MINISTRY OF THE INTERIOR / INSPECTORATE OF POLICE						
Law enforcement	Establishing Trafficking in Human Being Squads within the police.	May 2001			MI	Mihai Stoica Head of the Organised Crime Combat Division phone/fax: +40 1 314 7715 +40 1 311 2579 Col. Marian Triskaru Department of Aliens and Migration phone: 093 313 963 Col. Florin Ionescu Organised Crime Division, Head Anti-Trafficking Squad Lt. Adina Cruceru Organised Crime Division phone: +41 1 310 05 28
Law enforcement	Organising the Regional Anti-trafficking Task Force: Regional Focal Point (at SECI), National Focal Points, Trafficking in Human Being Squads. In Romania in 15 counties.	Mar – July 2001		MI, FBI officer for Romania and Moldova, SECI, IOM	MI	
Law enforcement	Press Conference for the Trafficking in Human Being Squad's reaction to the US Department of State Report on Trafficking. Presentation of the NPA.	19 July 2001.				

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
MINISTRY OF FOREIGN AFFAIRS						
Inter-institutional co-operation, legal reform	Inter-ministerial Working Group on Trafficking in Human Beings (within framework of SP WT3, work on legislation, law enforcement and victim assistance - increasing number of shelters).	Apr 2001 - ongoing		MI, MJ, ML, ME, IOM, US Embassy, NGOs	MJ	Teodora Mircea Tel. 040 1 230 7590 ddp@mae.ro Dana Alexandra Dumitrescu Human Dimension Expert phone/fax: +40 1 230 7579 +40 1 231 8115 alexandra.dumi-trescu@mae.ro Doina Iordache Director, Public Diplomacy Division doina.ior-dache@mae.kappa.ro doina.iordache@mae.ro Octavian Stamate Director, Human Rights Division phone: +40 1 230 70 14 Cristian Badescu traff.conferences@mae.ro
International co-operation, legal reform	Adoption of the political declaration "Anti-trafficking Law Enforcement".	Bucharest, 21 May 2001			Present: Ministers of Interior and National Security Advisers from the Balkan Region, Helga Konrad	
Legal reform, research, assessment	Legislation on Preventing and Combating Trafficking in Human Beings Analyses of international and EU legislation.	Early 2001.				

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
Legal reform	Legislation on Preventing and Combating Trafficking in Human Beings: • Weekly meetings of inter-agency group; • Analysis of international and EU legislation; • Creating legislation based on US anti-trafficking bill.	Adopted by Parliament before the end of Dec 2001		IOM, UNDP, UN Foundation for International Partnership, US Embassy, NGOs: Reaching Out, ARCA, ALGOR, CLR	MJ	
International co-operation, legal reform	Joint project with Republic of Moldova government "Criminal Law Reform on Trafficking": • Sharing information and experience; • Help with drafting the law; • Creating institutional network; • International co-operation; • Training for judges, prosecutors and lawyers.	Autumn 2001, Spring 2002	CoE	MI, MFA, MJ of Republic of Moldova	MJ, MI, ML	
MINISTRY OF HEALTH						
Prevention of trafficking	Information campaign on health for vulnerable groups.	Planned for Autumn 2001				Daniela Bartos Minister of Health and Family phone/fax: +40 1 314 1526 +40 1 312 4916 Luminita Popescu Director of the International Relations Department phone/fax: +40 1 310 0542 lumina@minsan.dnt.ro lumina@ms.ro
MINISTRY OF EDUCATION						
Prevention of trafficking, raising awareness	Including issue of trafficking in school curricula: • Developing the message; • Adjusting it for schools; • Dissemination of educational materials;	Sept 2001 until Dec 2001		ME	ME	Radu Baltasiu phone: +40 1 313 1013 radubalt@yahoo.com rtb@pcnet.ro

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
NATIONAL AUTHORITY FOR CHILD PROTECTION						
Research and assessment	Setting up a working group to work on updating the Report on Sexual Abuse and Exploitation of Children. Report will have a part on commercial sexual exploitation and internal trafficking in children.	Before end of 2001		IAs, NGOs		Mariana Neacsu Head Department Public Relations National Authority for Child Protection and Adoption phone/fax: + 401 315 36 33/315 36 30 + 401 312 74 74 mariana_neacsu@anpca.ro mariana_neacsu@hotmail.com
National Plan of Action on Protection of Children	Preparing an NPA on Protection of Children.					

INTERNATIONAL ORGANISATIONS

IOM						
Research and assessment	Report "Vulnerability to traffic in Human Beings of Young Female Population in Romania".	July 2001				Cristina Gheorghe Head of Office phone/fax: +40 1 231 3179 +40 1 230 3614 Cgheorghe@iom.int iombucarest@iom.int Florin Pasnicu Project Manager Fpasnicu@iom.int Sorina Bumbulut sbumbulut@iom.int Iris Alexe ialexe@iom.int Ramona Stoica rstoica@iom.net

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
Raising awareness and prevention	National prevention campaign: • Volunteers at summer camps for teenagers Including trafficking in school curriculum; • Dissemination of educational packages (videos with testimonies and IOM data on trafficking); • Dissemination of information materials: T-shirts, posters, badges; • Campaign in media: TV, radio and press. Joint press conference with the Anti-Organised Crime Squad.	Sept/Dec 2001	USAID 3000.000 US$		Local NGOs, ME	
Assistance for trafficked persons	Direct assistance to victims campaign.	Ongoing, started Dec 2000			Local NGOs, MI	
Reintegration assistance	Return and reintegration assistance, developing long term reintegration strategies.	Ongoing, started Dec 2000			Local NGOs, MI	
Raising awareness and prevention	Information campaign for the media, contacts with the media. Round tables with local media around the country.	Feb 2001 - ongoing Summer 2001		Media, local NGOs		
Capacity building for local NGOs	Seminar for local NGOs in Sinaia. Working procedures for NGOs for prevention campaigns.	April 2001			Local NGOs	
Capacity building for NGOs	Training for NGOs working on particular topics (assistance/ support/reintegration, psychological assessment and treatment of the victims).	Sept./Oct 2001			Local NGOs	
Capacity building for local NGOs	Conference with 24 NGOs Inter-agency Co-operation to Fight and Prevent Traffic in Women: • Consolidation of local NGOs; • Strengthening capacity of NGOs; • Designing training programmes; • Agreeing on working procedures; • Creating NGO network to support prevention campaign.	13-15 July 2001		Local NGOs, MI, ML, MYaS, MJ, ME, Agency for Child Protection, Agency for Employment and Labour		
Law enforcement training	Meeting for law enforcement agencies: "Inter-Agency Cupertino in Fighting trafficking in Humans in Romania".	Mar 2001		MI, Border Police, Crime squad		

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
UNICEF						
Research and assessment	Report "Trafficking in Women and Children in Southeastern Europe. An inventory of Current situation and Responses in Romania, Moldova and Bulgaria".	Sept 2001		OSCE		Karin Hulshof, Area Representative Romania and Moldova 23 Olari Street 70317 Bucharest 2 phone/fax: +40 1 252 7733 +40 1 252 5750 Mob: +40 94 553 321 khulshof@unicef.org
OSCE/ODIHR						
National Plan of Action	Organisation of round table on trafficking.	Oct 2000		OSCE/ ODIHR, MJ, IAs, local NGOs	Local NGOs	Gabriele REITER, Officer in anti-trafficking isues, ODIHR phone/fax: +48 22 520 06 00 ext 4152 gabriele@odihr.osce.waw.pl
NPA, capacity building of local NGOs	Conference in Sinaia. Training on networking, policy and strategy building in preparation for the work with the government.	Apr 2001 Sinaia	US funds			
UNAIDS –Joint United Nations Programmes on HIV/AIDS						
Trafficking prevention, capacity building for local NGOs	Support for the ARAS programme on HIV/AIDS prevention among sex workers in Bucharest.	Since 1999			ARAS	Eduard Petrescu Country Programme Advisor phone/fax:+40 1 211 8855 +40 1 211 3494 Eduard.petrescu@undp.ro
UNDP						
International co-operation, law enforcement	Regional project to create a case-based Regional Anti-Trafficking Law Enforcement Manual (to describe to local police in the SECI countries how their counterparts work).	2002	USAID 500.000 US$	USAID, SECI	SECI, MIs, NGOs	Winston Temple UNDP Resident Representative phone/fax:+40 1 211 88 55 211 34 94 winston.temple@undp.org Cristina Boldur Programme Assistant Governance cristina.boldur@undp.org

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
			SECI			
International co-operation, law enforcement	Establishing the Regional Task Force on Trafficking in Human Beings.	Ongoing			MIs and local police from SECI countries	Alexandru Ionas, Director 13 Septembrie, No. 1-5 Palace of Parliament, 10th floor, Sector 5 76117 Bucharest phone/fax: +40 1 303 6011 +40 1 303 6077 Mob: +40 93 230 130 scda@ines.ro ialex@rdsnet.ro Ferenc Banfi Director of OSD phone/fax: 401 303 6010, 401 303 6075 scda@ines.ro
International co-operation, law enforcement	Regional meetings: 12-13 Mar 2001 Skopje, 9-10 July 2001 Tessaloniki. Regional Law Enforcement cooperation and strategies.	Ongoing				
Victims assistance, international co-operation and law enforcement	Memorandum of understanding between IOM Headquarters and SECI Centre.	Early 2001		IOM	SECI, NGOs	
International co-operation, law enforcement	Joint training session for police and NGOs.	Sept 2001		IOM	SECI, NGOs	
			FEDERAL BUREAU OF INVESTIGATION (FBI)			
International co-operation, law enforcement	Support for the border police. Training for the police.	Ongoing		SECI, MI		Anibal Torres Rivera American Embassy Bucharest phone/fax: + 40 1 231 3179 + 40 1 230 3614 Mob: + 40 93 389 385 TorresRA@usembassy.ro

NON-GOVERNMENTAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
CENTRE FOR LEGAL RESOURCES						
Research and assessment, legal reform	Preparing "Impact Studies" - comparison of Romanian and EU legislation in "Justice and Home Affairs" which included trafficking in human beings. Preparing two analyses regarding trafficking in human beings in both Romania and Yugoslavia. Editing and publishing the book "Trafficking in human beings – trafficking in women and children"- English, Romanian and Serbian version.	2001		NGOs, MFA, MI, UNDP, US Embassy, USAID.		Madalina Marcoci Programme Coordinator phone/fax: +40 1 335 2814/15 335 0809 mmarcoci@crj.ro
Legal reform	Organising and taking part in working group on the Bill on the Prevention and Combating Trafficking in Human Beings.	Summer 2001	CoE	UNDP, UNAIDS, IOM, UNFPA		
International cooperation and legal reform	Romanian - Serbian Democracy Coalition of organisations in Romania and Serbia involved in cross border co-operation.	Ongoing	USAID, American Development Fund, 50.000 US$	NGOs, MFA, MI, UNDP, US Embassy, USAID		
International co-operation and legal reform	Regional Forum to discuss phenomenon of trafficking between Romania and Serbia, 21/23 June 2001, Bucharest: • Presenting the new anti-trafficking law initiative; • Establishing inter-ministerial expert group (MJ, MI, ML, CLR to work on the draft). Preparing draft Bill on Prevention and Combating Trafficking in Human Beings.	Until the end of 2001				

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
NETWORK OF LOCAL NGOs						
National Plan of Action	Alternative Version of NPA prepared by the coalition of NGOs working on the issue of trafficking.	Mar 2001				Reaching Out, Iana Matei reachingoutrom@yahoo.com SEF, Dina Loghin dina@sef.ro Artemis, Sorina Bumbulut artemis@mail.dntcj.ro ARCA, Christian Lazar arcafrrm@fx.ro
National Plan of Action	Meeting with the Head of the Stability Pact Task Force on Trafficking. Plans for assistance to victims and prevention actions.	22 May 2001				SCOP, Alina Hugel scopro@mail.dnttm.ro Phoenix Caritia, Lia Porfir phoenix@impromex.ro dalsocial@yahoo.com Pro Familia, Doina Monda afiprofamilia@lyrcos.com afibn@usa.net
Assistance for trafficked persons	Shelters for trafficked persons (Timisoara, Pitesti, Constanta).	Ongoing	Soros Foundation			
Reintegration of trafficked persons	Reintegration programmes (training, schooling, job training).	Ongoing	Soros Foundation			
Assistance and reintegration	Assistance for trafficked persons. Reintegration programmes (training, schooling, job training).	Ongoing	Soros Foundation			

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
The Romanian Association Against AIDS (ARAS)						
Prevention and raising awareness	HIV/AIDS prevention programme among vulnerable groups. Health prevention for commercial sex workers in Bucharest.	End 2000 Ongoing	USAIDS, Soros Foundation			Alina Bocai Open Society Institute/International Harm Reduction Development - OSI/IHRD Commercial Sex Worker Initiative – Project contact phone/fax: + 40 1 252 4141 + 40 1 252 4142 aras@home.ro
Fundatia Sanse Egale pentru Femei (SEF)						
Capacity building	Seminar/training "Network of GOs and NGOs working on trafficking in Human Beings": • Building network of co-operation; • Joint meetings and consultations. Questionnaire to be sent to local administration, decentralised services and agencies.	1999 No follow up	OSCE/ODIHR 6.500 US$	OSCE/ODIHR	SEF, Local NGOs	Dina Loghin Impacarii 17, bl. 913, tr1, et.1, ap. 3, 6600 Iasi phone: 40 32 211713 mob: 40 94 629560 dina@sef.ro
OSI Women Programme						
Research and assessment	Project "Theoretical and Empirical Models on Trafficking in Human Beings". Survey on organised crime, national migration survey, victim assessment, developing prevention programme.	Not yet started	OSI, Canadian International Development Agency, USAID, Not funded yet		Local NGOs	Roxana Tesiu, Programme Director, 155 Calea Victoriei, bl. D1 sc. 6, et. 2, 71102 Bucharest phone/fax: + 40 1 212 5430/1 312 7052 + 40 1 312 7053 rtesiu@buc.osf.ro

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
NETWORK OF LOCAL NGOs						
Prevention, raising awareness, assistance to trafficked persons	FAMNET coalition of 13 local NGOs working on the issue of trafficking: • Prevention campaign. • Hotline for the victims of trafficking. Web side for the involved organisations.	Planned	USAID 20.000 US$			Reaching Out, Ioana Matei reachingoutrom@yahoo.com SEF, Dina Loghin dina@sef.ro SCOP, Alina Hugel scopro@mail.dnttm.ro

LIST OF PROJECTS AND ACTIVITIES IN BULGARIA[172]

GOVERNMENT

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
MINISTRY OF INTERIOR						
Law enforcement	Establishment of an inter-agency Task Force to Combat Human Trafficking.	June 2001 Ongoing	SECI	MI, National Police, National Border Police.	MJ, Prosecutors	Anelia Ivantcheva International Cooperation Directorate Deputy Director phone/fax: + 359 29824157 + 359 29885240 sms-in@mvr.bg
Law enforcement and international co-operation	Establishing of the National Task Force on Trafficking to co-ordinate and share information on law enforcement efforts regionally through SECI.	June 2001 Ongoing	N/a	MI, National Police, National Border Police, SECI	MJ, Prosecutors	
Law enforcement and inter-agency co-operation	Draft of the Memorandum of Understanding between governmental bodies to create an inter-ministerial working group (also for members of the prosecutor's office, customs, tax administration) focused on the tactical and operational aspects of investigating the financial side of trafficking.	Will be signed before the end of 2001	N/a	MI, MJ, MLSP, MFA, National Police, National Border Police	Implemented directly	
MINISTRY OF THE INTERIOR WITH THE NATIONAL SERVICE AGAINST ORGANISED CRIME						
Law enforcement	Division of Organised Crime established in 1997. Deals with illegal migration, trade in labour force and trafficking in human beings. 28 units all over the country deal with organised crime. 40 police officers work on the issue of trafficking.	Trafficking section set up in 1999		MI, National Police, National Border Police, SECI		Peter Vladimirov Head of Division of Organised Crime phone/fax: + 359 2 68 74 92 + 359 29861139

172. **Abbreviations:** ABA, American Bar Association; IA, International agency; ME, Ministry of Education; MFA, Ministry of Foreign Affairs; MH, Ministry of Health; MI, Ministry of the Interior; MJ, Ministry of Justice; MLSP, Ministry of Labour and Social Protection; NACP, National Agency for Child Protection.

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
Law enforcement and international co-operation	FBI advisor for 1 year as advisor to the Task Force: • To establish a National Task Force on Trafficking; • To work with US Dept. of Justice Resident Legal Advisor; • To co-ordinate and share information on law enforcement with SECI.	May 2001- Oct 2002		MI, SECI, FBI	US Department of Justice, MJ, Prosecutors	Lt. Plamen Petrov, Head Illicit Trafficking of Human Beings Lyubomir Gledzharski, International Cooperation and Liaisons Section nsbop@mvr.bg
Law enforcement	Centre for combating trafficking in human beings.	Nov 2001		MI		
MINISTRY OF INTERIOR AND NATIONAL BORDER POLICE						
Law enforcement and international co-operation	Bilateral co-operation with the border police of neighbouring countries: • Romania; • Macedonia; • Greece.	Since 1999 Since 2000				Lt. Plamen Petrov, Head Illicit Trafficking of Human Beings Lyubomir Gledzharski, International Cooperation and Liaisons Section nsbop@mvr.bg
Law enforcement and international co-operation	Cooperation with SECI and Regional Task Force on Trafficking: • Operational co-operation; • Exchange of information; • Prevention and eradication strategies.	Since 2001	SECI			
MINISTRY OF JUSTICE						
Legal reform	New article of the Penal Code (280a) on the trafficking prepared and sent to the Parliament (went through the first reading before the change of the government).	Nov 2000 Ongoing		MJ, MI, ABA, US Dept. of Justice		Antonia Balkanska, Chief Inspector phone:+ 359 2 9870709 Mob. + 359 88 768462 antoniasb@hotmail.com Julia Miteva phone/fax: + 359 2 9332295 or 9877583 + 359 2 9809223

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
Legal reform	Working group within the Ministry established to work on the new Penal Code and amendments to the Penal Procedure Code.	Started in Mar 2000, ongoing		US Dept. of Justice		
Legal reform	Formal inter-Ministerial Working Group drafting anti-trafficking law following the UN Protocol, that will provide temporary support and reintegration programmes for trafficked persons and will establish a Commission to oversee policy and co-ordination activities on trafficking in human beings. The same body will draft a National Plan of Action.	Order from Deputy Minister of Justice: 15 June 2001 Ongoing. Draft to be completed by Apr 2002.	USDOJ	MJ, MI, MFA, MLSP, Border Police, US Dept. of Justice, IOM, ABA, local NGOs		
MINISTRY OF HEALTH						
Research and prevention	Report on Mobile Populations (including sex workers).	2000				Dr Tonka Varleva National Co-ordinator for AIDS and STDs phone/fax: + 359 2 9815725 + 359 2 9301243 Tvarleva@aster.net
Prevention of trafficking	Health education in schools to include information on trafficking.	Planned		ME		Nina Gatcheva Member of National HIV/AIDS Committee phone/fax: + 359 2 9815725 + 359 2 9301243
Prevention of trafficking	National Strategy on Prevention and Control of HIV/AIDS (includes sex workers as one of the vulnerable groups and special activities for this group).	Started in Feb 2001, accepted in Apr 2001, does not work yet		Prepared in co-operation with MH, ME, MI, State Agency for Children and Youth		

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
MINISTRY OF EDUCATION						
Prevention and raising awareness	Co-operation with IOM on their prevention and information campaign.	1999/2000				
Prevention and raising awareness	Co-operation with IOM on their prevention campaign in high schools.	Mar 2001 – Mar 2002				
Prevention and raising awareness	Co-operation with the Ministry of Health on their HIV/AIDS prevention campaign.	Planned				

INTERNATIONAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
		IOM				
Prevention and raising awareness	Prevention campaign in high schools for teenagers 12/18 (pilot project): • Two seminars for partners, experts and future trainers; • Developing educational model, campaign materials, manual for teachers; • Training for trainers – teachers, police officers, students.	Mar 2001 Mar 2002	US Government	ME, MI, Central Committee for Combating Child Delinquency; NACP; NGOs		Iliana Derilova-Stoykova Head of Office, IOM phone/fax: +359 2 981 6365/8376 +359 2 9816741 mob: +359 88716832 iomsofia@iom.int
Prevention and raising awareness **Assistance for trafficked persons**	Prevention and information campaign for the general public. Assisted return to Bulgaria: • Safe transportation assistance; • Arrival assistance; • Documents procurement. Financial support for trafficked persons.	Dec 1999 until Dec 2000. Ongoing		MI, MFA, ME, MH, MJ, MLSP, NGOs Central Committee for Combating Child Delinquency; NACP; NGOs		
Assistance for trafficked persons	Shelter for trafficked persons.	Will be established before the end of 2001		The same as above		

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
Reintegration of trafficked persons	Reintegration of trafficked persons: • Integration programmes; • Health services; • Training courses; • Safe accommodation; • Financial support; • Physical protection.	Ongoing		The same as above and MLSP, local Social-care and health care services.		
US EMBASSY, US DEPARTMENT OF JUSTICE						
Legal reform	Conference on Trafficking in Human Beings: support for drafting new legislation on trafficking and victim protection.	Autumn 2001		ABA, MJ, MI, police, prosecutors, border police, IOM, NGOs		Karen Kramer Resident Legal Adviser U.S. Dept. of Justice phone/fax: + 359 2 9522086, + 359 2 9375206 + 359 2 9501091 kkramer@usdojsofia.com
Legal reform and international co-operation	Two meetings on combating trafficking in human beings. Conference for representatives of ministries and state departments dealing with trafficking from Bulgaria and Poland. Second meeting (Bistrica, Bulgaria) concluded by agreeing basic points for the new anti-trafficking legislation and with the creation of informal working group.	Warsaw, Summer 2000 Nov 2000		ABA, MJ, MI, MPs, police, prosecutors, border police, IOM, NGOs – Helsinki Committee, Animus.		
Legal reform	Facilitating and supporting establishment of a Task Force to combat human trafficking. Support for reform of the penal and penal procedure codes and for the working group drafting a new anti-trafficking law focused on victim support and reintegration.	Ongoing				
Exchange of information, Capacity building of local NGOs	Hosts NGO and donor information sharing and co-ordination meetings.	Ongoing				

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
AMERICAN BAR ASSOCIATION – CENTRAL EAST EUROPEAN LAW INITIATIVE						
Legal reform, international co-operation and NGOs capacity building	Established an informal working group to work with NGOs. Participation in Bulgarian/Polish conferences on trafficking in Bistrica.	Oct 2000 Nov 2000		US Dept. of Justice, US Embassy, MJ, MI, IOM.		Carol Kelley Liaison Officer phone:+359 2 9808084 9811312 Carol@aba-bg.org

NON-GOVERNMENTAL ORGANISATIONS

ANIMUS ASSOCIATION/LA STRADA-BULGARIA						
National Plan of Action, inter-agency co-operation	Inter-institutional Round Table. Discussion, collecting data and making proposals for the NPA against Trafficking. Work on the draft NPA.	Nov 2000 Autumn 2001	From the La Strada budget (144,257 ECU), MATRA and others	MI, MJ, ME, MH, National Police, Border Police, National Service against Organised Crime	La Strada network – Poland Ukraine Czech R. The Netherlands	Nadia Kozhouharova National Co-ordinator Slavyanska str. 30, Sofia 1000 phone/fax: +359 2 981 67 40 animus@ttm.bg
Prevention and raising awareness	Information and prevention campaign. Training for local and foreign NGOs, law enforcement agencies, social workers and lawyers.	Ongoing Ongoing	From the La Strada budget (144,257 ECU), MATRA and others	In co-operation with IOM, MI, ME, MH.	La Strada network in Poland Ukraine Czech Republic, Netherlands	
Assistance for trafficked persons	Assistance and support for returning trafficked persons: • Arrival assistance; • Safe shelter.	Ongoing			International networks of NGOs providing help and support to victims	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
Assistance for trafficked persons	Crisis Counselling and Social Rehabilitation Core programmes: • helpline for the victims of violence and trafficking; • crisis unit; • social programme; • psycho-therapeutic programme. Direct assistance to trafficked persons and reintegration programme.	Final programme started in Sept 2000 and will go on until Sept 2001	233.000 ECU Novib	In co-operation with IOM, MI, ME, MH. National networks of NGOs providing help and support to victims	International networks of NGOs providing help and support to victims	
Capacity building of local NGOs	Training for local and foreign NGOs, law enforcement agencies, social workers and lawyers Transfer of model of work with survivors	Ongoing		NOVIB in co-operation with IOM, MI, ME, MH, NGOs		
BULGARIAN GENDER RESEARCH FOUNDATION						
Legal reform	Publishing a legal magazine focused on the issue of trafficking.	Sept 2001				Genoveva Tischeva Executive Director phone/fax: + 359 2 9808801 +359 2 989 7308 tishev@sf.icn.bg
Legal reform, training, capacity building	Counsel and legal aid for trafficked persons: • Preparing lawyers to work with cases of trafficking; • Learning specific ways to work with trafficked persons; • Protection of victims and of their human rights; • Offering legal services to shelters.	Planned				
HEALTH AND SOCIAL ENVIRONMENT FOUNDATION						
Prevention of trafficking	Outreach work with prostitutes in Sofia and at Greek border (in Petritch). Programme focuses on health prevention and harm reduction (STI and HIV tests, visits to gynaecologists and venerologists, distribution of pills, lubricants and condoms, needles and syringes for injecting drug users).	Ongoing		OSI, Harm Reduction Programme, European Commission		Elena Kabakchieva Open Society Institute International Harm Reduction Development, OSI/IHRD Commercial Sex Worker Initiative – Project contact phone/fax: +359 2 951 8108, +359 2 953 3455 hpaids@bgnet.bg

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
BULGARIAN HELSINKI COMMITTEE						
Prevention of trafficking	Information project for migrants coming to Bulgaria, asylum seekers and Bulgarians leaving the country. Materials will include information on trafficking and organisations providing help and info.	Jan 2002 - Jan 2003				Dr.Tania Marincheshka phone: +359 2 9802049 9813318 treytan26@hotmail.com peregrine@aster.net
NATIONAL AGENCY FOR CHILD PROTECTION						
Prevention of trafficking	Adopting the Law on Child Abuse and Rights, including anti-trafficking provisions.	Apr 2001		ME		
ORGANISATION OF POLICE WOMEN IN BULGARIA						
Law enforcement, co-operation between NGOs and police	Training for the Police on the issue of missing and kidnapped people. Organised in Dolna Bania.	Apr 2001				Col.Temenuzka Zhelyazkova Chair phone/fax: + 359 2 9824948 9833940 + 359 2 9822233 9877995 enp@netbg.com
Law enforcement, co-operation between NGOs and police	Training for police, social workers, NGOs about child abuse.	June 2001		La Strada		
Law enforcement, co-operation between NGOs and police	Support for NGOs in contacts with the police, tracing missing persons.	Ongoing		Other NGOs		

LIST OF PROJECTS AND ACTIVITIES IN BOSNIA AND HERZEGOVINA[173]

GOVERNMENT

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF EUROPEAN INTEGRATION AND MINISTRY OF HUMAN RIGHTS						
National working group on trafficking **National Plan of Action to combat trafficking**	Identify priorities and co-ordinate activities among government, international organisations and NGOs. Develop comprehensive NPA to combat trafficking.	Ongoing since Dec 2000	N/a No external funding	Various Ministries from RS and FBiH, IAs NGOs		Dr. Kadrija Sabic-Haracic, Deputy Minister, Ministry for Human Rights and Refugees phone/fax: +387 33 445 122 Amela Alihodzic Deputy Minister, Ministry of European Integration Zora Marjanovic Governmental co-ordinator
Shelter for trafficked persons	Building of shelter for trafficked persons, provision of medical and other assistance.	As soon as funds are secured	400,000US$ Not yet funded	UNHCHR, UNMIHB, IOM, NGOs, ICMC	Shelter to be run by the government; ICMC	
MINISTRIES OF THE INTERIOR (FBiH AND RS)						
SECI	BiH has signed the Agreement on Co-operation to Prevent and Combat Trans-border Crime.	26 May 1999				Dr. Mladen Milosavljevic FBiH Mehmeda Spahe 7, Sarajevo phone/fax: + 387 33 664 904 + 387 33 472 976 e-mail: mmladen@bih.net.ba
Victim assistance	Provision of 24 hour security for IOM shelters	Ongoing Since 1999	N/a	IOM	FBiH NOI and Local police	Zoran Duvnjak, RS Jug Bogdana 108, Banja Luka, RS phone/fax: + 387 51 331 116 + 387 51 331 206

173. **Abbreviations:** IA, international agency; FBiH, Federation of BiH; IPTF, International Police Task Force; MH, Ministry of Health; MI, Ministry of the Interior; MS, Ministry of Social Affairs; RS, Republika Srpska; UNMIBH, UN Mission to BiH.

INTERNATIONAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
UN MISSION IN BOSNIA AND HERZEGOVINA (UNMIBH)						
Law enforcement	Establishing Special Trafficking Operations Programme unit (STOP) in IPTF. Co-operation with local police in bar raids. Training for IPTF personnel. Training for State Border Service.	July 2001 Ongoing	N/a	MIs, local police, UNHCHR UNHCHR	IPTF, local police UNHCHR STOP Team, UNHCHR	Ceciliah Lavarere Aleja Bosne srebrene 121, 71000 Sarajevo PTT Switchboard phone: +387 33-496 000 V-SAT switchboard: + 387 33 155 6000
Prevention and raising awareness	Code of conduct for international workers and peacekeepers.		N/a	UNHCHR	IPTF, international workers	
UN OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS (UNHCHR)						
Advocacy, facilitation and expert advice on issues, procedures related to trafficking in human beings.	Advocacy and expert advice to government, international organisations and NGOs. Through collaboration and facilitation, ensure protection and assistance for trafficked persons.	Ongoing	N/a Activities funded through UNHCHR programme Funds Donors to UNHCHR in BiH include Sweden	IOM, IPFT, UNMIBH	N/a Implemented by UNHCHR	Madeleine Rees, Head of Office UN House, Aleja Bosne srebrene bb, Nedzarici, 71000 Sarajevo phone/fax: + 387 33 496 402 + 387 33 496 438 reesm@un.org
Review of legislation related to trafficking.	• Developing a witness support programme • Including trafficking into criminal code (draft legislation for RS on trafficking submitted to OHR)			IHRLG		
UNHCHR/UNMIBH joint collaboration on trafficking	Monitoring and human rights training for IPTF and local police.			IPTF and local police		

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
Training for judges, police and prosecutors.	Training for judges, police and prosecutors.			CoE, ABA CEELI		
STOP – UN Special Trafficking Operations Programme	Monitoring of raids and arrests.	Launched July 2001		Local police, IOM, OHCHR	IPTF	
Information collection and data base on trafficked persons in BiH	UNMIBH human rights officers interview trafficked women with IPTF/Human Rights. Determine who is trafficked and who is not.				Human Rights Department of UMIBH	
INTERNATIONAL ORGANISATION OF MIGRATION (IOM)						
Awareness raising campaign	General awareness raising – BiH nationwide.	Aug 2000-Mar 2001		IAs, NGOs	Project implemented by IOM directly	Nidia Casati, Chief of Mission phone/fax: + 387 33 452 515 + 387 452 640 ncasati@iom.int
Shelter for trafficked persons	2 shelters with capacity of up to 60 women, high and low security for trafficked women who voluntarily want to return home.	On-going since 1999	NGOs, UNICEF	Referrals by IPTF, UMIBH and NGOs, security provided by Ministry of Interior	Shelters are operated and managed by IOM directly	
Return and repatriation	Support and assistance to trafficked persons whilst waiting for repatriation. Safe repatriation and return of trafficked migrants to country of origin. 300 women and girls since 1999.	On-going since Aug 1999	US Gov't	IPTF, UNHCR	Project implemented by IOM directly	
Reintegration	Support for the reintegration of trafficked women returned from other countries to BiH – 1 Bosnian woman returned from Italy since 2000	On-going	IOM Italy	Governmental Agencies	Implemented by local NGO Zena BiH Mostar	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
UNITED NATIONS FUND FOR POPULATION ACTIVITIES (UNFPA)						
Reproductive Health Education through Youth Peer Counselling	Project to be developed to include trafficking and surrounding health issues.	On-going				Zeljka Mudrovcic phone/fax: + 387 33 276 833 + 387 33 665 681 zmudrovcic@unfpa.ba
Medical and social assistance for trafficked persons	Co-ordinate and provide health services for trafficked women in shelters and through referral system with other providers (family planning centres, gynaecological units), including voluntary HIV testing and counselling.	3 year project to begin as soon as funding received	350,000 US$ Not funded	MH, MS, MI, Public Health Institutes, IOM and NGOs	IOM and NGOs	
UNITED NATIONS CHILDREN'S FUND (UNICEF)						
Research and data collection (part of regional project)	Assessment and mapping out of activities to address trafficking in human beings.	June-Nov 2001	40,000US$ funded by OSCE/ ODIHR, UNICEF UNHCHR	OSCE/ ODHIR, UNHCHR		Yulia P Krieger Kolodvorska 6 Sarajevo phone: + 387 33 230 118 mob. + 387 66 167 204 ykrieger@unicef.org
Rapid Response Assessment for HIV/ AIDS and STIs (part of a regional project)	Assessment of HIV/AIDS risk/prevalence in BiH, including among sex workers.	Aug-Dec 2001	50,000 US$ funded Canada Gov't (CIDA)	Government, IAs, NGOs		Jill Zarchin phone: + 387 33 230 118 jzarchin@unicef.org
HIV/AIDS awareness raising and social mobilisation	Raising awareness among vulnerable young people through peer education. Raising awareness among high risk groups, including clients and sex workers.	2002-2004	200,000 US$ Not yet funded	Government, IAs and local NGOs	Government, International and local NGOs	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Cooperating Partners	Implementing Partners	Contacts
			OSCE			
Legal protection for trafficked persons	Establishing a group of defence lawyers specialised in trafficking issues, a list of whom will be distributed to all courts for ex-officio appointments of lawyers. Developing guidelines for the protection of trafficked persons that will be distributed to all courts and prosecutor's offices.	Nov 2001-Apr 2002	OSCE/ ODIHR		IHRLG	Katy Thompson Legal Advisor – Rule of Law Human Rights Head Office OSCE Mission to Bosnia-Herzegovina 3/II Pehlivanusa 71000 SARAJEVO phone/fax: +387 33 292 367 +387 33 238 224 mobile: +387 33 188 045 e-mail: KatyT@oscebih.org
Capacity building for local NGOs	Training for NGOs on human rights, trafficking and organisational development to build the capacity of the RING Network of NGOs. Facilitation of the establishment of a secretariat for the RING Network and empowering it to take on anti-trafficking advocacy work. Promoting regional co-operation and approach.	Ongoing	OSCE/ ODIHR		RING, IHRLG	

NON-GOVERNMENTAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Total Budget	Co-operating Partners	Implementing Partners	Contacts
SAVE THE CHILDREN (ALLIANCE)						
Research and data collection	Information gathering and assessment of child trafficking in BiH.	Beginning June 2001-Dec 2001		FBiH Ombuds Office for Children		Senija Tahirovic Save the Children Norway phone/fax: +387 33 659 822 +387 33 659 915 st.scn@smartnet.ba
INTERNATIONAL HUMAN RIGHTS LAW GROUP (IHRLG)						
Review of legislation	Review of existing legislation relevant to trafficking, including immigration, civil and criminal law, health and social welfare.	Planned	50.000 US$ – not yet funded	UNHCHR, OSCE	Government, RING	Sevima Sali-Terzic Director Marsala Tita 8/2, Sarajevo phone: + 387 33 205 319 phone/fax: +387 33 207 328 / 216 032 sevimast@open.net.ba
Training on trafficking	Training for lawyers dealing with trafficking.	Jan. – Feb. 2002	45.500 Euro, OSCE/ ODIHR, Mott	OSCE/ ODIHR	RING network	
Training on trafficking	Training with judges, prosecutors, and others dealing with trafficking.	Planned	50.000 US$, not yet funded	Government	UNHCHR, RING	
Capacity building for NGOs	Legislative advocacy training for NGOs dealing with trafficking in both entities.	Dec 2001 – June 2002	24.000 Euro, OSCE/ ODIHR		IHRLG	
Capacity building of NGOs	Legislative advocacy for NGOs. Co-ordination of the work of the RING network and facilitation of their contacts with gov't and international agencies.	Ongoing	50.000 US$, not yet funded		IHRLG	

Project/Activities	Focus of Activities	Timeframe	Total Budget	Co-operating Partners	Implementing Partners	Contacts
RING NETWORK OF LOCAL NGOs						
Awareness raising campaign	Planned research into data collection and information regarding dimensions and scope of problem.	As soon as funding can be secured.	Not funded	Government, IAs, NGOs	Local NGOs of the Ring Network	Fadila Hadzic, National Coordinator phone/fax: + 387 36 580 929 + 387 36 580042 fadila@cob.net.ba
LARA						
Research and data collection	Data collection on trafficking in Bijeljina and Brčko areas.	**2000-2001**	5,000 US$ Shelter Stiftung	Local Government	Implemented directly	Mara Radovanovic phone: + 381 76 404 834 lara@bn.rstel.net
Raising awareness	• Three day conference on trafficking with NGOs, government and international agencies, held in Bijeljina; • Awareness raising campaign.	Campaign launched in Sept 2001	3.000 US$ Ebert Stiftung, UNMIBH, 7.000 US$ Shelter Stiftung	Local NGOs, Media	Implemented directly	
Assistance for trafficked persons	*Ad hoc* assistance given through counselling services and support services, including shelter (in Bijeljina & Brčko areas).			IPTF (STOP Team), IOM, local police	Implemented directly	
ZENA BiH						
Research and data collection	Data collection in Mostar region.	2000	UN Voluntary Trust Fund on Contemporary Forms of Slavery 5,000 US$	SOS telephone of ZENA BIH', IPTF, Local Police Forces, Other NGOs		Azra Hasanbegovic, Executive Director phone/fax: + 387 36 550 339 + 387 36 550 023 zenabih@cob.net.ba
Reintegration assistance	Assistance to BiH women returned from abroad – 1 women supported to return from Italy by IOM (in Mostar).	2001	IOM Rome 2,000 US$	SOS telephone of ZENA BIH, Institutions for Health Care		

Project/Activities	Focus of Activities	Timeframe	Total Budget	Co-operating Partners	Implementing Partners	Contacts
LA STRADA						
Prevention and victim assistance	Networking. Assistance to victims.	Became operational in Nov 2001	La Strada Czech Republic	RING Network, IAs, La Strada network	La Strada, other NGOs	Fadila Hadzic, National Coordinator phone/fax: + 387 36 580 929 + 387 36 580042 fadila@cob.net.ba
MEDICA ZENICA						
Multi-disciplinary gender sensitisation training for police, judges, social and health workers, NGOs, etc	Training at municipal level for government authorities on violence against women, including trafficking. Expansion of training to other municipalities planned.	Ongoing since 1999 Zenica in 1999 Mostar in 2001	$300,000 UNICEF funded $100,000 for 2001 $200,000 needed for 2002-2004	Government, IAs, NGOs	Medica Zenica and other local NGOs	Duška Andrić-Ružičić President phone/fax: +387 32 287-104 medica@bih.net.ba
Assistance to trafficked persons	*Ad hoc* assistance given through counselling, medical and support services, including temporary shelter (in Zenica area).					
FORUM OF SOLIDARITY						
HIV/AIDS prevention/ harm reduction	Outreach work with sex workers in bars/brothels, including HIV/AIDS/STDs prevention education, distribution of condoms.	Ongoing in Tuzla and Doboj area	Emmaus International - France			Emir Nurkic, Regional Representative phone/fax: + 387 35 282 530 + 387 66 164 264 emaus-bh@bih.net.ba
Assistance to trafficked persons as well as migrant sex workers	*Ad hoc* assistance given through temporary shelter, and return through collaboration with NGOs in country of origin.			NGOs		

LIST OF PROJECTS AND ACTIVITIES IN THE FRY REPUBLIC OF SERBIA (excluding Kosovo)[174]

GOVERNMENT

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
CABINET OF THE VICE-PRESIDENT						
National working group on trafficking **National Plan of Action to combat trafficking**	Identify priorities and co-ordinate activities among government, international organisations and NGOs. Develop comprehensive NPA to combat trafficking.	Ongoing since July 2001	N/a No external funding	Various Government Ministries, IAs, NGOs		Milan Pajcevic, National Co-ordinator Cabinet of the Vice-President phone/fax: + 381 11 31 13 883 + 381 11 31 11 019
FEDERAL MINISTRY OF INTERIOR						
Participation in regional trainings and initiatives	Participated in the regional training on law reform for experts and parliamentarians from Balkans countries, organised within framework of Stability Pact. Regional training in Hungary on trafficking and smuggling of migrants. Participation in the Stability Pact Task Force on Trafficking in Human Beings.	Nov 2001 Nov 2001 Ongoing since Apr 2001		Law enforcement authorities from SEE countries, MJ, Parliament-arians	Council of Europe, OSCE Stability Pact SP Trafficking Task Force	Brankica Grupkovic, Assistant to Minister, Federal Ministry of the Interior phone: + 381 11 31 15 831 mob: + 381 63 20 87 23 bgrupkovic@sezampro.yu Bulv. Mihajla Pupina 2, Belgrade
SECI	FRY signed the Agreement on Co-operation to Prevent and Combat Trans-border Crime. Government yet to nominate focal points for SECI.				SECI centre in Bucharest	

174. **Abbreviations**: IA, international agency; ME, Ministry of education; MI, Ministry of Internal Affairs; MJ, Ministry of Justice; OSI, Open Society Initiative.

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
Shelter for trafficked persons	Temporary shelter for trafficked persons allocated in the Federal Reception Centre for Foreign Citizens in Padinska Skela. Identifying location for a permanent shelter.	July 2001		Various Government Ministries, IOM, OSCE	IOM Local NGO	
FEDERAL MINISTRY OF JUSTICE						
Working group on legal reform	To draft new anti-trafficking provisions. New law will include anti-trafficking provision in the criminal code as well as support for victims and protection of victim's rights in social welfare, education and media.	Oct 2001	N/a No external funding			Tamara Luksic Orlandic, Assistant Minister, Federal Ministry of Justice phone:+381 11 31 11 170 tloyucrc@eunet.yu

INTERNATIONAL ORGANISATIONS

OSCE						
Advocacy, facilitation and expert advice on issues and procedures related to trafficking in human beings.	Advocacy and expert advice to gov't, international organisations and NGOs. Through collaboration and facilitation, ensure protection and assistance to trafficked persons. Full time expert on trafficking in the OSCE Democratisation Department.	Ongoing	Full time trafficking expert Funded by German Gov't	Government, IAs, NGOs		Barbel Uhl Anti-Trafficking Advisor phone/fax: +381 11 36 72 425 36 06 178 +381 11 36 02 199 Baerbel.uhl@omifry.org
Raising awareness, Capacity building of NGOs	Training for NGOs: • to promote co-ordinated co-operation between NGOs and police; • to establish system of victim protection, including referral for shelters and other services, as well as victim protection programme.	End of 2001			NGOs	
Guidelines for referral mechanisms on trafficked persons in FRY	Developed guidelines for identification of victims and support as well as procedures for government, international organisations and NGOs for the identification and referral process.	Will be finalised in 2001		Government, IAs, NGOs.		

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
INTERNATIONAL ORGANISATION OF MIGRATION (IOM)						
Shelter for trafficked victims	Management of the shelter for trafficked persons, who are in IOM's programme of assistance for returning to their country of origin. Providing travel documents. Temporary shelter is located at the Federal Reception Centre for Foreign Citizens, in Padinska Skela. Victims referred to the shelter by police can receive basic support and medical assistance. New temporary shelter for all trafficked persons. Inmates can receive psychological, medical and legal support.	July 2001 – Feb 2002 Capacity up to 30 women	SIDA (within the Return budget) Austria Gov't through SP 150.000 US$	MI	Shelter is operated and managed by Federal Ministry of the Interior and IOM Counselling against Family Violence	Enrico Ponziani, Chief of the Mission, Gianlucca Rocco, Co-ordinator for FRY, phone/fax: +381 11 34 42 091 +381 11 34 42 947 eponziani@iom.int roccogl@iom.int Baja Sekulica 52, P.O.Box 27 11060 Belgrade
Return	Safe return of trafficked migrants to country of origin.	June 2001 until May 2002 36 women up to Dec 2001	SIDA 370.000 US$	MI, Embassies in Belgrade, IOM missions in countries of origin and transit	Project implemented by IOM directly	
Reintegration	Reintegration allowance paid in three instalments: one upon leaving shelter, and two in the country of origin, upon monthly contacts with IOM or implementing NGO partner.	June 2001 – May 2002 36 women until Dec 2001	SIDA (within the Return budget)	IOM missions in countries of origin	Implemented by IOM and partner NGO in countries of origin	
Regional clearing house on trafficked persons	Consolidate data from various sources, including information about victims, national referral mechanisms, actions taken against trafficking and the situation in the SEE region.	To start in 2002	Funded by Greece 100.000 US$ and Switzerland 50.000 US$	Various Government Ministries, international organisations ICMC	ICMC	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
UNITED NATIONS CHILDREN'S FUND (UNICEF)						
Rapid Response Assessment for HIV/ AIDS and STIs (part of a regional project)	Assessment of HIV/AIDS risk/prevalence in FRY, including among sex workers.	Aug-Dec 2001	funded by CIDA	Government IAs, NGOs		Jelena Zajeganovic Project Officer, Young People's Health and Development phone/fax:+381 11 36 02 100 +381 11 36 02 199 Svetozara Markovica 58, 11000 Belgrade
HIV/AIDS awareness raising and social mobilisation	Awareness raising among vulnerable young people through peer education.	2002-2004	Not yet funded	Government, IAs, NGOs	Government, Inter-national and local NGOs	

NON-GOVERNMENTAL ORGANISATIONS

ASTRA						
Research and data collection	Information gathered from local NGOs on placement and number of bars/brothels where foreign women work.	June 2001	Kvinna till Kvinna, Norwegian People's Aid,	Local NGOs	Astra, Local NGOs	Sandra Ljubinkovic ASTRA Project Manager Majke Jevrosime 39/I 11000 Belgrade phone/fax: +381 11 3224691 +381 11 3345762 astranet@sezampro.yu sandra-ljubinkovic@usa.net
National campaign to raise awareness	Questionnaire on public opinion about trafficking. TV spots, radio jingles, articles and advertisements in press, printed information materials and leaflets.	2002	Swiss Gov. 65.000 US$, OSI 17.000 US$	Local NGOs	Local NGOs	
Victim assistance	SOS hotline for trafficked persons. Shelter, legal assistance, travel documents, contacts with various organisations, contacts with families.		Ongoing	International organisations, Gor-evnment	Astra	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
BEOSUPPORT						
Research and data collection	Survey on the situation of trafficked women in Serbia – interviews with 58 victims of trafficking in 8 locations.	Feb – Apr 2001	Oxfam UK 3.000 US$			Sonja Kecmanovic beosup@EUnet.yu
INTERNATIONAL CATHOLIC MIGRATION CENTER (ICMC)						
Regional clearing house on trafficking victims	Consolidate data from various sources, including information about victims, national referral mechanisms, actions taken against trafficking and the situation in the SEE region.	To start in 2002	Funded by Greece and Switzer-land 150.000 US$	Various Govern-ment Ministries, IAs, IOM	IOM ICMC	Sara Stephens phone/Fax: + 41 22 919 10 25 + 41 22 919 10 48 e-mail: stephens@icmc.net

LIST OF PROJECTS AND ACTIVITIES IN THE FRY REPUBLIC OF MONTENEGRO [175]

GOVERNMENT

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF THE INTERIOR						
Co-ordination and participation in regional initiatives	Participation in the Inter-Agency Working Group on Trafficking and development of Victim Protection Project (VPP). Participation in the Stability Pact Task Force on Trafficking in Human Beings.	Ongoing since July 2000 Ongoing since Dec 2000	N/a No external funding	Various Government Ministries, IAs, NGOs		Vladimir Cejovic, Co-ordinator for Anti-Trafficking Project cejovicv@cg.yu Sandra Bozovic, Adviser phone/fax: +381 81 243 445
Assistance to trafficked persons	Within the framework of VPP, will ensure access to medical, psychological and legal support for trafficked persons staying at shelter. MOU between police and NGOs to provide referral and assistance. Considering special programme for trafficked persons who do not want/cannot return to country of origin and do not qualify for IOM programme of return.	VPP covers period 2001-2002 MOU signed in Dec 2001	No external funding		Police, NGOs, social and medical service providers	
Law enforcement	Special Task Force on Trafficking and Smuggling. Special Task Force on Border Control. Bilateral agreements with Albania, BiH and Italy.	Task Forces established in Sept 2001	No external funding	Police, Albanian, BiH and Italian Governments	MI, police	
MINISTRY OF JUSTICE						
Legal reform	Interagency working group on legal reform.	Established Mar 2001	N/a No external funding	Trafficking Co-ordinator OSCE, CoE, ABA CEELI prosecutor, judges, association of lawyers and attorneys, law faculty of Podgorica University	Government	Vesna Ratkovic Assistant Minister to the Ministry of Justice vesnarat@cg.yu

175. **Abbreviations:** IA, international agency; MI, Ministry of the Interior; MJ, Ministry of Justice; SIDA, Swedish International Development Agency; VPP, Victim Protection Project.

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF EDUCATION						
Raising awareness in schools	Possible inclusion of trafficking in school curricula. Training of teachers and the distribution of information in schools is planned.	No time frame yet identified	Budget not yet esti-mated	IAs, NGOs, UNICEF		Danka Latkovic Co-ordinator for Gender Issues phone/fax: +381 81 612 476 +381 81 612 996 late@cg.yu

INTERNATIONAL ORGANISATIONS

ABACEELI						
Law reform	Member of the inter-agency working group on law reform.	Ongoing			Government	Geralyn Busnardo, Rule of Law Liaison ABA/CEELI Slobode 10 81000 Podgorica phone/fax: + 381 81 224 830 + 381 81 248 563 Email: unsogno@cg.yu
COUNCIL OF EUROPE						
Legal reform	Support for legislative review.	Ongoing				Slobodanka Karisik, Programme Co-ordinator Council of Europe Bulevar Revolucije 5 81000, Podgorica skarisik@yahoo.com
Law enforcement training	Seminar for judges on refugee law and freedom of move-ment. Conference on human rights, ethics and policing standards for police.	Sept 2000 Oct 2001		MI	AIRE Centre from London and CEDEM CoE expert on police, OSCE	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
INTERNATIONAL ORGANISATION OF MIGRATION (IOM)						
Raising awareness	Campaign to raise awareness through surveys, press advertisements, TV spots, radio jingles and bus tickets.	June 2001 – Mar 2002	60.000 US$ from Italian Gov't	Government authorities, municipalities, local NGOs	Municipalities, media, local NGOs	Gianlucca Rocco, Programme co-ordinator for FRY phone/fax: +381 11 459 859 +381 11 3441009 roccogl@iom.int
Prevention and raising awareness	Networking activities among the NGOs involved in counter trafficking activities in Montenegro.	Feb 2002 – June 2002	11.000 US$ – Irish Gov't	VPP co-partners	IOM directly	
Victim assistance	Financial support for all women to stay in the shelter for the first 3 days. After that support for trafficked women that are in the IOM return programme.	Ongoing	30.000 US$ - SIDA	VPP co-partners	Local NGO – Women's Safety House	
Return and reintegration	Within framework of VPP, IOM is responsible for return and reintegration of trafficking victims.	Ongoing	270.000 US$ - SIDA	VPP co-partners	Implemented directly by IOM	
Law enforcement	Support for the training for police.	Nov 2001	9.000 Euro – Irish Gov't	OSCE, MI and MJ	OSCE	
UNITED NATIONS CHILDREN'S FUND (UNICEF)						
Raising awareness	Training and capacity building for NGOs. Training for professionals in the public sector. Training for the police, judges and prosecutors.	2001		VPP co-partners	Government and NGOs	Anne Grandjean Asst. Project Officer phone/fax: +381 81 224 277 anne@unicef.cg.yu
Raising awareness	Training for staff of centres for social work. Peer education sessions in schools.	Planned for 2002		VPP co-partners	Government and NGOs	
ORGANISATION FOR SECURITY AND CO-OPERATION IN EUROPE (OSCE) and OFFICE FOR DEMOCRACY AND HUMAN RIGHTS (ODIHR)						
Prevention and capacity building	Training of NGOs.	2001	8.000 Euro	NGOs	OSCE and NGOs	Doris Pollet Kammerlander, Deputy Head of Office phone/fax: +381 81 247 104 +381 81 247 227 pollet.osce@cg.yu

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
Victim assistance and co-ordination	Initiated Victim Protection Project (VPP) – developed in Nov 2000. Co-ordination of government, international agencies and NGOs initiatives. Support for the hotline for trafficked persons.	VPP covers 2001-2002 Ongoing	10.000 Euro	Various Government Ministries, IAs, international and local NGOs	OSCE	
Law enforcement	Support training for police, member of the Stability Pact Task Force on Trafficking and judges, lawyers and prosecutors.	Ongoing	8.000 Euro	MI, MJ	OSCE	

NON-GOVERNMENTAL ORGANISATIONS

MONTENEGRIN WOMEN'S LOBBY

Information, raising awareness and victim assistance	SOS hotline for trafficked persons, also provides referrals within the VPP project. Database on trafficking.	Ongoing since June 2001	12.000 Euro for the SOS hotline	OSCE/ODIHR, IOM, MI	Implemented directly	Aida Petrovic Co-ordinator phone: +381 81 326 070 mnzenskilobi@hotmail.com Natasha Medjedovic Co-ordinator for SOS Hotline phone: +381 83 21 3358 mobile: +381 67 500 209 mnzenskilobi@hotmail.com

WOMEN'S SAFETY HOUSE

Information and raising awareness	Conferences, lectures on violence against women, women's rights and trafficking. Research, surveys, data collection on the situation of women in Montenegro.	Ongoing	20.000 Euro	OSCE, IOM, MI	Implemented directly	Ljiljana Raicevic Co-ordinator Women's Safety House Levjinov Blvd. 45c, Podrorica phone/fax: +381 81 244 373 +381 81 234 970 mobile: +381 69 013 321 shelter@cg.yu
Victim assistance	Shelter for trafficked women, including safe accommodation, preliminary counselling, medical examination, legal support, social support, contact with IOM and assistance in repatriation for all trafficked persons (including those that do not qualify for IOM assistance).	Shelter opened in October 2001		OSCE, IOM, MI	Implemented directly	

LIST OF PROJECTS AND ACTIVITIES IN KOSOVO[176]

INTERNATIONAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
UNMIK/PILLAR 3 (Led by OSCE)						
Co-ordination	Round Table on Trafficking.	Ongoing		UNMIK Office of Gender Affairs, Office of Human Rights, OSCE, IOM, UNICEF, UMCOR, TPIU, DGCS, Dept of Juridical Affairs.		Corry Levine Human Rights Officer UNMIK Corey.Levine@unmik.org
Victim Assistance	Victims Assistance Co-ordination Post. Victims Advocacy Co-ordinator.	Planning stages				
Legal reform	Legal Working Group on Trafficking in Persons.	Ongoing				
UNMIK/CIVPOL						
Victim Assistance	Security and transport to the shelter for trafficked persons.	Ongoing		TPIUs, OSCE, IOM		Jack Simmons Head of Vital Projects CIVPOL jrsimmonsusal@hotmail.com
Trafficking and Prostitution Investigation Units (TPIUs)	Established in all five regions of Kosovo. Responsible for identification of victims and referral to OSCE and IOM. Training course for the CIVPOL on trafficking.	Established Oct 2001		OSCE, IOM		Maggie Bryant Head of UNMIK Police TPIU Alexander Mazur Co-Head of TPIU

176. **Abbreviations:** IA, international agency; DFID, Department for International Development (UK); DGCS, Department for Democratic Governance and Civil Society Support; TPIU, Trafficking and Prostitution Investigation Unit; UNIFEM, United Nations Development Fund for Women; UNMIK, United Nations Mission in Kosovo.

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
			OSCE			
Raising awareness	Training on anti-trafficking regulation, international standards and local procedures and interviewing for OSCE Human Rights Officers and regional Trafficking Focal Points. Training for university teaching staff and students and for international agency staff.			Kosovo Law Centre		Robin Lerner Gender and Trafficking Advisor, HQ Pristina phone: +381 38 500 162 mob: + 381 44 500 219 robin.lerner@omik.org Sally Ager-Harris Trafficking Focal Point (TFP) RC Pristina phone: + 381 38 549 312 mob: + 381 44 153 332 sally.ager-harris@omik.org Macjek Klopotek TFP RC Gjilan/FO Ferizaj phone: + 381 290 20 520 fo_ur@les.raisting.de Laure Aviles TFP RC Prizren phone: + 381 29 44 200 mob: + 381 44 191 596 laure.aviles@omik.org Nina Stubb TFP RC Peje phone: + 381 39 33 900 mob: + 381 44 500 156 nina.stubb@omik.org Tatiana Sullini Trafficking Focal Point RC Mitrovica phone: + 381 28 32 566 tatiana.sullini@omik.org
Victim assistance - policy, guidelines and procedures	Created Trafficking Focal Points in five regional OSCE offices. Drafted "Standard Operating Procedures' – outlining referral system for victim assistance. Drafted "Direct Assistance to Internally Trafficked Victims', includes referral system, procedures and shelter project. Advocating for establishing the Victims Assistance Co-ordinator post by the legal working group.	On-going		TPIUs, Centre for Social Welfare, Centre for the protection of Women and Children, IOM	UNMIK in co-operation with international organisations, Social Welfare Centres and NGOs	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
Training on the new anti-trafficking regulation	Training for judiciary and defence counsel on the new anti-trafficking regulation.	26-27 July 2001				
Legal assistance for trafficked persons	Victims Advocate Programme with special mechanism for trafficked persons, "Legal aids for trafficking victims'.	On-going		OSCE, ODIHR		
Legal Assistance for trafficked persons	Conference on Victim Advocacy.	Dec 2001		OSCE-ODIHR		
Legal Aid Project	Training for local lawyers.	On-going		OSCE-ODHIR, Stability Pact		
Repatriation and reintegration	Assistance to return for trafficked persons.	Mar – Apr 2001	US Gov't	IOM		
INTERNATIONAL ORGANISATION FOR MIGRATION (IOM)						
Raising awareness	Information and awareness raising campaign targeted to: •Clients and potential clients; •International community; •General public; •Youth (on prevention and migration); •Young women (on work and migration). Training for local NGOs on raising awareness in trafficking.	Since Apr 2000	Sweden and Belgium Gov'ts	UNIFEM, local NGOs	Local NGOs: Alternativa, Post Pessimists, Urban FM, Kosovo Women's Network	Siobhan Cleary Anti-trafficking Project Manager – Public Information and Awareness raising Patriarha Varnave 49 Dragodan, Pristina phone/fax: + 381 38 549 042 + 381 38 549 039 Scleary@iom.ipko.org
Return and reintegration	Assistance is given on voluntary basis for trafficked women to go home and includes: • Direct assistance prior the woman's return to the country of origin; • Psychological support; • Reintegration assistance upon the woman's return to the country of origin.	On going since Feb 2000	Canada, Italy, Sweden, Swiss, UK, US Gov'ts	OSCE, TPIU, UMCOR, local NGOs	Implemented directly by IOM	Ana Eva Radicetti, Anti-trafficking Project Manager IOM Patriarha Varnave 49 Dragodan, Pristina phone/fax: + 381 38 549 042 + 381 38 549 039 Aradicetti@iom.ipko.org

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
UNITED NATIONS CHILDREN'S FUND (UNICEF)						
Juvenile justice programme	Participated in the Legal Working Group. Development of legal framework and assistance for juvenile delinquates.	During 2000/ 2001		UNMIK, IAs, NGOs	UNMIK, international organisations, NGOs	Isabella Castrogiovanni Child Protection Officer UNICEF Tauk Bashqe 28 Off Nazim Garuffi St. Pristina phone/fax: + 381 38 54 9 230 + 381 38 54 9 234 icastrogiovanni@unicef.org
Research and raising awareness	Planning research on involvement of Kosovar women in trafficking. Awareness raising activities on children's and women's rights as well as on trafficking among women, community leaders and policy makers.	Planned for 2002-2004	Not funded	UNMIK, international organisations NGOs	UNMIK, international organisations, NGOs	
UNITED NATIONS FUND FOR WOMEN (UNIFEM)						
Research and assessment	Report on violence against women in Kosovo, includes a section on trafficking, sexual slavery and prostitution.	Prepared Apr 2000	DFID	IAs, international and local NGOs	UNIFEM Consultant	Grosslingova 35 811 09 Bratislava, Slovak Republic phone/fax: + 421 2 5933 7199; + 421 2 5933 7171 anna.vidinova@undp.org
UNITED NATIONS FUND FOR POPULATION ACTIVITIES (UNFPA)						
Reproductive health care for trafficked women	Provision of medical and psychosocial counselling and assistance for trafficked persons staying in the shelter and awaiting return.	Ongoing		IOM, UNMCOR	IOM	Jane Schuler Repp, Head phone: +381 38 249 088 mobile: +377 44 157 392 Anita Lalani, Assistant Operations Officer phone: +381 38 249 090

NON-GOVERNMENTAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
UNITED METHODIST COMMITTEE ON RELIEF - UMCOR (International NGO)						
Shelter for trafficking victims	Manages shelter for trafficked persons that fall under IOM's programme of return. Capacity of up to 15 women. Average length of stay: 2 weeks. Basic medical care and counselling, psychosocial support and vocational training.	Ongoing since July 2000	300.000 US$ for 2002, IAs' women's divisions, US and Austria Gov'ts	Referrals by IOM, OSCE and TPIU	Shelter managed by UMCOR directly	Stacey Mariano Scarpone Women's Programme Manager-UMCOR Kosovo Lipjani no. 6 Pristina, Kosovo phone: + 381 38 249 190 mobile: + 377 44 157 228 staceymariano@yahoo.com
CENTRE FOR WOMEN'S AND CHILDREN'S PROTECTION						
Assistance for victims of domestic violence and trafficking	Shelter for domestic violence accepts internally trafficked women, and girls under 18. Provision of medical and psychosocial counselling, medical exam, vocational training. Length of stay: 2 weeks to 3 months.	Ongoing since Sept 2000			Implemented directly	Sevdie Ahmeti Executive Director phone: + 381 44 143 716 mob: + 381 44 123 730
Reintegration programme for internally trafficked	Provision of therapy and vocational training for internally trafficked women and girls.	Ongoing since Sept 2000			Implemented directly	
NORMA - ASSOCIATION FOR LEGAL AID FOR WOMEN						
Legal assistance for trafficked persons	Participation in the training for victim's advocacy.	Planned		OSCE/ODIHR		Vjosa Nimani-Zylfiu Director phone: + 381 38 54 97 78 mob: + 381 44 126-425 shnorma@hotmail.com
Local NGOs: Alternativa, Post Pessimists, Urban FM, Kosovo Women's Network						
Raising Awareness	Participated in the IOM organised awareness raising campaigns.	Started in Apr 2000		IOM		Contact via IOM Office in Pristina

LIST OF PROJECTS AND ACTIVITIES IN FYR MACEDONIA[177]

GOVERNMENT

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF THE INTERIOR						
Co-ordination and National Action Plan	National Co-ordinator. Drafting NPA to combat trafficking is pending. National Council on Trafficking and Illegal Migration to address legal reform, victim assistance and information and co-operation.	Appointed Feb 2001	N/a No external funding	MI, MJ, MSW, MH, ME, Public Prosecutor, Border police, police, Centre for Social Care		Ljupco Fidanovski Chief Inspector Department for Organised Crime phone/fax: +389 2 116 280 +389 2 143 182 mob: +389 70 330 347 kkalanak@moi.gov.mk Ana Popova Interpreter phone/fax: +389 2 214 109 +389 2 142 694 apopova@moi.gov.mk
Shelter for trafficked persons	Reception and Transit Centre for irregular migrants and trafficked women.	Ongoing since Mar 2001	Funded by IOM, UNHCR US$ 9,000	IOM, UNHCR	MI	
Police Department on Organised Crime	Police Task Force to combat trafficking with representatives in all districts of FYR Macedonia. Participation in SECI.	Ongoing since 2000		Border police	Police	
MINISTRY OF JUSTICE						
Legal reform	Legal Policy Working Group – harmonisation of anti-trafficking legislation with international law.	Ongoing	N/a No external funding			Tanja Kikerekova Head of Department for Civil and Minorities Rights phone: +389 91 106 558 Tkikerekova@mjustice.gov.mk
Law enforcement	Public prosecutor has written a letter to the government concerning low prosecution.	Mar 2001	N/a			Stavre Djikov Public Prosecutor of the Republic of Macedonia phone/fax: +389 2 229 314 +389 2 161 267 Djikov@jorm.org.mk

177. **Abbreviations**: IA, international agency; ME, Ministry of education; MH, Ministry of Health; MI, Ministry of Internal Affairs; MJ, Ministry of Justice; MLSP, Ministry of Labour and Social Policy; MSW, Ministry of Social Welfare; OSI, Open Society Initiative.

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
SECI						
Law enforcement	Participation in the working groups on trafficking Training of police.			MI, police		Focal point SECI Zan Jovanovski Liaison Officer, Ministry of Interior, Republic of Macedonia 13 Septembrie Cal., No. 1-5 Parliament Palace 10th Floor Sector 5, 76117 Bucharest, Romania phone/fax: + 40 1 303 60 09 + 40 1 303 60 75 mobile: + 40 92 13 13 14 zjovanovski@secicenter.org
MINISTRY OF SOCIAL LABOUR AND SOCIAL POLICY						
Gender equality	NPA for Gender Equality.	Accepted in May 2000				Elena Grozdanova Head of Department for Gender Equality, Governmental Focal Point Stability Pact Gender Task Force phone/fax: +389 2 129 308 +389 2 129 308 Elenagr@freemail.org.mk
OMBUDSPERSON FOR CHIDLREN						
Raising Awareness	Pamphlet on child rights includes information on trafficking. Co-operation in organising round tables on domestic violence and child abuse within the framework of preparation for the Second World Congress Against Commercial Sexual Exploitation of Children.	2001		Government, UNICEF		Nevenka Krusarovska Ombusdsperson for Child Protection phone/fax: +389 2 129 327, 221 035 +389 2 129 359 ombudchild@mt.net.mk

INTERNATIONAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
			OSCE			
Co-ordination	Organised Round tables on Trafficking with four working groups: prevention; legal policy; assistance for trafficked persons; security/operational group. Meetings of working groups suspended in Mar 2001 due to conflict.	Aug 2000 – Mar 2001		MI, MLSP, SECI, IAs, NGOs		Joanna Crandall Human Dimension Officer phone: +389 2 111 143 jcrandall@osce-mk.org
			IOM			
Raising Awareness	Information and awareness raising campaigns: • calendars targeting KFOR; • publications and leaflets targeting general public.	Dec 2000 Sept 2001	Belgian Gov't, OSI	MI, local NGOs, police	IOM	Vladimir Danailov Legal Affairs and Public Relations Officer phone/fax: + 389 2 3777 726 + 389 2 361 033 Vdanailov@iomskopje.org.mk Marija Nikolovska Project Development Assistant phone/fax: +389 2 361 381 +389 2 362 634 mob: +389 70 330 347 Mnikolovska@iomsko-pje.org.mk
NGO capacity building	Regional Seminar for Prevention of Trafficking and Victim support.	May 2001			IOM	
Assistance to trafficked persons for return and reintegration	Assistance to trafficked persons in the Reception and Transit Centre for Irregular Migrants and Victims of Trafficking which includes: • cost of stay before returning home; • obligatory medical screening; • safe return to the country of origin.	On going since Aug 2000 In co-operation with the Reception centre – since Apr 2001	funded by the Gov'ts of Norway, UK, Italy	MI	IOM	
Police training	Police training. Regional Counter Trafficking Training for Police and Custom Officers. Training on processing victims for prosecutors, investigation judges.	Jan 2001 Mar 2001 Nov 2001		MI, La Strada Bulgaria SECI, FBI	IOM	
Research and data gathering	Data base on the scope of trafficking and illegal migration in the region.	Ongoing		IOM	IOM	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
UNHCR						
Assistance for trafficked persons	Support for Reception and Transit Centre for Irregular Migrants and Victims of Trafficking.		9,000 US$ for the shelter	MI, IOM		Brita Helleland External Relations Officer phone/fax: +389 2 118 641 +389 2 131 040 mob: +389 70 226 443
UNICEF						
Raising awareness and prevention of child trafficking	Round tables on domestic violence and child abuse within the framework of preparation for the Second World Congress Against Commercial Sexual Exploitation of Children.	2001	Gov't	Government, IOM, local NGOs		Kerry Neal Child Protection Officer phone: 389 2 464 911 mob: 389 70 252 158 kneal@unicef.org
Raising awareness and prevention of child trafficking	Developed programme for children – potential victims of trafficking: • trauma awareness training; • child rights training; • education for children and young people on the dangers of sexual exploitation and HIV/AIDS; • public information campaigns and lectures for police.	Planned	Not funded			
ABACEELI						
Prevention and legal reform	Gender Programme – drafting legislation on domestic violence.	Ongoing since 1999		MJ	Local NGOs	Keti Ilievska Staff Attorney phone/fax: + 389 2 178 188 ext. 108 + 389 2 176 625 Iketi@ceeli.org.mk Ceelimk@mt.net.mk
Victims assistance	Legal aid for victims of domestic violence, including basic legal advice and court representation. Hotline with legal advice for the victims of gender based and domestic violence, including information on trafficking.	Planned for 2002 – one year pilot project in Skopje		ESSE- Humanitarian Ass. for EmancipationSolidarity and Equality of Women	ESSE	

NON-GOVERNMENTAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
LA STRADA/OPEN GATE (Local NGO)						
Prevention and raising awareness	Prevention and awareness raising campaign, including the use of posters and post cards aimed at potential victims of trafficking. Hotline providing information on trafficking, on work abroad and risks. Plans to be part of the referral and support system. La Strada Programme 4 - Programme for Prevention of Trafficking in women in Central and Eastern Europe.	Planned for 2002-2003 2001-2004	30,000 US$ Expected from UNICEF 300.000 Euro, Dutch MFA and EU	OSCE, HOPS	LaStrada/ Open Gate	Maja Varoslija Project Coordinator phone: +389 2 13 97 95 Otvorena_porta@yahoo.com
Police training	La Strada Bulgaria participated in the training for police officers of the Organised Crime Unit.	Jan 2001	IOM	IOM	IOM and La Strada Bulgaria	
HEALTHY OPTIONS PROJECT (HOPS)						
HIV/AIDS prevention and awareness raising	HIV/AIDS prevention outreach for high risk groups including sex workers and potential victims of trafficking. Plans to participate in a referral and support system.	Ongoing				Desanka Timkovska, Project Coordinator phone/fax: +389 91 130 038 (H: 436 484) +389 91 130 038 desankatim@hotmail.com
UNION OF WOMEN ORGANISATIONS OF MACEDONIAN WOMEN						
Raising Awareness and victims assistance	Awareness raising and prevention education. Training for high risk groups. Project for shelter for victims of trafficking.	Ongoing		IOM		Natasha Dimitrevska, Volunteer on Trafficking phone/fax: +389 2 134 390 +389 2 238 184 sozm@mt.net.mk

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
SAFE CHILDHOOD						
Prevention of child trafficking and victim assistance	Treatment for child victims of trafficking (under 18), including assistance with social welfare system, counselling and therapy, legal support.	Ongoing				Antoni Novotni President phone/fax. +389 2 121 318 Safechildhood@yahoo.com Anovotni@yahoo.com
CARITAS						
Prevention and awareness raising	Seminars for police, governmental institutions and NGOs.	2001				Caritas National Section Skopje Klara Mischel Ilieva, *Project Coordinator* phone/fax: + 389 2 650 644, + 389 2 650 640 + 389 2 650 487 mob: + 389 70 254 526

LIST OF PROJECTS AND ACTIVITIES IN CROATIA[178]

GOVERNMENT

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF INTERIOR						
Co-ordination and National Action Plan	• Coordination of the Inter-ministerial Group • National Working Group on Trafficking • Drafting of the NPA.	From July 2001		MJ, MLSW, MFA		Ministry of Interior Affairs Bozena Katanec Head of Department for Illegal Migration phone/fax: +385 1 6122111 +385 1 443277 Savska 39, Zagreb National Co-ordinator
Law enforcement and co-operation	Seminars for the police and border police "Protection of State Border and Combating Illegal Migration".	Oct 2001			Delivered by German BGS	
Law enforcement and co-operation	Training for the police and border police including information about trafficking.	Planned for the end of 2001				
Law enforcement and co-operation	Bi-lateral agreements on asylum, migration and border control with Germany, Austria and Slovenia.	2001		MIs of Germany, Austria and Slovenia		Damir Hrlic Department for Illegal Migration, Deputy Head of Department phone/fax: +385 1 37 88 451 +385 1 37 88 158 Ilica 335, 10.000 Zagreb
MINISTRY OF FOREIGN AFFAIRS						
Co-ordination and National Action Plan	Takes lead on the Inter Agency Working group on trafficking.	Jan 2001		MJ, MLSW, MI, IAs		Tomislav Thur phone/fax: +385 14 597 784 +385 14 597 786 tomislav.thur@mvp.hr
Co-ordination and National Action Plan	Inter-ministerial Meeting on Trafficking. Ministry of Interior appointed to co-ordinate anti-trafficking activities. Appointment of the National Co-ordinator.	July 2001, Zagreb		MJ, MLSW, MI, IAs		

178. **Abbreviations:** IA,international agency; ME, Ministry of education; MFA, Ministry of Foreign Affairs; MH, Ministry of Health; MI, Ministry of Internal Affairs; MJ, Ministry of Justice; MLSW, Ministry of Labour and Social Welfare.

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF JUSTICE						
Legal reform	New Family Law, protection of minors and women with children.	2001				State Attorney Office Bozica Cvjetko phone/fax: +385 1 3712706 +385 1 3769302 Vinogradska 25
Legal reform	Working Group on the Alien Law and preparation for the Asylum Law.	Ongoing				
MINISTRY OF LABOUR AND SOCIAL WELFARE						
Legal reform	Instructions for treatment of minors and women with children.	2001		MJ		Marija Koren - Mrazovic MLSW Deputy National Co-ordinator for Trafficking phone/fax: +385 1 6169248 +385 1 6196534 Prisavlje14, Zagreb

INTERNATIONAL ORGANISATIONS

OSCE						
Co-ordination	Organised round table on Trafficking with establishment of four working groups: prevention return and assistance; legislation; law enforcement.	Nov 2000		MFA, MJ, MI, MLSW, IOM, ICMC, local NGOs		Florijana Andrazeca 14 10000, Zagreb phone/fax: + 385-1 3096 620 + 385-1 3096 297 pau@oscecro.org
IOM						
Research and assessment	Research study "Sex Trafficking in Croatia".	Nov 2001		Government, IAs, NGOs		Lovorka Marinovic Medical Programme Assistant Amruseva 10, Zagreb phone/fax: +385 1 4816884 +385 1 4816 882 lovorkam@iom.int

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
Prevention and raising awareness	Heading the working group on prevention. Prevention and awareness raising campaign targeting policy makers, including hotline on trafficking, media campaign, training and education. Training of Trainers for government and NGOs working on trafficking.	Since Nov 2000 Planned as a one year project Oct. 2001	UK Gov't through Univ. of London	Government and NGOs – Centre for Women War Victims, SADA SOS hotline	University of London	
Assistance to trafficked persons for return and reintegration		Planned				
			UNICEF			
Prevention – gender equality	Support to local NGO involved in gender assessment of legislation in Croatia.	Ongoing				
			UNIFEM			
Prevention – gender equality	Regional project on legislation concerning women's rights.	Ongoing		Local NGOs	B.a.b.e.	Zina Mounla unifem@undp.org

NON-GOVERNMENTAL ORGANISATIONS

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
INTERNATIONAL CATHOLIC MIGRATION CENTRE (ICMC)						
National Plan of Action	Regional Counter-Trafficking Conference. Recommendations for the NPA.	21-22 May 2001	UK Embassy	IOM, MLSW		Amy Antoniades Deputy Director for Cultural Orientation phone/fax: +385 1 4872 346 +385 1 4872 347 Antoniades@icmc.net Berislaviceva 11 10.000 Zagreb
Assistance and Protection of trafficked persons	Heading the Working Group on Assistance and Protection of the Victims. Developing plans for a shelter for trafficked persons. Developing plans for a return and reintegration programme.	From Nov 2000		IOM, MLSW		
B.A.B.E.						
Law reform	Regional project on legislation concerning women's rights.	Ongoing	UNIFEM			Martina Belic Vlaska 79/III, 10000 Zagreb, phone/fax: +385 1 4611 686, babe@zamir.net
CENTRE FOR WOMEN WAR VICTIMS						
Assistance for trafficked persons	Participation in the Working Group on Assistance and return. Shelter for victims of domestic violence.	From Nov 2000 Ongoing		MFA, MJ, MI, MLSW, IOM, ICMC, local NGOs		Neva Tolle Nera Komaric phone: +385 1 4551 130 Kralja Drzislava 2/1, Zagreb Cenzena@zamir.net
Assistance for trafficked persons	Shelter for trafficked persons.	Planned	ICMC			

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
Association HELP						
Prevention and raising awareness	Prevention and assistance to sex workers.	Ongoing				Mario Puljiz, Mihovilova sirina 1, Split phone/fax: +385 21 346 664 +385 21 360 650 Help-split@st.hinet.hr
Assistance for trafficked persons	Prevention and assistance for trafficked persons.	Ongoing				
SADA – SOS Help Line						
Assistance for trafficked persons	SOS hotline for trafficked persons.	Planned	ICMC			P.P. 992; Zagreb 10 000; phone/fax: +385 1 46 55 222; +385 1 65 83 89

LIST OF PROJECTS AND ACTIVITIES IN ALBANIA[179]

GOVERNMENT

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
PRIME MINISTER'S OFFICE						
Co-ordination and National Action Plan	Appointment of the Inter-ministerial Working Group on Trafficking and the National Co-ordinator for Trafficking Issue.	May 2001		MPO, MLSA, MFA, ME, MC, MJ, Committee for Equal Opportunities Prosecutor's Office, Nat. Intelligence Service		National Co-ordinator for Trafficking Issues Bujar Himci, Deputy Minister of Public Order Dolor Tozaj Council of Ministers phone/fax: +355 42 56 844 +355 42 30 846 dtozaj@hotmail.com
Law enforcement	Instruction to judges to prosecute traffickers according to existing regulations.	Oct 2001		MJ, General Prosecutor's office		
MINISTRY OF PUBLIC ORDER						
Co-ordination and National Action Plan	National Strategy to Combat Trafficking in Human Beings.	passed by Parliament Dec 2001		MPO, MLSA, MFA, ME, MC, MJ, Committee of Equal OpportunitiesProsecutor's Office, Nat. Information Service, international agencies, NGOs		National Co-ordinator for Trafficking Issues Bujar Himci, Deputy Minister of Public Order Ministry of Public Order, Tirana, Albania phone: +355 38 2030418

179. **Abbreviations:** IA, international agency; MC, Ministry of Culture; ME, Ministry of education; MFA, Ministry of Foreign Affairs; MH, Ministry of Health; MI, Ministry of Internal Affairs; MJ, Ministry of Justice; MLSA, Ministry of Labour and Social Affairs; MPO, Ministry of Public Order; NPF, Help for Children.

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
Law enforcement	Anti-trafficking Task Force within the police.	Oct 2001				Avni Jasherllari, Head of the Anti-Trafficking Police Unit Ministry of Public Order, Tirana, phone: + 355 38 2126741 Fitore Belay Police Department Women and Children phone: + 355 42 26 801 Fbelay@yahoo.com
Law enforcement	Trafficking to be included in the curriculum of the Police Academy.	2001		IOM, OSCE	IOM	
Shelter for trafficked persons	Security and support for the shelter for the victims of trafficking.	Ongoing	IOM, Save the Children	ICMC, IOM,	ICMC, Vlora Women's Hearth	
MINISTRY OF LABOUR AND SOCIAL AFFAIRS						
National Committee for Equal Opportunities **National Strategies**	National Strategy for Children including anti-trafficking measures. National Strategy for Women including anti-trafficking measures.	2001 1998		UNICEF		Lavdie Ruci Chairperson, Governmental Focal Point Stability Pact Gender task Force Rr. Kavajes, Tirana phone/fax: + 355 42 47572 + 355 42 47572 womencom@icc.eu.org
National Action Plan and co-operation	Governmental Conference on Trafficking. Presentation of the National Strategy to Combat Traffic.	Nov 2001		MPO, UNICEF		Nathasha Pepivani, Chief of Sector phone: + 355 42 51 351 APNSH@albaniaonline.act
Trafficking in children	Recognition of the problem of traffic in children.			UNICEF, Terre des Hommes, Help the Children	Terre des Hommes, Help the Children	
Co-operation and capacity building	Co-operation agreements between government and NGOs.			Local and international NGOs		
MINISTRY OF EDUCATION						
Prevention and raising awareness	Training for teachers in anti-trafficking education. Co-operation in prevention campaigns. Anti-trafficking education in schools.	Ongoing		UNICEF, Terre des Hommes, Help for Children (NPF), IOM	Terre des Hommes, NPF, IOM	Niko Kreci, Chief of Sector

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
MINISTRY OF JUSTICE						
Legal reform	New anti-trafficking provisions in the Criminal Code.	Approved by Parliament Jan 2001				Anola Shara
Legal reform	New provisions for protection of children, changes in Adoption Law and Labour Code.	2001				
Legal reform	Analyses of legal aspects of trafficking in children.	Nov 2001		Terre des Hommes, Help the Children, OSCE		
Law enforcement	Letter with instructions from the Minister of Justice to the prosecutors to put more effort into prosecution and sentencing traffickers.	Oct 2001		Judiciary	Judiciary	

INTERNATIONAL ORGANISATIONS

OSCE						
National Plan of Action	Support for the drafting process of the National Strategy on Combating Trafficking.	2001		Government, IAs, local NGOs	Government	Frank Ledwidge, Human Rights Officer, Silda Anagnosti, Human Rights Attorney Villa 6, Tirana phone/fax: + 355 42 35 993 + 355 42 40 001 + 355 42 40 673 lc@lco-osce.org oscefoa@icc.al.eu.org
Legal reform	Review of legislation related to trafficking.	2000, updated 2001		MJ, local NGOs	OSCE	
Assistance for trafficked persons	Participation in the referral system for trafficked persons through field stations.	Ongoing		MPO, UNHCR, IOM, ICMC	UNHCR, IOM, ICMC	
Law enforcement	Monitoring the process of prosecution and conviction of traffickers through the field stations.	Ongoing		MPO	OSCE	
Legal reform	Review of legislation related to trafficking in children, and lobbying for the changes in the legislation.	2001		MJ, local NGOs	OSCE	

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
Prevention and raising awareness, NGOs capacity building	Training of trainers on women's rights and trafficking.	2000 - 2001	ODIHR	Government, Local NGOs, UNHCHR	ODIHR trainers	Penny Martin martin@icc.al.eu.org
Law enforcement and training	Training of Trainers "Policing the Rights of Women" -training for the teaching staff at the Police Training Institute and the Police Academy in Tirana.	June 2001	ODIHR	ODIHR, UNHCHR, National Network against Gender Violence and Trafficking	ODIHR and IOM trainers, UNHCHR materials	
IOM						
Prevention and raising awareness	Prevention of trafficking – awareness raising and information campaign. Hotline for the victims.	Started in Oct 2001, 18 months campaign	Dutch Embassy 525.000US$	Government,	IOM, local NGOs, ME	Degan Ali Programme Manager Rr. "Brigada e Tete" Nr.3 Tirana phone/fax: + 355 42 57836 + 355 42 57835 iomtirana@iomtiramna.org.al dali@iomtirana.org.al
Assistance to the victims	Direct assistance to the victims – Project for return and reintegration of third countries nationals.	Ongoing	SIDA Danida	ICMC, MPO, UNHCR	ICMC	
Assistance for trafficked persons	Programme for assisted voluntary return for illegal migrants.	Ongoing	Swiss		IOM, UNHCR	
Assistance for trafficked persons	Reintegration programme for Albanian victims of trafficking.	2002-2003	USAID Dutch MFA SOROS			
Local capacity building of NGOs	Capacity building of local NGOs.	Ongoing			Local NGOs	
Capacity building of law enforcement agencies	Training for police, judiciary and prosecutors. Institutional capacity building of law enforcement agencies.	Ongoing	Dutch Embassy, Italian gov't	OSCE, local NGOs	MPO, Police Ac., Network Against Gender Violence and Trafficking, OSCE	
UNHCR						
Assistance to the victims	Memorandum of Understanding with the Ministry of Public Order for the identification and referal of trafficked persons from third countries.	2001		MPO, OSCE, IOM, ICMC		UNHCR Office Ruga Donika Kstrioti, Tirana

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
UNICEF						
Prevention and awareness raising	Project on prevention and reintegration for trafficked children.	Ongoing		Terre des Hommes, Help the Children	Terre des Hommes, Help the Children	Roberto Laurenti, Representativ phone: + 355 42 27 500 rlaurenti@unicef.org Pierre Ferry, Child Protection Officer pferry@unicef.org Rr. Arben Broci, 6 Tirana
COUNCIL OF EUROPE						
Law enforcement	Training for judiciary in investigation methods.	Planned		MJ		Marta Onorato coealb@coealb.org

NON-GOVERNMENTAL ORGANISATIONS

INTERNATIONAL CATHOLIC MIGRATION COMMITTEE (ICMC)						
Assistance for trafficked persons	Shelter for trafficked persons from third countries.	Ongoing		IOM, UNHCHR, MPO, local NGOs		Ledia Beci phone/fax: + 355 42 57 482 + 355 42 37 622 icmcled@icc-al.org Rr. Skenderbeu, Nr. 41 Tirana
TERRE DES HOMMES						
Prevention	Programme to prevent trafficking in children.	Ongoing	UNICEF Oak Foun-dation	NPF		Vincent Tournecuillert Head of Mission phone: + 355 54 52009 tdhalbanie@albaniaonline.net

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
HELP FOR CHILDREN (NPF)						
Assistance for trafficked persons	Reintegration of children into schools.	Ongoing	UNICEF, Swiss SDC	ME, UNICEF Terre des Hommes	NPF	Robert Stratoberdha phone: + 355 38 255 26 52 npfel@albmail.com
Collection of information	Data base of children of high risk of being trafficked.	From the begin-ning of 2001	UNICEF	Terre des Homme,	NPF	
SAVE THE CHILDREN IN ALBANIA						
Prevention, collection of information	Report on traffic in children.	2001		ICMC, IOM, NPF, Terre des Hommes,	Save the Children	Rr. Nikola Tupe, Pallati 1, Ap 3, Tirana phone: + 355 42 57 416-18 savealbania@albaniaonline.net
Assistance to the Victims	Providing programmatic and financial Support to Vlora Women's Hearth shelter for Albanian Women.	2001 - 2002	Save the Children	Vlora Women's Heatrth	Vlora Women's Hearth	Vera Lesko Laggja Rilindja, Rruga P. Bisha, Pallati 1406 Vlora phone/fax: +355 63 27509 QPS-Vatra@aul.sanx.ne
LEGAL CLINIC FOR MINORS/PEACE THROUGH JUSTICE						
Legal reform	Work on the legal issues surrounding trafficking in children.	Ongoing	UNICEF	UNICEF, OSCE, MJ		Holta Kotherja Rr. Ismail Qemaili, No. 30/2 Tirana phone/fax: + 355 42 23 46 21 +355 42 265 71 hkothejaptj@albmail.com

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
VLORA WOMEN'S HEARTH						
Assistance for trafficked persons	Shelter for Albanian victims of trafficking. Reintegration programme for these women.	Ongoing	Save the Children, British Embassy	IOM, MPO		Vera Lesko, President CPS-Vatra@aui.sanx.net
Assistance for trafficked persons	Transit shelter for illegal migrants, stopped while on transit from Albania to Italy.	Started Oct 2001	IOM	IOM, MPO		
WOMEN'S CENTER						
Prevention and raising awareness	Participation in the WRATE Training on trafficking and women's human rights organised by OSCE/ODIHR. Prevention and awareness raising activities.	2000	OSCE/ ODIHR	Government, UNHCHR BiH	OSCE trainers	Eglantina Gjermeni PO Box. 2418, Tirana phone/fax: +355 42 55515/ 55514 + 355 42 55515, / 55514 Egjermeni@hotmail.com
LAND O' LAKES						
Prevention and raising awareness	Participation in the WRATE Training on trafficking and women's human rights organised by OSCE/ODIHR.	2000	OSCE/ ODIHR	Government, UNHCHR BiH	OSCE trainers	Irena Progni Tirana phone: + 355 42 406 46 + 355 42 406 47 + 355 43 765 01(h) + 355 38 2161799 + 355 42 40646 irena@lol.tirana.al
YOUTH CENTRE, DURRES						
Prevention and raising awareness	Participation in the WRATE Training on trafficking and women's human rights organised by OSCE/ODIHR.	2000	OSCE/ ODIHR	Government, UNHCHR BiH	OSCE trainers	Bajana Ceveli Durres, Next to the Music School phone: + 355 52 249 62(h) + 355 692103315 +355 52 25065 bceveli@yahoo.com

Project/Activities	Focus of Activities	Timeframe	Budget/ Donor	Co-operating Partners	Implementing Partners	Contacts
COUNSELLING CENTRE FOR DISABLED PEOPLE						
Prevention and raising awareness	Participation in the WRATE Training on trafficking and women's human rights organised by OSCE/ODIHR.	2000	OSCE/ ODIHR	Government, UNHCHR BiH	OSCE trainers	Antonjeta Pero phone: + 355 224 01 72 + 355 38 22 59 025 + 355 224 01 72 Lagjja Manush Alimani, Rr. Vasil Shanto, Pall 3 Shkoder