

## **Annex II**

# **NATIONAL PLANS OF ACTION ON TRAFFICKING**



## 1. Albania

The deadline for achieving the goals set by the previous NPA prepared in 2001 was September 2004. In October 2003, the Albanian government approved a short-term Anti-Trafficking Action Plan for 2003-4, within the existing National Anti-Trafficking Strategy for trafficking. The new NPA for the period September 2003 to September 2004 was discussed and approved at the meeting of the Inter-Ministerial Anti-Trafficking Steering Group. The Government stipulated that this NPA should be regarded as the main focus for inter-departmental action and co-ordination on issues relating to trafficking for 2003-4<sup>209</sup>.

It has to be stressed that the activities related to awareness raising and prevention of trafficking, understood as addressing root causes, listed in the National Anti-trafficking Strategy are scarce and have been implemented only in a very limited way. They were aimed at adults from the beginning, with a particular focus on foreign nationals. Furthermore, the activities were mainly implemented by NGOs, rather than by the government itself, and were financially supported by international organisations.

The new Anti-Trafficking Strategy, the Albanian NPA, lists in more detail the activities focusing on awareness raising. It seeks to:

- Establish an inter-ministerial working group to assess the effectiveness of existing public awareness, education, social welfare and re-integration strategies, and identify ways of improving "outreach", particularly to children and other vulnerable groups;
- Develop within the inter-ministerial working group additional prevention and protection strategies in the light of the above discussions, including most or all of the following:
  - i. An NGO-run SOS Help-line for victims and their families, working with specialised police teams and shelters; in association with other help-lines outside Albania;
  - ii. Formalised involvement and training of Albanian diplomatic and consular officers in victim handling and processing techniques;
  - iii. Mandatory trafficking awareness training for all border police and Customs officers;
  - iv. Preparation of information notices for distribution at border crossings, visa-issuing consulates etc., explaining Albanian anti-trafficking laws and the dangers of being trafficked, and encouraging travellers to report suspect activity to border, customs or police authorities, or to the NGO Help-line number; and
  - v. Establishment of municipal NGO networks to assist and advise victims and families reluctant to approach official services<sup>210</sup>.

The implementation of the awareness raising programmes will be supported by international organisations and NGOs.

One of the requirements of the 2001 NPA was the development of a Strategy for the Fight against Child Trafficking and the Protection of Child Victims of Trafficking. The 2003-2004 Action Plan mandated an inter-ministerial working group to work with

<sup>209</sup> Albanian National Anti-trafficking Strategy Action Plan, September 2003-September 2004. Council of Ministers, Cabinet of the Minister of State to the Prime Minister. Tirana, October 2003. p. 9

<sup>210</sup> Ibid. p. 8

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national NGOs and international organisations in order to draw up and monitor the implementation of measures to address child trafficking in all its aspects<sup>211</sup>. Members of the working group are directed by the Minister of State with members of the lead ministries including the Ministries of Public Order, Labour and Social Affairs, Education and Health, and international organisations including UNICEF, IOM and BKTF<sup>212</sup>. USAID has also been substantially involved either by financing specific anti-trafficking programmes in Albania or by assisting the government and civil society with expertise and in advocacy at international level.

In preparing the Strategy for the year 2004-2006, the working group took into account the 2003 UNICEF Guidelines for Protection of the Rights of Child Victims of Trafficking in South Eastern Europe, relevant domestic and international legislation and instruments, as well as national, international and NGO analyses and reports.

Priority in the Child Trafficking Strategy was given to the issues of prosecution of traffickers and assistance to the, "...children who are at risk of being trafficked or who have been trafficked, in their medical, psychological, social and economic rehabilitation<sup>213</sup>".

Furthermore "Measures are also envisaged to address the abandonment of education, illegal child labour, poverty reduction, and vocational training needs, as alternatives to illegal migration, trafficking or re-trafficking<sup>214</sup>".

Priority is given to public awareness measures, both by government and by specialised domestic and international organisations, targeting rural and marginalised communities, and the most vulnerable sectors of urban society.

The Strategy also envisages the creation of a dedicated national child protection structure - a National Child Protection Committee - which will develop into Regional Child Protection Offices in each of the 12 regions of Albania to co-ordinate and supervise the prevention, protection and rehabilitation activities in the spheres of education, health and social services, law enforcement, prosecution and local government<sup>215</sup>.

Concrete measures proposed by the Strategy to prevent trafficking in children include:

- Assessment of the existing border control measures. New measures include establishment of a data base at border crossing points and centrally on children entering or leaving the country, whether or not accompanied by family members;

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<sup>211</sup> Draft *National Strategy for the Fight against Child Trafficking and the Protection of Child Victims of Trafficking*. Council of Ministers, Office of the Minister of State for Co-ordination. Tirana, March 2004. p.5

<sup>212</sup> The BKTF coalition was created in September 2002 and comprises 13 NGOs, 5 international and 8 national ones. The coalition members are the Community Centre of Ballsh (CCB), Children of the World of Albania and Human Rights (Albanian abbreviation: FBSh), International Catholic Migration Committee (ICMC), International Social Services - Albanian Branch (ISS), Legal Clinic for Minors (LCM), Ndhimë Për Fëmijët (NPF), Save the Children (SCF), Terre des Hommes (TdH), Vatra Psychosocial Centre (Vatra), Refugee and Migrant Service in Albania (RMSA), Christian Children's Fund (CCF), Volontariato Internazionale per lo Sviluppo (VIS) and Seed of Hope.

<sup>213</sup> *Albanian National Anti-trafficking Strategy: Action Plan, September 2003 - September 2004*. Council of Ministers, Cabinet of the Minister of State to the Prime Minister. Tirana, October 2003. p.9

<sup>214</sup> *Ibid.* p. 7.

<sup>215</sup> *Ibid.* p. 7.

- Public awareness measures in co-operation with media, government and non-government structures. Information about child trafficking and its consequences in school curricula. Prevention campaigns targeting children in high risk communities and other vulnerable groups; training of teachers on child trafficking and its consequences;
- Training for police, border police, education and welfare personnel, prosecutors and NGOs specialising in child trafficking prevention; and,
- Prevention of education abandonment by children, and setting up procedures for the academic re-integration and/or vocational training of children in care, and children who have a record of not attending school and are at greater risk of being trafficked.

Preventing children from abandoning their education is seen as the main prevention measure aimed at addressing the root causes of trafficking. The list of actions to be undertaken to prevent school abandonment is very detailed and concrete. In many cases the activities proposed are based on the already existing programmes implemented by NGOs and recommend their duplication and mainstreaming. Listed actions include:

- Identifying children who do not attend compulsory education and establishing at the Prefecture level the necessary administrative structures and enforcement measures for the implementation of the law;
- Organising special educational activities for children who face social-economic problems in their homes;
- Organising integrated classes, with specially designed education curricula, for children who have abandoned or do not attend school, especially focusing on Roma children and “street children”;
- Encouraging girls and female adolescents to continue on to secondary school education, especially in rural areas;
- Providing professional or vocational training for adolescents who live in poor economic conditions, especially for victims of trafficking – for example, girl orphans who have had no school education, to prepare them for the labour market using the model of vocational training centres already established in Tirana, Fier and Elbasan;
- Establishing, in co-operation with specialist NGOs and national and international partners and donors, an employment information system for preparing business projects, and on the financial and technical resources available for promoting the employment of adolescents;
- Seeking international NGO and international organisation funding for home-based employment projects, on the model of initiatives and projects already undertaken by International Social Service (ISS) Italy;
- Improving the economic level of children from marginalised groups, especially the Roma community, by including them in employment incentive programmes, and by providing material, financial and human resources, as well as premises for their employment in traditional handicraft production;
- Promoting and support the establishment of day centres and community services for the integration of Roma children in education and in trafficking prevention programmes;
- Instructing the State Inspectorate of Labour to exercise control over the illegal, ‘black’ labour of children, especially Roma children, and take appropriate measures to prevent it;

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- Improving conditions in public and non-public child care institutions, including conditions for the personal well-being, education, and social integration of child victims of trafficking, and reflect the new requirements in the regulations of these institutions; and,
- Developing methodological guidelines and organise training for public social service workers on the protection of children in care, and on the social, educational and professional integration needs of children in child care institutions.

The NPA on child trafficking is very detailed and addresses the issue of prevention in very comprehensive way and in the accordance with the UNICEF guidelines. It is also based on close co-operation between governmental agencies, local NGOs and international organisations.

However, there still needs to be a more effective approach to the issue of prevention of trafficking in the main NPA. There is a need for more research aimed at prevention and awareness raising, especially in relation to the causes and consequences of trafficking, as well as the effectiveness of awareness raising campaigns. Links should be made between education and prevention of trafficking as well as between trafficking and migration. Research should look at socio-economic factors in families, programmes for economic support, non-violent forms of communication and the impact of the culture of early marriages on trafficking.

## 2. Bosnia and Herzegovina

Bosnia and Herzegovina's first NPA on trafficking<sup>216</sup> stated that the Ministry of Human Rights and Refugees and the Ministry for European Integration should initiate prevention, education and public awareness projects related to trafficking. However, according to local sources, no such projects have been initiated or implemented by the government within the framework of the first NPA<sup>217</sup>.

A new Plan of Activities for implementing of the NPA in 2004 was prepared at the beginning of 2004<sup>218</sup>.

Despite the fact that BiH is still perceived primarily as a country of destination and prolonged transit, there are still no plans for preventive measures to address the demand for cheap unprotected labour and sexual services. The NPA ignores the fact that BiH is also a potential country of origin for victims of trafficking. It does not include any activities that address prevention of trafficking in the broader context nor any that address the root causes of trafficking, even though the issue of internal trafficking and the danger of BiH becoming a country of origin were pointed out by many of the organisations involved in anti-trafficking activities as far back as 2002<sup>219</sup>.

In early 2004, an awareness raising campaign was being planned by international organisations and NGOs. A working group is to be established to plan and monitor this campaign. Plans have been laid to produce the campaign materials (posters, pamphlets, TV and radio shows). The campaign will be supervised by the State Co-ordinator on Anti-Trafficking and Illegal Migration and will address primarily the issue of trafficking in foreign women to Bosnia and the need, especially on the part of the specialised institutions such as border guards and police, to identify victims of trafficking.

There are also plans to organise eight seminars for judges, prosecutors, police, border service staff and other civil servants, social workers and NGOs in 2004. In total, 320 people are expected to benefit from these training activities.

The National Plan of Action for Children in Bosnia and Herzegovina includes trafficking as a special protection issue. It also states that the measures to protect children from trafficking will be planned and passed in agreement with the NPA on trafficking. However, no such activities have started yet. The NPA for Children also raises the issue of child labour and the need to reduce the number of children in Bosnia involved in labour activities<sup>220</sup>.

<sup>216</sup> *Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina*, Global Rights, Partners for Justice, January 2004, p. 97.

<sup>216</sup> *Action Plan for Prevention of Human Trafficking*. Ministry of European Integration, Ministry of Human Rights and Refugees. Sarajevo, October 2001.

<sup>217</sup> *Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina*, Global Rights, Partners for Justice, January 2004, p. 97.

<sup>218</sup> *The Plan of Activities for Implementation of the Action Plan for the Prevention of Trafficking in Human Beings in Bosnia and Herzegovina for the year 2004*.

<sup>219</sup> Barbara Limanowska, *Trafficking in Human Beings in South Eastern 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*. UNICEF, UNOHCHR and OSCE/ODIHR. Belgrade 2002. p.64. Report can be found at [www.seerights.org](http://www.seerights.org)

<sup>220</sup> *National Action Plan for Children in Bosnia and Herzegovina, 2002–2010*, Sarajevo, April, 2002. p.8

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The Council of Ministers of BiH adopted the Poverty Reduction Strategy Paper (PRSP) in 2000. The paper does not include any references to victims of trafficking, high risk groups or potential victims. The NPA for Children in Bosnia and Herzegovina mentions the need to include a special section referring to the rights of the child in the PRSP, but it still does not refer to the rights of the victims of trafficking.

### Office of the National Co-ordinator

The National Co-ordinator's Office along with the State Group<sup>221</sup>, has been working on the plan of activities for 2004. The State Group comprises the National Co-ordinator plus six other people from Ministries of Human Rights, Security, Justice and Foreign Affairs, the State Prosecutor's Office, and the State Border Service. By February 2004, a work plan had been developed and the Ministry of Security (Section on Migration and Asylum) was invited to comment it. The work plan was further developed in response to input from the main stakeholders, such as the Federal Ministry of Education.

The State Group assists the Ministry of Security to implement the National Plans of Action against Trafficking and on immigration and asylum, which focus mainly on three priorities: the establishment of a shelter for the victims of trafficking; implementation of the immigration and asylum law in line with the Law on Movement and Stay of Aliens and Asylum; and establishment of FIGHT teams, five of which have liaison functions and share information with the National Co-ordinator's Office.

### Prevention of child trafficking

A working group on child trafficking has been also established, which had met twice by March 2004. This group will design a special awareness raising campaign on child trafficking, which will include an education campaign and a public information campaign. Although the plans for the campaigns are already under discussion, the working group has yet to agree on its general plan of action. Some activities are already taking place with teachers educating children on the issue. In April 2004, there was a 2-day meeting to develop the work plan for the working group. At the meeting, different components of the prevention strategy, such as media presentations, youth forum, educational activities in schools, etc., were presented and discussed.

<sup>221</sup> The State Group is an informal body supporting the National Co-ordinator, mentioned in the Plan of Activities for Implementation of the Action Plan for the Prevention of Trafficking in Human Beings in Bosnia and Herzegovina for the year 2004.

### **3. Bulgaria**

The Bulgarian Act on Combating Trafficking in Human Beings came into force in May 2003 and the Articles regulating the protection of victims of trafficking came into force in January 2004.

Under the new law, the government is obliged to take responsibility for combating and preventing trafficking in human beings. This includes planning a national strategy, assisting and supporting the victims, establishing policies addressing the re-integration of victims and preventing trafficking. The legislation describes the obligations of the various Ministries involved. All the activities are financed from the state budget, including the National Commission for trafficking, the shelters and the centres for victims.

According to the Anti-Trafficking Law, there will be a special programme for the re-integration of victims of trafficking, including assistance in finding employment and education. On prevention, the Act stipulates that the National Commission shall, "...develop on an annual basis a national programme for prevention and countering of trafficking in human beings and protection of victims of trafficking, which shall be presented to the Council of Ministers for approval<sup>222</sup>". The National Commission shall also,

Promote the research, analysis and statistical reporting of human trafficking data, contribute to the international co-operation for prevention and countering of trafficking in human beings, carry out information, awareness and educational campaigns aimed at potential victims of trafficking and develop training programmes for officials working in the area of prevention and countering of trafficking in human beings<sup>223</sup>.

Local Commissions for combating trafficking, established in certain Municipalities throughout the country, are responsible for the implementation of the prevention activities<sup>224</sup>.

<sup>222</sup> Republic of Bulgaria, National Assembly, Combating Trafficking in Human Beings Act, promulgated in The State Gazette, No. 46/20.05.2003. p.2.

<sup>223</sup> Ibid. p. 3.

<sup>224</sup> Ibid. p. 6. Articles of the Act that regulate the prevention of trafficking in Bulgaria include:

"Article 13: The National Commission shall organise and co-ordinate the relevant agencies and organisations involved in the prevention and countering of trafficking in human beings, based on the national programme approved by the Council of Ministers, as under Article 7(3).

Article 14: In order to implement the objectives in Article 13, the National Commission shall:

1. Initiate and take part in the development and implementation of measures aimed at creating equal social and economic opportunities for the risk groups, including:
  - Conditions for integration of the individuals from risk regions and risk groups into the labour market;
  - Micro-crediting programmes;
  - Programmes inciting employers to hire individuals from risk groups.
2. Ensure public awareness of:
  - Situations where citizens are at risk of becoming victims of trafficking;
  - The protection to the victims of trafficking provided by the state and the specialised organisations;
  - The penal and administrative measures taken by the state to combat trafficking in human beings;
3. Initiate and take part in the development and implementation of:
  - General education school programmes designed for parents and students;
  - General education programmes for unemployed and illiterate citizens;
  - Education programmes for risk groups and risk regions;
  - Education programmes for victims of trafficking."

The Ministry of the Interior has already set up the database related to trafficking. All victims, traffickers, pimps, and convicted people are included. In accordance with the new law, the database will be compiled from information gathered from all the Ministries and NGOs, not just from the Ministry of the Interior as at present. Anti-trafficking strategy has still to be co-ordinated with other strategies.

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Prevention and awareness raising activities were previously implemented by NGOs and international organisations. The new law stipulates that the National Commission will be responsible for the co-ordination of activities and support of the implementing agencies. Activities under the supervision of the new structures have not yet been implemented. Similarly, there are no concrete plans yet on how to implement measures to create equal social and economic opportunities for the risk groups, as anticipated by the Anti-Trafficking Act.

## National Action Plan against the Commercial Sexual Exploitation of Children<sup>225</sup>

In the area of prevention, this action plan lists the following activities:

- i. Raising the awareness of children about “sexual exploitation” and creating mechanisms for its prevention<sup>226</sup>;
- ii. Raising the qualifications of professionals working with children<sup>227</sup>; and,

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<sup>225</sup> *National Action Plan against the Commercial Sexual Exploitation of Children*. Adopted in 2003.

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- 1.1 Specification of standards for civil education and their exact inclusion in the standards for school contents and school curricula of school subjects from the obligatory training.
  - 1.2 Inclusion of education on children and human rights in all types of schools, kindergartens, Homes for Raising and Education of Children Deprived of Parental Care /HRECDPC/, Educational Board School /EBS/, Social – Pedagogical Board /SPB/ and Auxiliary Schools /AS/ using the possibilities of school curricula and leisure activities.
  - 1.3 Development of modules in school curricula / in all types of schools, kindergartens, HRECDPC, EBS, SPB, AS/ that should include the problems of sexual exploitation of children, trafficking in children, gender education and others.
  - 1.4 Development and promoting of school handbooks for early prevention of sexual abuse in kindergartens and schools.
  - 1.5 Development and distribution of leaflets, brochures, posters, advertising materials and video materials.
  - 1.6 Encouraging Internet services providers to raise the awareness of children concerning sexual exploitation and the risks of the Internet and the usage of contemporary communicational technologies.
  - 1.7 Distribution and implementation of regulations for safe work of students in the school network and Internet, adopted with Ordinance of the Minister of Education and Science.
  - 1.8 Development of special work measures for unidentified potential dropouts and dropouts from school.
  - 1.9 Creation of opportunities for the active inclusion of children in creative activities, courses, workshops and artistic formations at community centres, municipalities and child centres for activating creative thinking and developing their talents.
  - 1.10 Creation of opportunities to provide appropriate cultural, sports and educational activities for the children’s free time, by using the facilities of the cultural institutes and sports bases in the country - theatres, galleries, museums, libraries, sports halls and so on.
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- 2.1 Distribution of the “Code of Ethics of working with children” in all professional areas and including in job descriptions of the experts from the Ministries of Health, Labour and Social Policy and the Interior.
  - 2.2 Development of modules for the training of professionals, working with children.
  - 2.3 Publication and dissemination a Handbook of best practice for policemen and prosecutors in conducting proceedings involving children-victims of sexual exploitation, in accordance with the best EU practices.
  - 2.4 Organisation of educational seminars for teachers, pedagogical advisors and school psychologists, parents and so on, including the risks of sexual exploitation via the Internet, the forms it may take and how to restrict the access to it.
  - 2.5 Organisation of educational seminars for social workers from the Child Protection Department
  - 2.6 Organisation of seminars for policemen, investigators, judges and prosecutors, to include the risks of sexual exploitation via the Internet, the forms it may take and how to restrict the access to it.
  - 2.7 Training seminars for general practitioners, doctors in school surgeries, doctors in hospitals and medium medical staff.
  - 2.8 Training seminars for specialists in preventing antisocial behaviour in children, including the risks of sexual exploitation via the Internet, the forms it may take and how to restrict the access to it.
  - 2.9 Training seminars for journalists, working on the issues.
  - 2.10 Creation of a procedure and measures for informing employers about sexual advances against children by people working with children.

- iii. Influencing the media policy of institutions to raise public awareness of the problem of sexual exploitation of children, and advertising, “zero tolerance” towards violence and exploitation of children<sup>228</sup>.

The Minister of the Interior and the Chairperson of the State Agency jointly implement the functions of the National Co-ordinator of the National Plan for Child Protection. All the activities will be supported from the State budget with additional funds from donors in co-operation with governmental, non-governmental and international organisations.

The Plan has not yet been implemented. It has to be co-ordinated with the other action plans and the Act on Combating Trafficking in Human Beings. As the NPA focuses on the sexual exploitation of children, it is not clear if and how it will cover other forms of forced child labour and trafficking for begging.

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<sup>228</sup> 3.1 Encouraging the media to make a constructive input to common consciousness about the sexual exploitation of children and its influence, by developing relevant behaviour rules and directions for written, audiovisual and electronic media, but chiefly to respect child privacy, identity and dignity.  
3.2 Promotion of responsible behaviour by the media in picturing children and childhood as a whole and for participating in programmes for education and raising the awareness of sexual exploitation.

## 4. Croatia

The Croatian government formally adopted the final draft of the National Plan for the Suppression of the Trafficking in Persons in November 2002<sup>229</sup>. The report on the implementation of the NPA for the period from November 2002 until December 2003 was adopted by the Government and published in spring 2004<sup>230</sup>.

According to the NPA the activities in the area of prevention have three main objectives:

- i. To identify causes of trafficking in persons (through conducting studies and preventing the social and economic causes of trafficking in persons);
- ii. To inform the public about the issue; and,
- iii. To sensitise and raise public awareness about trafficking in persons<sup>231</sup>.

Activities planned for 2003 included:

1. Determining all risk factors that lead to trafficking in persons, particularly women, children and adolescents. The research aimed to ascertain the situation in the Republic of Croatia and the wider region, the causes of "demand" and the attempts to curb it. (Implementing agency: National Committee for the Suppression of Trafficking in Persons; deadline: December 2003);
2. Establishing a system to collect appropriate data at local, regional, national and international levels, setting up a consolidated database, regularly analysing such data and forwarding reports on the trafficking in persons situation to all persons and organisations who deal with this problem (Implementing agency: Office for Human Rights; deadline: December 2003);
3. Systematically influencing public awareness and informing the public of trafficking in persons, using the press and broadcast media, as well as special promotional materials (Implementing agency: National Committee for the Suppression of Trafficking in Persons; deadline: none set);
4. Providing information on where and how to seek and receive assistance and protection (fliers, brochures, posters, spots, advertisements, SOS help-lines, Web sites and so forth) (Implementing agency: National Committee for the Suppression of Trafficking in Persons; deadline: ongoing); and,
5. Supporting ongoing preventative operations and measures with the objective of detecting and preventing trafficking in persons (Implementing agencies: Ministry of the Interior, Ministry of Foreign Affairs; deadline: none set)<sup>232</sup>.

The NPA does not include programmes to eradicate the root causes of trafficking. The implementation of the first activity, systematic research into trafficking in people that could establish the factors leading to trafficking and propose solutions for them was postponed to 2004 for financial reasons. The NPA focuses on

<sup>229</sup> On 15 December 2004 the Government adopted two new documents on suppression of trafficking: the National Strategy for the Suppression of Trafficking in Persons from 2005 to 2008, a strategic document for the next period of four years; and the Operational Plan for the Suppression of Trafficking in Persons for 2005, the operational document specifying activities to be completed during 2005.

<sup>230</sup> Report on the implementation of the National Plan for the Suppression of Trafficking in Persons. November 2002 - December 2003. Zagreb 2004.

<sup>231</sup> Ibid. p.12

<sup>232</sup> Ibid. pp. 12-13.

awareness raising activities and those activities were mostly implemented in 2003.

Since the elections<sup>233</sup>, the Office for Human Rights has continued to be responsible for the implementation of the NPA, including prevention of trafficking in human beings. Activities related to gender discrimination, unemployment of women and violence against women are dealt with by the Office for Gender Equality and are not part of the NPA.

### **National Co-ordinator and the Secretariat of the National Committee**

In the second half of 2003, the National Committee for the Suppression of Trafficking in Persons established the Operational Team as its Executive Body. The Operational Team comprises representatives of the following institutions and organisations: the Ministries of the Interior, Health and Social Welfare, and Education, the State Attorney's Office, the Red Cross, Ženska Soba/PETRA Network, IOM and the Secretariat of the National Committee. There is also a plan to revise the NPA<sup>234</sup>. The revised NPA will reflect all the changes in the governmental structures that took place after the 2003 elections, especially where the responsibilities of certain agencies were divided up. There will be also a new operational plan for the period of 2004-2008 prepared by the National Committee. In the next NPA, the main focus will be on prevention and awareness raising.

The establishment of a special working group of the National Committee to combat trafficking in children is going to be proposed to the government<sup>235</sup>. This working group will be composed of the Ombudsperson for children, the Ministries of the Interior, Foreign Affairs, Health and Social Welfare and Science, Education and Sport, the new Ministry for Family, Veterans' Affairs and Intergenerational Solidarity, the State Attorney's Office, Office for Human Rights, and one representative from a civil society group. The Office for Human Rights will chair the working group and this is where the Secretariat will also be based. The first draft of the plan for combating child trafficking will be prepared by the Secretariat of the National Committee, the Ombudsperson for Children and the Centre for Social Policy Initiatives and will focus on prevention.

The National Committee has already prepared the report on the implementation of the NPA which addresses all the activities implemented in 2003. According to the report, the Office for Human Rights established a consolidated database of victims of trafficking in persons in July 2003. All institutions are obliged to provide the Office with data on cases of trafficking in Croatia. The Office prepares reports on the situation regarding trafficking and anti-trafficking activities. The data is then shared with all relevant institutions.

The National Committee, in co-operation with IOM, conducted an awareness raising campaign in the mass media. The campaign began with 23 local stations

<sup>233</sup> The election of a new government at the end of 2003 brought considerable changes to the governmental structures and initially slowed the implementation of the NPA.

<sup>234</sup> Please see footnote no. 4.

<sup>235</sup> Decision on the amendment and change of the Decision to establish the National Committee for the Suppression of the Trafficking in Persons was adopted in March 2004. Article IIIb of the National Committee stipulates the establishment of a working group within the National Committee for the suppression of trafficking in children. Members of the working group will be nominated at the National Committee session in June 2004.

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broadcasting radio spots under the slogan "Trafficking in Persons Is Our Reality. Let's Stop It!" The nationally broadcast Croatian Radio joined the campaign on March 1, 2003 and on March 8, 2003 Croatian Television began broadcasting television spots. At the FESTO 2003 annual review held in October 2003, the campaign received an award for the best comprehensive campaign in the Republic of Croatia<sup>236</sup>. The Ministry of the Interior has also financially supported the distribution of IOM brochures entitled "Trafficking in Persons". Eighteen NGOs participated in the campaign, organising open forums, round tables and the distribution of campaign materials. Two telephone surveys given to 1,400 people on public awareness of trafficking in human beings were conducted in co-operation with the daily newspaper *Jutarnji List*.

Within the framework of the campaign, the Office for Human Rights and IOM support an SOS help-line (0800-77-99) on trafficking in human beings. Staff from the NGOs Centre for Women War Victims – ROSA in Zagreb and the Organisation for Integrity and Prosperity in Split operate the help-line<sup>237</sup>.

The Office for Human Rights has also:

- Organised promotion of an educational film on the problem of trafficking in people under the title "21<sup>st</sup> Century Slaves" produced by the NGO Centre for Women War Victims – ROSA;
- Taken part in the 6<sup>th</sup> International Fair of the Protection of People and Assets (Interprotex), in October 2003;
- Organised and participated in a large number of round tables, seminars and workshops dealing with trafficking in human beings; and,
- Supported the production of materials giving information about trafficking as well as about assistance and protection of the victims (fliers, brochures, posters, television and radio spots, sugar packets, bookmarks, calendars, bags) that were widely distributed.

### Regional co-ordination

On 24 October 2003, Croatia organised a regional meeting of National Co-ordinators in order to agree on areas of co-operation between the countries. The following was decided:

- To co-operate regionally in three areas: 1) harmonisation of legislation; 2) procedures for victim protection; and 3) co-operation of border and criminal police. It was also agreed that expert teams for those three areas would be established, with the first expert team meeting in April 2004 in Croatia on criminal and border policing. It was proposed that other countries should host the meetings for the other two areas of co-operation. The role of co-ordination would be taken for six months at a time, on a rotational basis;
- To exchange NPAs in order to become familiar with each other's work; and,
- To have one central database that could be in the co-ordinating country, but as the regional Clearing Point is in Belgrade, it might be possible to keep the database there under the control of the co-ordinating country.

<sup>236</sup> Ibid. p. 13.

<sup>237</sup> Since June 2004, the Vukovar Women Association is also operating the help-line.

This regional co-ordination will provide a clear picture of the causes and destination of trafficking, and Croatia will also use this for their national research to see to what extent Croatia is a country of destination, origin or transit. The next National Co-ordinators meeting was due to take place in Opatija, Croatia in September 2004<sup>238</sup>.

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<sup>238</sup>The meeting was held during the seminar organised by ICMPD within the EU CARDS project "Enhancement of the Implementation Strategies for National Anti-Trafficking Action Plans in SAP countries" in Opatija, 6 – 9 October 2004.

## 5. FYR Macedonia

The Macedonian NPA, published in the "Official Gazette of the FYR Macedonia". No. 23-457/1 February 5, 2002, Skopje, includes a section on prevention. Prevention activities listed in the NPA can be divided into three groups:

1. Preventive measures aimed at addressing the root causes of trafficking, which were placed under the authority of the Department for Equality of the Sexes in the Ministry of Labour and Social Policy. These measures included:
  - Identifying and reducing the economic and social factors that contribute to women and children becoming victims of trafficking;
  - Identifying the level of home violence and its economic and social influence on women and children;
  - Commissioning surveys of the problems related to trafficking and migration;
  - Preparing and presenting statistics related to trafficking and migration;
  - Ensuring that the laws and their implementation do not discriminate against women;
  - Promoting programmes for the economic re-integration of risk groups (women and children); and,
  - Training for alternative employment and private enterprises.
2. Measures aimed at disseminating information and awareness raising campaigns about trafficking under supervision of the Department for Equality of the Sexes at the Ministry of Labour and Social Policy and the Agency for Information, including dissemination of information through videos, documentary films and talk shows, newspapers and magazines.
3. The third group includes very detailed description of the measures to be taken by the Ministry of the Interior, which relate more to the identification of victims of trafficking and illegal migrants as well as the prosecution of traffickers than to prevention.

The NPA is very general and does not include a comprehensive prevention programme. The final deadlines for achieving the goals described in the National Programme have not been defined. The rather limited and very general prevention activities in the NPA have been not implemented due to financial constraints<sup>239</sup>. In the *Report on the activities of the National Commission for Combating Trafficking in Human Beings and Illegal Migration in FYR Macedonia*<sup>240</sup>, prevention and awareness raising were not among the activities implemented in 2003. However, prevention is mentioned as the priority area for 2004.

There is one programme described in the report that will address the root causes of trafficking. The project will be implemented jointly by the Ministry for Labour and Social Policy and the National Commission for Combating Trafficking in Human Beings

<sup>239</sup> The only activity that was undertaken by the government was a TV awareness raising campaign on human trafficking conducted by the government and IOM during 2001/2002. Most prevention activities are implemented by NGOs, while the government to date has focused on assisting the victims in the Transit Centre.

<sup>240</sup> *Report on the activities of the National Commission for Combating Trafficking in Human Beings and Illegal Migration in the Republic of Macedonia (undertaken during 2003 and 2004) and its priority activities for 2004*. Government of the Republic of Macedonia, National Commission for Combating Trafficking in Human Beings and Illegal Migration in the Republic of Macedonia, Skopje, April 2004.

and Illegal Migration and will focus on implementing the Draft Proposal for Locating of Economic and Social Factors, which consists of “improving and innovating on the programmes for economic re-integration of the women and children as risk groups. While undertaking its forthcoming activities, the Commission will work on:

- Adopting special protective measures lasting for the whole period of the legal proceedings, with a view to avoiding the victimisation of the victims;
- Providing protection (i.e. release) for the victims from criminal prosecution in respect to other crimes;
- Further support for the accommodation provided by the Shelter for trafficked victims and for improving procedures at the Shelter; as well as,
- Ensuring psychosocial protection for the aforesaid victims<sup>241</sup>.”

It is not clear how special protection measures and further support for the shelter are related to the economic re-integration of women, in what way this re-integration is going to be achieved and which institution will be responsible for the implementation of the programme.

In the Report of the Secretariat of the National Commission for the period October 2003 to January 2004<sup>242</sup>, prevention is identified as the principal priority. However, the only mentioned prevention activity is the establishment of contacts with and the participation of the MOI in a programme developed by a local NGO which implements a prevention programme at local level<sup>243</sup>.

## National Plan of Action on child trafficking

In January 2004, a working group of the National Commission was set up to combat trafficking in children in FYR Macedonia. This working group is chaired by the Head of the Department for Juvenile Delinquency at the MOI and comprises representatives of governmental, non governmental and international institutions and organisations, including the Ministry of Labour and Social Policy, the Ministry of Education and Science, OSCE, UNICEF, IOM, and the NGOs Open Gate/La Strada and Happy Childhood<sup>244</sup>. The working group was mandated to assist the Government to develop and implement a National Strategy for combating trafficking in children. The Draft Action Plan for combating trafficking in children in FYR Macedonia, prepared by the working group, was presented in March 2004<sup>245</sup>.

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<sup>241</sup> Ibid. p. 8

<sup>242</sup> *Report on the work of the Secretariat of the National Commission for combating trafficking in human beings and illegal migration in the Republic of Macedonia in the period from October 2003 until February 2004*. Secretariat of the National Commission for combating Trafficking in Human Beings and Illegal Migration. Skopje, April 2004. p. 7.

<sup>243</sup> In 2004, the number of local NGOs implementing anti-trafficking prevention projects, with support from the international community has increased to approximately 35. In 2004 alone, OSCE funded 12 NGOs to promote awareness on the problem of human trafficking through training workshops and public educational campaigns in vulnerable communities. The projects targeted an estimated 1,860 people countrywide. OSCE NGO partners include Healthy Options Project Skopje, Youth Educational Forum, SEE University Law Students Association, Forum of Albanian Women, Macedonian Women Jurists Association, Phurt Humanitarian and Charitable Roma Society, Association for Emancipation, Solidarity, and Equality of Women in Macedonia, Women's Association Radika, Civil Initiative for Equal Opportunities - SEMPER, Women Rights Group “FEMINA”, Fair Trials Coalition and Open Gate/La Strada. In addition to OSCE, other donors include, Institute for Sustainable Communities/USAID, UNICEF, IOM, OPDAT/ICITAP, SOROS, etc.

<sup>244</sup> *Fact Sheet of the Working Group to Combat Trafficking in Children (4/2004)*

<sup>245</sup> *Draft Action Plan for the Fight against Trafficking in Children in FYR Macedonia*. National Commission for the Fight against Trafficking in Human Beings and Illegal Migration in FYR Macedonia. Subgroup for the fight against trafficking in children. Skopje, March 2004. pp.4-5. This document is a working draft document and does not have the status of an official document until it is adopted by the government.

### NPA FYR Macedonia

The Draft Action Plan is very general and in the area of prevention amounts to monitoring the development of trafficking in children by data collection, research and analysis including:

- Defining the risk factors for trafficking in children and the social-economic reasons leading to the appearance of trafficking in children (poverty, economic instability, unemployment, the status of women and children, dysfunctional families etc.);
- Identifying the groups of children and families, communities and environments that are at high risk for trafficking in children;
- Creating a database of victims and inter-agency co-operation;
- Stimulating the education of children and the creation of better policy for the allocation of budget resources having in mind the best interests of the child;
- Establishing a system of identification, registration and monitoring for children on the street (i.e. children outside the process of education), child labour abuses and other forms of exploitation and discrimination;
- Increasing supervision and control of the activities of centres for social work with respect to services for marriage, family and guardianship and for the protection of children against trafficking;
- Organising awareness raising campaigns and training for professionals, and a special SOS help-line;
- Training for children on their rights, the recognition of risk factors and self protection from trafficking in human beings;
- Organising information campaigns in schools and institutions;
- Organising information and education for parents and families on social welfare on the risks of trafficking in children;
- Promoting the re-integration of such families into society by awarding small grants for self employment or other forms of assistance;
- Supporting existing NGOs working on the issue of trafficking, including training and capacity building; and
- Strengthening control of borders and illegal crossings by the border police and increasing the supervision by the relevant services of foreigners, especially children travelling without parental escort.

As there is no time frame provided, no responsible agencies listed and no budget attached, the Action Plan at this stage should be seen rather as a general list of necessary steps that should be taken, rather than a realistic plan of action.

Activities of the Sub-Group planned for 2004 include:

1. Organisation of a round table to raise awareness among professionals about international legal documents on the protection of the rights of children and child exploitation, and to introduce to the public the mandate and role of the Sub-Group;
2. Organisation of general research into the situation in FYR Macedonia on trafficking of children and an assessment of the system of protection for children who are victims of trafficking; and,
3. Retrieval of all existing documentation and literature on the protection of children's rights and combating trafficking in children for storage in an archive, which would be kept at the Office of National Co-ordinator.

## 6. Moldova

The National Committee to Combat Trafficking in Human Beings adopted the *National Plan of Action to Combat Trafficking in Human Beings* in November 2001. A new activity plan for 2004 was being prepared as of March 2004. To this end, the National Committee asked the Ministries to present the activities they are planning to undertake in the area of anti-trafficking. The new plan will, therefore, be a compilation of various projects received from different institutions. The National Co-ordinator, the Deputy Prime Minister and the Vice Minister of the Ministry of the Interior are responsible for the monitoring the implementation of this plan in 2004<sup>246</sup>.

Based on a decision of the National Committee in November 2003<sup>247</sup>, the Chairmanship mechanism for the thematic sub-working groups was changed to include an international organisation as Co-chair and an NGO as Deputy Chair, as well as the relevant Ministry. The thematic sub-working groups are now co-chaired as follows: "Legislation and law enforcement" by the Ministry of Justice and the OSCE Mission to Moldova; "Prevention and awareness raising" by the Ministry of Education, IOM and La Strada; and "Social assistance and rehabilitation" by the Ministry of Labour and Social Assistance, IOM and the Centre to Prevent Trafficking in Women. The same National Committee Decision established a new working group on "Combating trafficking in children and the illegal taking of children abroad" chaired by the Ministry of Health, co-chaired by UNICEF Moldova and with Save the Children as deputy chair.

In the 2001 NPA, the activities related to the prevention of trafficking were divided into research and assessment, awareness raising and prevention, or addressing the root causes of trafficking. In the area of research and assessment, the government identified activities aimed at the assessment of the dimensions of the problem, identification, causes of vulnerability of certain social groups, and methods of recruitment. These research and assessment objectives were to be achieved through the development of a standard database and establishment of a research centre on trafficking, but neither has been set up. However, an automatic system for checking the movement of people installed at border crossings provided data for a statistic report in 2003 and was used to publish and circulate statistical records relating to migration.

In the field of awareness raising, the government, in co-operation with international organisations and NGOs was supposed to conduct information campaigns aimed especially at potential female migrants, to inform them about the possibilities for legal migration and the risks of exploitation in illegal migration, and to educate people in high risk groups. Although the government did not implement such activities directly, it did support a programme implemented by IOM, La Strada and other NGOs. The Ministry of Education has also started to develop a life skills education module for the school curricula on the prevention of trafficking. Despite the NPA programme there are, however, still no special programmes that target categories of marginalised youth, nor any counselling for potential victims, such as people looking for a job. The State Department for Migration is mandated with providing reliable information on labour migration

<sup>246</sup> A new NPA will be developed starting from 2005, as part of the ICMPD Project. For this reason an inter-ministerial working group will be established in November 2004.

<sup>247</sup> National Committee Decision No.6 of 6 November 2003.

### **NPA Moldova**

opportunities and some counselling activities for potential migrants informing them about the risks of being trafficked.

Prevention activities aimed at addressing the social and economic causes of trafficking were supposed to lead to improvements in the social and economic conditions of people at risk - by promoting programmes aimed at improving the social and economic conditions of women, programmes combating poverty and unemployment, in particular among women and young people, developing special welfare programmes to support poor people, and literacy programmes - as well as reducing activities which might cause trafficking, such as sexist expressions in media and violent, degrading or pornographic publications.

With the exception of a few small projects implemented by NGOs and supported by the Ministry of Labour and Social Affairs, none of the above objectives was achieved. However some steps have been undertaken to implement programmes in the area of unemployment<sup>248</sup>.

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<sup>248</sup> A major USAID programme (approx. 4 million US\$) was started in 2004 and focuses on addressing the root causes of human trafficking. Similarly ILO has initiated a programme in 2003 addressing employment and migration issues that could prevent trafficking in human beings in Moldova. Additionally there will be a similar programme under the President Bush Anti-Trafficking Initiative for Moldova (approx. 2 million US\$).

## 7. Romania

The Inter-Ministerial Committee, established in 2001, drafted the National Plan of Action, which is compatible with the regional Plan of Action of the Stability Pact Task Force on Trafficking<sup>249</sup>.

The NPA focuses primarily on law enforcement and legal reform and includes all relevant governmental and non-governmental institutions in each field of action, including research, prevention, awareness raising, assistance, legal reform and law enforcement. In the area of prevention, the NPA stipulates improvements in economic and social status of people at high risk of being trafficked, identification and establishment of measures to prevent the causes of trafficking, integration of gender equality measures and strengthening the law against trafficking (including compulsory impresario certificates and ban on advertisements that "could harm fundamental freedoms and human rights"). Although similar to the model proposed by the SPTF, the NPA stays on a very general level by proposing many activities to be implemented by different agencies without assigning concrete tasks or creating time frames for them. Therefore, the NPA should be seen as a general framework for future activities rather than as a comprehensive plan of work.

According to the NPA, special offices should be set up in each county to develop anti-trafficking initiatives. However, the development of the programmes depends on local capacity and at the present time the main activities are taking place in the areas from where victims come – the eastern and the southern parts of Romania - and are implemented by NGOs.

In the area of awareness raising, the NPA stipulates the development of materials and the organisation of campaigns, seminars and training for the general population, high risk groups and professionals dealing with the issue. Although the NPA identifies the need for educational and informative campaigns in educational institutions, it does not clearly spell out the inclusion of trafficking as a topic in school curricula, stating only the need to, "organise educational programmes in order to consolidate human dignity and individual protection".

In the area of improving the economic and social situation of people at high risk of being trafficked, the NPA lists the types of programmes needed to achieve this: programmes preventing illiteracy and school abandonment, programmes combating poverty and unemployment and special educational, health and psychological programmes for high risk groups, street children and children in institutions. Among the measures to eliminate the causes of trafficking, the NPA includes actions to eliminate unemployment and development of economically deprived regions. Finally with the objective of integrating gender equality within

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<sup>249</sup>The government approved the NPA in November 2001 according to Government Decision No. 1216/2001.

### NPA Romania

the social protection of the family and in measures to prevent casting out, the NPA lists:

- programmes for combating all types of violence and discrimination at work;
- equal access of women and men to active measures for integration in the labour market;
- special programmes for professional retraining of women;
- stimulation of businesses to attract women for employment;
- measures to prevent convenience and under age marriages;
- development of programmes to encourage the free movement of people;
- organisation of job fairs at local and national level; and,
- actions to identify the migrant and trafficker markets.

An Inter-Ministerial Working Group on trafficking in human beings was established to develop concrete steps and policies, and to further develop the NPA. The most important result of the Working Group's activities has been the new anti-trafficking legislation, Law No. 678/2001<sup>250</sup>. The Law identifies specific tasks for different agencies in the field of prevention, provides for specific tools of investigation and prosecution, establishes a national mechanism for victim assistance and special funds for County Councils to finance centres for victims of human trafficking. The programme is called the National Programme to prevent Trafficking in Human Beings and has been created within the framework of the NPA<sup>251</sup>.

According to Law No. 678, victims of trafficking are entitled to physical, psychological and social support. Victims are also entitled to stay and be protected in shelters organised and run by the County Councils. However, the Law does not include re-integration programmes, except for short-term vocational training for victims of trafficking that should be organised in the Counties where the shelters are established. The NPA stipulates that the Ministry of Labour is responsible for the re-integration of victims, but to date the only working re-integration programmes are those established by NGOs and IOM.

In the area of prevention, the Law stipulates activities in the field of education and dissemination of information, including information about migration. There are also provisions concerning the labour market, including support for companies hiring people from high-risk groups and victims of trafficking who have graduated from the vocational training courses.

The Annual Report of the Inter-Ministerial Working Group for Co-ordination and Evaluation of activities for Preventing and Combating Trafficking in Persons in 2003/4, does not include information on the implementation of the tasks related to awareness raising or improvement of the economic and social situation of people at risk of being trafficked, that are established for the government in the NPA. However, the document states that prevention and countering human trafficking became a priority on the Romanian government agenda and that the Inter-ministerial Working Group has been set up in response to this.

<sup>250</sup> Passed in November 2001 by Governmental Decision No. 1216/2001, the same one that approved the NPA

<sup>251</sup> The regulatory enforcement procedures were adopted by Government decision No. 299/2003, in March 2003.

<sup>252</sup> Approved by Government Ordinance No. 1295, August 2004

<sup>253</sup> In place, operational since April 2004

The objectives of the Inter-ministerial Working Group in the area of co-ordination and evaluation for the year 2004 include:

- Drafting and approving the National Plan of Action on child trafficking<sup>252</sup>;
- Co-ordinating the setting up of the National Transit Centre for returned child victims of trafficking (Gavroche Centre)<sup>253</sup>;
- Setting up a network of centres for the reception of child victims of trafficking;
- Monitoring the setting up of the nine assistance centres for adult victims of trafficking and a national integrated action system for intervention in cases of returning victims of trafficking; and,
- Training the trainers for the Ministry of Administration and the Interior and the Ministry of Defence participation in peace-keeping operations, according to NATO recommendations.

## **Child trafficking**

The government started to address the issue of child trafficking in 2003. At the beginning of 2004, the government presented a Draft National Plan of Action for preventing and combating Trafficking in Children to the Stability Pact Task Force against Human Trafficking, which deals with the issue of special protection for the child victims of trafficking. The Romanian government will also open 12 special Reception Centres for trafficked minors returning from abroad<sup>254</sup>.

Romania has four different National Action Plans that concern children - on child labour, on abused and neglected children, on sexual exploitation and on trafficking in children. They are complementary and do not overlap. Despite this, the Commission on Child Rights has recommended merging all four Plans into one comprehensive National Plan of Action on Children. The National Agency for Child Protection shows a strong interest in working with Save the Children to develop such an NPA.

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<sup>254</sup> *The National Action Plan for Preventing and Combating Child Trafficking* was approved by Government Decision no. 1295/13 August 2004, published in Official Journal. No. 802 on 31 August 2004. The Plan includes amongst its objectives:

- The establishment of a national network of transit centres (in Iași, Botoșani, Galați, Satu Mare, Timiș, Arad, Mehedinți, Giurgiu and Ilfov, as stipulated in Law no. 678/2001) for the protection and assistance of returned children who are in difficulty and children who are victims of trafficking, especially from the neighbouring countries;
- The establishment of a pilot centre in Bucharest to co-ordinate the actions undertaken at national level and to monitor the situation of returned children who are in difficulty and children victims of trafficking;
- Drafting and implementing programmes to prevent child trafficking, and for the assistance and social reintegration of victims in family, school and society;
- Training staff in their duties of prevention, protection and assistance towards children victims or potential victims of trafficking;
- Promoting collaboration between institutions and to co-ordinate actions organised by structures with duties in this matter; and
- Co-ordinating international co-operation in the field.

Several of these activities will be carried out through the National Interest Programme "Reintegration and support of repatriated children". An agreement has also been signed with an NGO and its implementation began by setting up the pilot centre in Bucharest (sector 2) and another nine transit centres (in Galati, Neamt, Iasi, Suceava, Botosani, Satu Mare, Bihor, Arad and Timis). 150 people who will work in these centres will also be trained. The Programme will be finalised in 2005.

### 8. Serbia

In April 2001, the Government of the Federal Republic of Yugoslavia appointed a National Co-ordinator on Trafficking and a Co-ordinator for the Stability Pact Task Force on Trafficking. Under the auspices of the Coordinator's office, working groups met several times to prepare plans of action in their respective areas. These plans were supposed to be combined to form the National Plan of Action (NPA) to combat trafficking.

The first draft of the NPA was presented to the Stability Pact Trafficking Task Force in 2001. This NPA was meant to provide a model for co-operation between the agencies and to describe areas for action at federal level. The National Coordinator's office also developed and accepted a model referral system for the victims of trafficking in the form of the so-called 'National Referral Mechanism and Mobile Teams'.

In parallel to the federal level, a coordination mechanism was also created at Republican level. The Serbian Interior Ministry appointed a National Co-ordinator for the Republic of Serbia in December 2001. He then created the National Team of Serbia for combating trafficking in human beings in April 2002. The National Team has never been constituted as a formal state body. Instead, it represents a regular meeting forum of governmental, non-governmental and international organisations active in the field of combating trafficking in Serbia. With the constitutional changes in early 2003, the federal mechanisms became obsolete. Although never formally disbanded, the federal mechanisms (Federal Team and Co-ordinator) were, *de facto*, replaced by the National Team and National Co-ordinator of Serbia, with similar solutions introduced in the Republic of Montenegro.

The National Team of Serbia had four working groups in early 2004 – on prevention, assistance, legislation and law enforcement and trafficking in children, with plenary meetings of the Team held 3-4 times a year. The National Coordinator formed an Advisory Body in February 2004 to improve the flow of working information between the National Co-ordinator and the Team. The Advisory Body is to ensure that there is constant flow of consolidated information between the Co-ordinator and the working groups, allowing the Co-ordinator to co-ordinate more effectively the inter-agency activities. The Advisory Body comprises the four chairs of the working groups as well as the National Co-ordinator, and representatives of OSCE, IOM and UNICEF. Meetings are organised once a month. No plans or strategies have been developed for long term prevention activities.

At this point of time, there is still no National Plan of Action (NPA) designed according to the needs of Serbia. The National Team of Serbia assumed the programme of work initially created by the former Federal Team. As of early 2004, the NPA was being drafted. The National Co-ordinator solicited inputs from all working groups and the final draft is expected to be ready for adoption in early 2005. The NPA will set out the strategic goals of the country in combating trafficking as well as concrete activities for the next 12 months<sup>255</sup>.

A State Agency for Co-ordinating the Protection of Victims of Trafficking in Human Beings in Serbia was established in December 2003 as the result of a joint project between the Ministry of Labour, Employment and Social Policy and the OSCE Mission to Serbia and Montenegro. The Agency started working in March 2004 and acts as a co-ordination centre to organise assistance to potential victims of

trafficking. The key task of the Agency is to pre-screen a possible victim identify their needs and organise the necessary assistance based on the screening. The assistance includes:

- Placement of victims in a shelter or other types of safe accommodation;
- Regulation of victim's legal status and assistance in all administrative procedures;
- Organisation of adequate assistance, including re-integration programmes;
- Informing victims of their rights, status and possibilities for assistance in the country;
- Preparation of return to the country of origin; and,
- Monitoring the process of re-integration of local victims.

The Agency, although a state body, has established co-operation with key NGOs working in the sphere of victim assistance. During the first six months of the Agency's operation, it made field interventions jointly with specialists from its partner NGOs. The NGOs will also be expected to act as quality controllers for the Agency in the future. The Agency is establishing partner relations with all organisations and institutions (whether state, non-governmental or international) who can contribute to the process of assisting the victims of trafficking<sup>256</sup>. The Agency staff takes an active part in various educational, prevention and awareness raising activities.

### **National Plan of Action on Child Trafficking**

The National Co-ordinator for combating trafficking had asked all agencies to provide information on their activities relating to child trafficking, including information on achievements and plans for the future. This assessment is meant to identify gaps that exist in the system and allow for a strategy to be developed to fill these gaps. The Child Rights Centre has played an important role in the preparation of the assessment, while UNICEF has made resources available and is willing to support NGOs working on the issue of trafficking.

As of April 2004, the working group on child trafficking had held two meetings. On the suggestion of the National Co-ordinator, the local NGO Beosupport is co-chairing this working group and both OSCE and UNICEF are prepared to support its work. At the second meeting of the working group, a sub-group was created to draft an NPA on child trafficking. The drafting subgroup comprises Child Rights Centre, ASTRA, Beosupport and UNICEF. The Child Rights Centre is very actively

<sup>255</sup> The Government of the Republic of Serbia formed a Governmental Council to Combat Trafficking in Human Beings in October 2004. (Decision of Government of Republic of Serbia, no. 02-6783/2004-I (the "Decision"), published in the Official Gazette no 113, dated 15 October 2004). The main tasks of the Council are co-ordinating national and regional activities in the area of combating trafficking in human beings, reviewing reports on trafficking by the relevant bodies of the international community, and assuming (official) positions in and proposing measures for implementing recommendations given by international bodies in the area of combating trafficking. The Council consists of the Ministers of the Interior, Education and Sport, Finance, Labour, Employment and Social Policy, Health and Justice. The forming of the Council creates a proper state body, which has the authority to deal with national strategy and policy issues on combating trafficking in human beings. At the same time, the National Team and its working groups are expected to continue functioning as they have been until now. The National Team is expected to function as the operative body for the Council - doing the actual work of preparing state-level strategy and an action plan to combat trafficking. The Council is expected to be the State body that approves and gives official power to the ultimate products of the National Team.

<sup>256</sup> Between starting work in March 2004 and 20 December 2004, the Agency had initially identified and co-ordinated assistance to 28 victims of trafficking. (Information provided by the Agency.)

### **NPA Serbia**

involved in the process and is working on the structure of this part of the NPA, using the framework of the SPTF regional plan of action as a model.

Beosupport, the NGO that is heading the group on child trafficking and is working on the development of the NPA on child trafficking, is simultaneously lobbying Parliament to develop a National Plan of Action against the Sexual Exploitation of Children. There is a danger that either there will be two overlapping NPAs (one on sexual exploitation and one trafficking) or just one (on sexual exploitation) that will not cover all children who are victims of trafficking.

### **Ministry of the Interior, National Co-ordinator**

The Ministry of the Interior's prevention work is conducted mostly through joint initiatives with NGOs. Furthermore, prevention activities now take place not only in Belgrade but also in other places. The Ministry has a plan to co-ordinate prevention activities through a working group on prevention.

The representatives of the Ministry of the Interior participate in workshops, training sessions and panel discussions focusing on trafficking<sup>257</sup>. They also visit schools with the NGOs (Beosupport) and participate in lectures for students while NGOs such as ASTRA provide training at police schools. Topics that are presented and discussed include general information about trafficking and smuggling, a presentation by the Ministry national team, discussion of concrete cases and their results, and co-operation with Interpol and other international organisations.

The Ministry of the Interior is implementing a large research project on trafficking and trafficking in children. The number of street children and children without parental care is unknown in Serbia, so there is a need for research and assessment of this situation. Part of the research will be focused on Roma children. The research should be finalised by the end of September 2004.

Furthermore, the Ministry is undertaking joint initiatives with the media. In co-operation with RTS TV, two shows on trafficking and smuggling were prepared. The programme will be shown at documentary festivals.

In 2003, there were two large training sessions for journalists. One was organised for the large media houses at the beginning of 2003. Later, in June 2003, the Betapress media agency organised a five-day meeting for journalists from SEE. Representatives of the Ministry of Interior actively participated in both events. As a consequence, there has been a change in the way that media presents the issue.

As part of a standard procedure, the Ministry of the Interior is conducting preparatory workshops for the diplomatic personnel before they go abroad. Information on trafficking is included in those workshops. In addition, Embassies of many countries are requesting training on trafficking, which the Ministry is providing.

The Ministry of the Interior's role in the re-integration process of local victims is to ensure their safety. According to NGOs victims of trafficking do not receive enough protection upon return. Representatives from the Ministry are present before, during and just shortly after the court proceedings. However, victims continue to be threatened, even during court proceeding.

## 9. Montenegro

The *National Strategy for Combating Trafficking* was adopted in November 2003 (action document). It consists of three parts: 1) Prosecution; 2) Protection; and 3) Prevention and includes the establishment of a Working Group. The Ministries participating in the Working Group have each drafted their own action plans to implement the Working Group's strategy, each of them with concrete activities, time frames and responsible people or agencies. The Working Group is chaired by the National Co-ordinator and is comprised of Deputy Ministers from the Ministry of the Interior (Chief of the newly established special Police Anti-trafficking Team), Health, Education and Science, Labour and Social Welfare and Justice, as well as representatives of the Council of Europe, IOM, OSCE, and, as an observer, the US Embassy. The Working Group has met five times, and all the Ministries have drafted and adopted their respective Plans of Action. As of April 2004, the first phase of the implementation of the Strategy had already started.

In the area of prevention of trafficking, the Montenegrin National Strategy for Combating Trafficking has six objectives:

1. To adopt measures such as public education and awareness raising to prevent trafficking, to support further efforts to inform and educate the population (including identifying false job offers), especially schoolchildren and vulnerable groups about trafficking in people. Government support for NGO efforts should be expanded;
2. To support and actively seek ways to further the efforts of the international communities and NGOs;
3. To ensure that the National Co-ordinator and his office have adequate resources to perform co-ordinating functions with NGOs and international organisations and that they take an active, high-profile role in leading the Government of Montenegro's fight against trafficking;
4. To encourage Government and political leaders to speak out more publicly and unequivocally against trafficking.
5. To ensure that the implementing organisations refrain from statements that could interfere with judicial processes; and,
6. To ensure that border police monitor immigration and emigration patterns for evidence of trafficking in human beings and refer cases and information to other law enforcement agencies for action. The Border Police should receive specialised training and instructions on trafficking in people<sup>258</sup>.

The only objective directly related to prevention and awareness raising is the development of educational and information activities. Others relate more to the organisation of government work, co-operation with other players, as well as migration policy. The Strategy does not have a budget, but ensuring funding for the co-ordination of anti-trafficking efforts seems to be one of its objectives. The issue of prevention - that is, tackling the demand side and addressing the social and economic root causes of trafficking in relation to cases of internal trafficking - is not mentioned.

## Ministry of Education

The Ministry of Education's activities to combat trafficking, in the form of a Ministerial Action Plan, focus on prevention, the education of youth and addressing the root causes of trafficking. The Ministry recognises that the problems facing children are broader than trafficking and include violations of child rights, neglect and abuse. There are also the problems specific to the Roma population, such as the high rates of school drop out among Roma girls and the tradition of selling girls for arranged marriages.

Following the Ministerial Action Plan, each school has formed an operational expert team that has to introduce elements of the Action Plan into the school curricula. Operational teams in different schools will develop different Plans, depending on the age of the students and the location of the school. The Plans were to be effective as of the beginning of April 2004. These Plans will have time frames and every month a part of the plan will be implemented by teachers, as well as external experts invited to schools.

The Ministry of Education has also dealt with trafficking through other projects focusing on the protection of children's rights and democratisation that were implemented in schools. With the assistance of UNICEF, SOROS/OSI, World Vision International, Save the Children, the Child Rights Centre, as well as Culture Contact from Austria that has programmes on citizens' rights, these projects have been implemented over the last 5-8 years.

The operational teams have to realise their role in anti-trafficking work, in which awareness raising is the essence. There are only a few appropriate publications produced by NGOs that have been distributed. Each operational team consists of 3-5 people and develops its operational Plan based on the action plan they receive from the Ministry of Education. The plans focus on introducing the concept of trafficking and its consequences. Operational teams will also be able to work on prevention.

Although each project was meant to be sustainable, not all of them were included in the school curriculum. Some of the topics were introduced as a new subject, 'Civic Education', which includes child rights, international Conventions and information about protection from abuse, neglect and sexual harassment. Trafficking is one of many issues addressed in the subject, but is mentioned only briefly. 'Civic Education' has just been introduced into the school curriculum and, hence, trafficking will be introduced to the new generation of students through this subject, while older generations will be covered by a special curriculum that is to be developed soon. Civic education is mandatory for the 6<sup>th</sup> and 7<sup>th</sup> grades of primary school and optional for the 8<sup>th</sup> grade. In secondary schools, it is mandatory in some grades and optional in others. Civic education materials have yet to be developed.

Save the Children, in cooperation with the Ministry of Education, provided child trafficking prevention workshops in all 90 primary and secondary schools.

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<sup>259</sup> The Anti-Trafficking Interagency Working Group, the so-called "Project Board", was created by OSCE in 2000. The Project Board is co-ordinated by the National Co-ordinator and OSCE.

### NPA Montenegro

#### National Plan of Action on Child Trafficking

Within the Project Board<sup>259</sup>, a Working Group for combating trafficking in children was formed in February 2004. It is comprised of representatives of the National Co-ordinator's Office, the Assistant Minister of Labour and Social Welfare, UNICEF, Save the Children UK and a Roma NGO (Women's Heart). This Working Group developed a draft Action Plan for combating child trafficking for 2004-6, including the responsibilities of different bodies and a time frame. The government is expected to adopt the document in the autumn of 2004.

The mandate of the Working Group includes:

- Assisting the Government of Montenegro to develop a situation analysis on trafficking of children in Montenegro, which is a country of origin, transit and final destination for the trafficking of children;
- Assisting the Government of Montenegro to develop a National Strategy for combating trafficking of children, on the basis of the general strategy for combating trafficking of humans, as well as the situation analysis of trafficking of children;
- Assisting the Government of Montenegro to implement the National strategy for combating trafficking of children, after its ratification (herein after referred to as the Strategy);
- Assisting the Government of Montenegro to harmonise domestic laws and policies in line with the international law standards that refers to the protection of children from exploitation;
- Assisting the Government of Montenegro to harmonise legal practice with international legal and other standards that refer to protection of children from exploitation and children victims of trafficking;
- Assisting the Government of Montenegro to raise funds for implementing the Strategy, for which Government is not able to provide resources from its own budget;
- Assisting the Government of Montenegro to mediate with all international agencies and organisations that are working to protect children from trafficking and from exploitation;
- Assisting the Government of Montenegro to implement the concrete activities of the Strategy, especially the education and training of professionals towards the objective of eradicating trafficking of children in Montenegro; and,
- Assisting the Government of Montenegro to raise awareness about trafficking of children and to promote children's rights<sup>260</sup>.

The government of Montenegro is also developing a Plan of Action for Children in Montenegro 2004-2010. In November 2003, the Government formed a Commission to develop the Plan of Action for Children's Rights, which will be responsible, in part, for developing the Plan of Action for Children in Montenegro. Chaired by the Deputy Prime Minister, the Commission is composed of representatives from the Ministries of Foreign Affairs, Labour and Social Welfare, Science and Education, Justice, the Interior and Health. UNICEF provided technical assistance.

<sup>260</sup> The mandate of the working group was endorsed by all its members and approved by the National Co-ordinator.

## 10. UN Administered Province of Kosovo

The Kosovo Action Plan (KPA) was still in the process of being drafted in April 2004. Its main aims are expected to be to:

1. Reduce the occurrence of trafficking in human beings in Kosovo;
2. Increase the identification and punishment of human traffickers;
3. Increase the incidence of identification and provision of assistance to victims of trafficking in Kosovo; and,
4. Create or re-affirm the existing co-ordinated mechanism for assistance and support for victims of trafficking from the time of their identification to the time they are fully re-integrated into society<sup>261</sup>.

The KPA will also indicate some specific aims and concrete measures in the areas of prevention, protection and assistance, and prosecution of traffickers, provision of medical assistance, shelter, and rehabilitation of victims and repatriation. In the area of prevention, it also stipulates a creation of an information centre to support awareness raising campaigns<sup>262</sup>. The KPA should be finalised by end of 2004<sup>263</sup>.

The KPA was developed during a retreat for the main institutions involved in anti-trafficking activities, initiated by the Advisory Office of Good Governance, Human Rights, Equal Opportunities and Gender Issues (AOGG), Office of Prime Minister and supported by OSCE, IOM and UNMIK. The KPA was a result of the need identified by the recommendations of the Kosovo Conference to Combat Trafficking in Human Beings, held in Pristina on 20-22 October 2003<sup>264</sup>. In the area of prevention, the recommendations included addressing the low socio-economic status and high unemployment of the Kosovo population, addressing the unequal status of women in Kosovo, paying more attention to the interrelation between education and trafficking, addressing the lack of awareness and understanding of trafficking and the lack of a rule of law.

The AOGG with the support of OSCE will initially train the members of the Inter-Ministerial Group and the Municipal Gender Officers on anti-trafficking issues and the KPA after its adoption by the government. The AOGG, with the support of other counter-trafficking agencies, has a plan to undertake some prevention activities in co-ordination with other agencies. For example, they plan on providing training for senior Ministerial officers in the public service and on conducting media campaigns<sup>265</sup>.

<sup>261</sup> Standard Operating Procedures for assisting international victims of trafficking have been drafted and were formalised in October 2001. The newly updated version that has been approved and signed by the responsible key agencies came into effect on 6 December 2004.

<sup>262</sup> Information form Habit Hajredini, Director of Advisory Office of Good Governance, Human Rights, Equal Opportunities and Gender Issues (AOGG), Office of Prime Minister, Kosovo, 23 August 2004.

<sup>263</sup> Office of the Prime Minister, information received on 23 August 2004.

<sup>264</sup> The retreat was held in Prizren, 20 - 24 June 2004.

<sup>265</sup> The AOGG set up a retreat for the counter trafficking agencies to work on the first draft of the KPA with the support of OSCE, IOM and UNMIK Department of Justice, 20-24 June 2004. The Draft KPA is a comprehensive set of activities on prevention, protection and prosecution with a description of co-ordination mechanisms, aims, activities, responsible agencies, leading agency, performance indicators and resources.

## Kosovo Action Plan for the Achievement of Gender Equality

The Governmental Ministerial Council approved the Gender Action Plan on April 15 2004. The Co-ordinating and Working Groups, which was made up of representatives of the government, local NGOs and UNIFEM, jointly prepared the Plan. The Gender Action Plan is a framework for the implementation of a five-year strategy of gender equality from 2003 – 2007.

Strategic Objective No. 8 on human rights and violence against women and children only addresses the prevention of trafficking in an explicit way. However, it can be argued that all objectives aimed at “vulnerable groups<sup>266</sup>” also implicitly relate to women and girls who are potential victims or victims of trafficking. Strategic Objective No. 6 calls for employment opportunities for members of vulnerable groups, while Strategic Objective No. 7 is aimed at the integration of women in the economy – “increase women’s access to credit, ensure that women become equal participants in the transformation of public and social enterprises, promotion and support of business start-up, development and sustainability of women’s businesses.”

Strategic Objective 8.2: “Raise public awareness of the human rights of women and children, and the causes and consequences of violence against women and children<sup>267</sup>”, is directly relevant to the prevention of trafficking. It states that information and public awareness are essential tools in the promotion and protection of the human rights of women and children and calls for:

- Gender awareness training programmes for all government officials and for all judicial, legal, medical, social welfare, educational and police personnel;
- A comprehensive public education campaign to raise awareness among women and children of their human rights; and,
- A comprehensive public education campaign to raise awareness among the general population of the prevalence, causes and consequences of violence against women and children. In particular, the campaign should promote the rights of women and children, and emphasise the prevention of trafficking, prostitution and violence in the family, school and society at large.

The KPA does not include a budget and does not appoint particular institutions to be responsible for the implementation of the different projects. However, it is the first document approved by the government that clearly admits the need for trafficking prevention. It commits to developing anti-discrimination measures and empowering vulnerable groups, as well as outlining the responsibility of the government for the co-ordination and implementation of the measures.

<sup>266</sup> “Vulnerable groups include widows, orphans, war invalids, people with disabilities, pensioners, minorities, and those living in poverty. Women within these groups are further isolated and marginalised due to multiple discriminations. For example, they may be denied access to education and vocational training, employment and housing. Such women are prevented from contributing to the development of Kosovo. Thus, support for vulnerable groups must extend beyond social assistance to the creation of concrete equal employment opportunities”. Kosovo Action Plan for the Achievement of Gender Equality. Report prepared by Co-ordinating Working Group and UNIFEM, Pristina, 2003. p. 12

<sup>267</sup> Ibid. p. 18