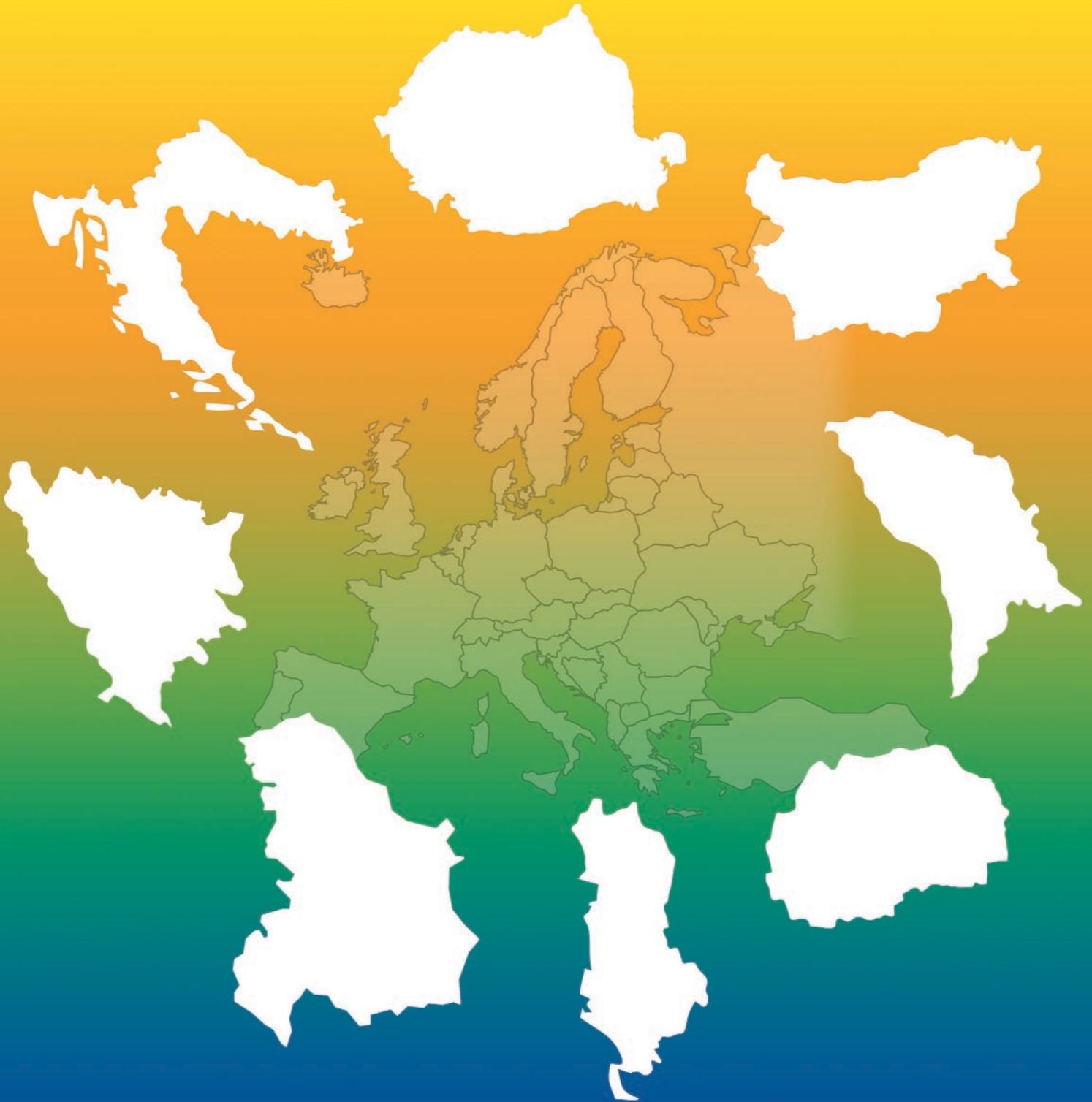




**STABILITY PACT**  
FOR SOUTH EASTERN EUROPE  
TASK FORCE ON TRAFFICKING IN HUMAN BEINGS

# South Eastern Europe's Struggle Against Trafficking in Persons



A new era of regional leadership in addressing trafficking in human beings in South Eastern Europe has started. Since 2000, when the Stability Pact Task Force on Trafficking in Human Beings (SPTF) was created and established under the Austrian Chairmanship of the OSCE, it has led the way in the development of a comprehensive regional strategic framework and in establishing institutional mechanisms for the fight against human trafficking.

Each of the countries has a national governmental anti-trafficking coordinator and a multidisciplinary national working group/team/committee to organize its anti-trafficking work and to interact with nongovernmental and international agents. Much has been accomplished by the countries in recent years and progress is evident.

In view of the overall aim of the Stability Pact for South Eastern Europe to provide for regional ownership of the reform processes in SEE, we are now inaugurating the transition of the SPTF's central anti-trafficking leadership role in the region to the countries of South Eastern Europe themselves and specially to their respective governmental anti-trafficking coordinators and governmental representatives.

During the upcoming months, the SPTF will engage in activities designed to facilitate a smooth transition to the countries in the region. During this transition period the SPTF will take additional steps to strengthen the collaborative capacity of the governmental coordinators and the national structures on a regional basis, transform and strengthen the existing Regional Clearing Point project into a new Nexus Institute for research and policy implementation on human trafficking, anchor the mainstreaming of law enforcement training across the region, and ensure the implementation of the SPTF's Media Project.

The Stability Pact Task Force on Trafficking in Human Beings is expected to close its Secretariat in Vienna by October 2004.

The support for the fight against trafficking in human beings that will be forthcoming within the South Eastern European region itself will be complemented by assistance from the newly appointed Special Representative on Human Trafficking of the OSCE, as part of my overall responsibility.

This chronicle provides an overview of regional progress and accomplishments during the SPTF's tenure.



Helga Konrad  
Chair of the Stability Pact  
Task Force on Trafficking in Human Beings  
For South Eastern Europe

*Vienna, May 2004*



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## South Eastern Europe and its Struggle Against Trafficking in Persons

The cruel presence of human trafficking in and through South Eastern Europe (but not only there) is a story that generally is well known. South Eastern Europe (SEE) remains one of the central regional hubs of global human trafficking. What is less well known is South Eastern Europe's response as a region.

It must be acknowledged that when we got to the starting line, the traffickers already were far ahead in this race. The region's efforts to develop comprehensive policies, regional initiatives and integrated responses to make up for the criminals' head-start are relatively recent.

The framework of this comprehensive regional response can be traced to the establishment in September 2000 of the Stability Pact Task Force on Trafficking in Human Beings in South Eastern Europe (SPTF).

Since its inception, the Task Force's mission has been to coordinate and strengthen cooperation among the countries of South Eastern Europe in order to combat human trafficking in the region and beyond. The Task Force has been dedicated to leading and promoting enhancement and integration of anti-trafficking activities in Albania, Bosnia/Herzegovina, Bulgaria, Croatia, the Former Yugoslav Republic of Macedonia, Moldova, Romania and Serbia and Montenegro, including the entity of Kosovo. Because countries of origin, transit and destination are all linked together, other countries such as Turkey, Greece, Ukraine, Slovenia and Hungary have also been regular collaborators. Working in partnership with the principal actors in these countries in and out of government, the Task Force structure has allowed these countries to adopt cutting-edge regional strategies and to streamline and accelerate existing anti-trafficking efforts. Special emphasis has been placed on long-term effectiveness and sustainability of programmes to aid these countries in the fight against human trafficking.

Traffickers, by their very nature, operate in many countries at once. They take advantage of differences in laws, limitations of legal jurisdiction, and the inability or unwillingness of some countries to provide services to escaped or liberated victims. Although the same international standards and instruments apply in all of the South Eastern European countries in relation to legal reform and protection of victims of trafficking, the strategies, actions, and, consequently, the results often differ from country to country. This is how it should be: States must be able to comply with international standards while responding to local conditions, needs, and values in dealing with social problems. However, to most effectively combat the traffickers and protect the victims, there are certain policies and programmes that all countries could profitably adopt, and some that are absolutely necessary to comply with international standards. The SPTF structure has made it easier for the South Eastern European States to act cooperatively in developing these programmes across the region.

The Task Force's work has not been based upon isolated projects. It has worked to integrate anti-trafficking initiatives into a comprehensive and coherent framework including prevention, assistance and care to help trafficking victims recover, protection of the safety of victims with a particular focus initially on those who agree to act as witnesses, and prosecution of traffickers to obtain meaningful jail sentences. In describing the anti-trafficking work undertaken within the framework of the SPTF, this booklet is one part of the story of the commitment and work of the countries of South Eastern Europe in their fight against trafficking in persons.



## The Stability Pact Task Force on Trafficking in Human Beings— Purpose and Method

Since 2000, the Stability Pact Task Force on Trafficking in Human Beings, working under the auspices of the Organization for Security and Cooperation in Europe (OSCE), has provided a mechanism for South East European countries to develop and execute innovative approaches to combat the human rights violation of modern-day slavery. This structure allowed for increased public awareness, sharing of best practices, and coordination of legislative and policy responses to combat trafficking in persons.

Since its inception, the SPTF has provided critical leadership and served as a catalyst for the creation of the country mechanisms designed to organize the implementation of anti-trafficking work in the countries and across the region. Through the SPTF framework, participating governments have started to play a leading role in the regional fight against trafficking, resulting in enormous improvements in structures and anti-trafficking legislation throughout the region.

The SPTF has been a leading advocate for the view that responses to human trafficking be victim-centered and, in so doing, showed that preserving and protecting the human rights of the victim is not inimical to the interests of States in effective law enforcement and regulation of migration. Crucial to this victim-centered approach, and reflected in established international standards is the recognition that this crime is particularly heinous because the basic human rights of the victims are denied.

*Traffickers operate in destabilized areas and destabilize them further. When government structures and institutions are weak, organized crime moves in to fill the void.*

At the same time, the SPTF consistently pressed the theme of “inclusion” and the necessity of cooperative efforts among government and law enforcement officials, NGOs and IOs. The inter-regional structures and relationships that the Task Force process initiated are now being actualized through extensive collaboration among these actors in much of South East Europe. The Task Force framework enabled many dedicated members of the countries’ anti-trafficking communities to come together in a productive setting that bridged the possible tensions among governmental actors, NGOs, and IOs.

The Task Force’s regional activities were firmly based on the needs and priorities of the member countries. It has been crucial to achieve sustainability through a regional sense of “ownership” of this issue, through development of local participation, responsibility, and accountability of efforts. The SPTF has ensured that the regional dimension of the multi-faceted elements of human trafficking are fully considered and included in the planning and implementation of anti-trafficking activities in and among the participating member countries.

The SPTF has pushed human trafficking to the top of the political agenda in the countries of the region and beyond. For the first time the problem has been dealt with in a coordinated way through enduring institutional mechanisms created within the framework of the SPTF. Regular cross-border co-operation on the issue has been established and there is a recognition by participating States that no institution nor country alone will be able to combat this transnational crime and human rights violation effectively.



The hub of this regional work is to be found in the SPTF Secretariat and its multi-disciplinary Expert Coordination Team that reflects the range of experience and expertise needed to address this issue.

### The SPTF Secretariat

The SPTF Secretariat, located in Vienna, Austria, has been the driving force in the development of coordinated anti-trafficking activities, policies and structures in South Eastern Europe. Within this framework of fostering national and regional collaboration, it has assisted, guided and assessed the implementation of anti-trafficking measures and projects in the region. The Secretariat was chaired by **Minister Dr. Helga Konrad (Austria)**, assisted by **Deputy Director Stephen Warnath (USA)** and **Anti-Trafficking Officer Daja Wenke (Germany)**. The Czech Republic, Switzerland, Sweden and Turkey provided support to the SPTF Secretariat through secondments and internships.

### The SPTF Expert Coordination Team

An Expert Coordination Team comprised of international organizations and NGOs has offered its input and expertise, based upon working closely with those on the spot, in order for the Task Force to provide governments with a comprehensive picture of the interrelated and complex challenges of human trafficking and to offer guidance and best practices in anti-trafficking activities. The Team members included: the OSCE Secretariat; Conflict Prevention Center; Senior Gender Adviser; Special Police Matters Unit; the Office of the Coordinator of Economic and Environmental Activities (OCEEA); the Office for Democratic Institutions and Human Rights (ODIHR); the Council of Europe; the United Nations Office of the High Commissioner for Human Rights (UNHCHR); International Organization of Migration (IOM); International Center for Migration Policy Development (ICMPD); International Labor Organization (ILO); United Nations Children's Fund (UNICEF); International Catholic Migration Commission (ICMC); Save the Children Fund (SCF); SECI Regional Anti-Crime Center Bucharest (SECI); Stability Pact Initiative Against Organized Crime (SPOC); United Nation Center for International Crime Prevention, Office on Drugs and Crime (UNODC/CICP); European Police Office (EUROPOL); North Atlantic Treaty Organization (NATO); European Commission (EC); United Nations Development Fund for Women (UNIFEM); and the United Nations High Commissioner for Refugees (UNHCR).

### Building Regional Anti-Trafficking Tools in SEE

Before the formation of the Stability Pact Task Force on Trafficking in Human Beings, South Eastern Europe was perceived as a region in which the problem of human trafficking – especially for purposes of sexual exploitation – had reached a crisis point. The political upheaval, wars, and economic dislocation that affected the region in the 1990s resulted in the breakdown of the rule of law and involvement by organized criminal enterprises in the buying and selling of humans that was unchallenged and operating with impunity. Estimates consistently placed the magnitude of persons trafficked into and through the region in the tens of thousands annually. Criminals were targeting younger and younger victims. Trafficking to and from the region and to destination countries outside of the region received increasingly intense international media attention. While some NGOs and IGOs were responding to the situation, there was no institutional framework or coordinated approach to the problem in the region. The region was plagued by human trafficking with little effective governmental response. The SPTF has provided that structure and direction.

In December 2000, the countries of the world met in Palermo, Italy for a seminal event in the global response against transnational organized crime and human trafficking. It was there that the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol), supplementing the UN Convention Against Transnational Organized Crime was presented for signature.



At the same time, on the margins of the Palermo Protocol signing ceremony, another gathering occurred that was to set the stage for much of what was to come in the fight against human trafficking in South Eastern Europe. Dr. Helga Konrad, Chair of the newly-established SPTF, called together Ministers of South Eastern European Governments who pledged their respective governments to cooperate in the fight against human trafficking. The Ministers signed the *Palermo Anti-Trafficking Declaration of South Eastern Europe* (Palermo Declaration) and committed their countries to a path of developing and implementing effective programmes of prevention, protection, and prosecution by legislative and policy reform that would balance law enforcement and victim assistance. The Palermo Declaration is particularly notable for marking the beginning of four years of intensive cooperative work in the region to squarely confront the blight of human trafficking.

From this beginning in 2000, the SPTF Secretariat worked with the participating States to assemble a foundational framework for coordination of the regional anti-trafficking work to follow. SPTF fact-finding missions throughout South Eastern Europe identified capacities, needs, and gaps, and resulted in the *Multiyear Anti-Trafficking Action Plan for South Eastern Europe*. This Multiyear Action Plan constitutes a comprehensive framework for all relevant actors and addresses all main areas of concern, including: awareness raising, training and capacity building, law enforcement co-operation, victim protection, return and reintegration, legislative reform, and prevention. The Multiyear Action Plan remains a living document, guiding the participating States in their future internal and regional actions against human trafficking.

*Interventions must address root causes – we must understand demand as well as supply factors – promote awareness of the risks of human trafficking, improve economic opportunity for women, develop adequate assistance and protection measures for the victims, disable recruitment and transporting systems, and also understand better contributing conditions in the destination countries.*

In addition, the Task Force provided guidelines to countries to develop their *National Plans of Action*. Over the following months and years, countries of the region referred to these guidelines to draft their National Plans of Action tailored to the particular needs and experiences of the respective countries. These national frameworks continue to be the basis for each country's response to this crime and human rights violation. At the same time, the Action Plans ensure transparency in policymaking and provide an aspirational "yardstick" against which each country's actions can be measured by communities of interest, both domestic and international. While other countries outside of the region also are adopting Action Plans, it appears to still be true that South Eastern Europe is the only region in the world to have organized a coordinated regional effort to design, adopt and implement such plans.

The National Plans of Action, however, were only one of the necessary cornerstones of the foundation that was being built. Following the recommendations of the Task Force, all participating States also established institutional mechanisms for implementing these Action Plans. Each country:

- Appointed a *national governmental coordinator*, a high ranking official who is responsible for coordination of anti-trafficking measures within the Government and is the contact person for all actors involved in the fight against human trafficking in that country; and
- Established *multidisciplinary national working groups* comprising the main relevant actors from the ministries, international organizations, NGOs and intergovernmental organizations.

Establishing these national mechanisms was an important early step, but it also was necessary to initiate regional organization of the countries to facilitate achieving shared regional anti-trafficking objectives. Thus, each year the SPTF convened a series of meetings attended by Ministers, national governmental coordinators and other relevant actors in the region and beyond to gain political commitment and to focus upon particular aspects of this complex issue in order to proceed in the struggle against human trafficking in a regionally organized way.



## Prioritizing and Initiating Anti-Trafficking Strategies through Task Force Meetings

The Stability Pact Task Force on Trafficking in Human Beings has effected real change in the region by helping the participating States develop and implement anti-trafficking strategies with regional consistency. Much of the direction for these developments were initiated at Task Force meetings. The aim of these meetings was to bring together, at least once a year, the main actors central to the fight against human trafficking to develop and coordinate anti-trafficking efforts in the region. These representatives and experts gathered both from countries of the region and from donor countries as well as international organizations, local and international NGOs and law enforcement authorities to provide a forum for discussion and information exchange with a view to initiating, streamlining and coordinating future activities.

These meetings, which have grown from nearly 100 participants at the inaugural meeting in 2000 to well over 200 at the most recent meeting in 2004, have proven to be critical working sessions for coordinating the efforts of all of the key actors addressing this issue in the region.

At the 1st Task Force Meeting on 18 September 2000, the international community formulated their concerns about the ever-increasing problem of human trafficking in South Eastern Europe, and articulated their expectations to those responsible in the region concerning appropriate responses to the problem. As a result, the SPTF Secretariat and the participating States made a commitment to joint action against trafficking in persons by nominating governmental *coordinators on anti-trafficking* at a high level to work internally and within the SPTF structure.

*The outcomes of each Task Force Meeting reflect a steady progression of logical steps of regional coordination, and serve as a roadmap for the policy development in the region.*

At the 2nd Task Force Meeting on 27 April 2001, *international organizations* emphasized the need for a comprehensive approach to the complex and challenging issue of human trafficking, and offered their international know-how and expertise to Governments in the region regarding management of anti-trafficking projects. The resulting partnership allowed the Task Force and participating States to tap into the expertise and cross-border capabilities of the international organizations. In addition, participants discussed *creation of a Regional Clearing Point* as a mechanism for improved regional data collection on victims and victim assistance, and *adoption of a regional anti-trafficking strategy*.

After significant preparatory work by the countries, they presented their *National Plans of Action* at the 3rd Task Force Meeting on 14 December 2001. The Governments of the region thereby set out their national priorities in combating human trafficking, and further developed means of enhanced regional cooperation through mechanisms such as SECI Regional Anti-Crime Center in Bucharest and EUROPOL. These national plans of action, integrated into and reflecting the regional multiyear strategy, allowed for a common understanding of the problem of trafficking in persons and the types of structures and programmes that the participating States will use to address it. Moreover, these plans provide for transparency and serve as a model for functioning democracies based on cooperation between governmental and non-governmental actors.

The 4th Task Force Meeting on 4 June 2002 focused on the *non-governmental sector* and discussed how NGOs and Governments could collaborate and involve NGOs in decision-making processes of country anti-trafficking activities. In recognition of the crucial role of NGOs in the struggle against human trafficking, the participants stressed the need for structured and systematic cooperation between law enforcement agencies and NGOs who provide services to victims of trafficking.



Moving from structural development to substantive issues, the participants in 5th Task Force Meeting on 28 March 2003 agreed upon guidelines for concrete action in *combating child trafficking*. The meeting's second focus was on *victim/witness protection*. Participants called upon governments to adopt a victim-centered law enforcement approach to respond appropriately to victim/witness protection issues.

Over two hundred participants from South Eastern Europe, Western Europe, and from as far away as the United States and Israel met on the 23rd and 24th of March 2004 in Belgrade at the 6th Meeting of the Stability Pact Task Force on Trafficking in Human Beings. The meeting drew the attention of the participants to the problem of *forced and bonded labor*, a form of trafficking also covered by the Palermo Protocol but one that has so far received less attention in the region than trafficking for sexual exploitation. Other focuses of the meeting included *regional linkages among service-providing NGOs*, and implementation of the previous year's recommendations on children and victim protection.

*It is impractical and ultimately unacceptable to disaggregate the notion of law enforcement from assisting and protecting victims of this crime.*

## Engendering Political Will Through Regional Ministerial Forums

In addition to the yearly SPTF meetings, an annual Regional Ministerial Forum brought together the South Eastern European Government Ministers with primary responsibility for combating human trafficking. Each Ministerial Forum resulted in the agreement of the participating States to at least one critical element of regional cooperation to advance the fight against human trafficking. A characterizing feature of the resulting Ministerial Statements on Commitments is that they were never allowed to be empty promises. Each expression of political will has invariably resulted in concrete follow-up action.

As described previously, the First Regional Ministerial Forum, held on 13 December 2000 resulted in the signing of the *Palermo Anti-Trafficking Declaration of South Eastern Europe*. Government Ministers and representatives committed their countries to creating effective institutional structures and implementing comprehensive strategies to fight human trafficking and to recognize it as a human rights issue. The Ministers agreed to meet annually to highlight the issue at a high political level, review activities, give political guidance and assure continuity of regional cooperative efforts.

At the 2nd Regional Ministerial Forum, convened in Zagreb on November 27, 2001, Ministers and government representatives agreed to further develop a *Regional Information Exchange Mechanism*, similar in methodology to that of Europol for the EU Member States, by using the channels of the SECI Regional Center in Bucharest and in co-ordination with Interpol. In the spirit of information sharing on the victim-protection side, the Task Force also initiated a Regional Clearing Point (RCP), managed by Expert Coordination Team members IOM and ICMC, to collect and analyze concrete data on the characteristics of victims assisted in the region and the quality of the assistance and protection available for their recovery.



In Tirana on 11 December 2002, Government Ministers and representatives signed the Statement on Commitments on the *Legalization of the Status of Trafficked Persons*, thereby agreeing to granting temporary residence to trafficking victims. The participants in this 3rd Regional Ministerial Forum recognized that availability of such immigration status relief was essential for the recovery of trafficking victims, and enhanced the countries' law enforcement capabilities by providing a mechanism to ensure the critical testimony of trafficking victims in the prosecution of their traffickers.

Building on the ideas and commitments of the 5th Task Force Meeting, the SPTF Secretariat presented the Ministers with the Statement on Commitments on *Victim/Witness Protection* and *Trafficking in Children* for signature at the 4th Regional Ministerial Forum on 10 December 2003 in Sofia. This Statement has obliged each signatory State to develop special comprehensive measures of assistance and protection for witnesses who are victims of trafficking, as well as to implement each State's responsibility to systematically address the problem of trafficking in children within the region.

*Governments and States, individually and collectively, bear prime responsibility for the implementation of sustainable structures and measures in combating human trafficking.*

## Examples of How the Parts of the SPTF's Comprehensive Anti-Trafficking Framework Fit Together

The daily work of the Stability Pact Task Force on Trafficking in Human Beings has been about supporting the established national and regional structures responsible for fighting human trafficking and assisting them to achieve concrete results. Since the SPTF's establishment, hundreds of visits were paid to the countries of the region and beyond for meetings, round-tables and conferences – with high-level government officials, law enforcement officials, local NGOs and IOs – as a direct expression of political will and to provide direct support and promotion of the initiatives in the respective countries. The SPTF has keynoted dozens of conferences and seminars, providing a high profile for the issue of human trafficking and for the Task Force's leadership on this issue, while working with participating States to sharpen their victim-centered anti-trafficking responses. In addition, the Task Force has provided substantive advice to policymakers in developing cross-cutting victim/witness assistance and protection, law enforcement operational planning and training, and research structures. The Task Force has also participated in the drafting of the European Convention on Combating Human Trafficking and was intensively involved in developing the OSCE Action Plan to Combat Trafficking in Human Beings.



## Comprehensive Training Programme for Law Enforcement, Judges and Prosecutors on Human Trafficking

Under the auspices of the SPTF, the countries of South East Europe have adopted a three-pronged training programme that consists of multi-day stand-alone trainings for 1) general police officers; 2) special anti-trafficking investigators; and 3) prosecutors and judges.

This innovative training, which was drafted collaboratively by police and NGOs in each jurisdiction in the region (organized by Expert Team members ICMPD and UNDP), is the first programme of its kind in the world. In no other region have the countries adopted a sophisticated curriculum-based training programme for universal use in their police academies (or equivalent) to provide regionally harmonized training according to international standards which has been tailored to the laws, needs and experiences of each country in the region.

Taken together, these three components of the comprehensive programme provide a model for improving the law enforcement and judicial response to trafficking cases. On 15-16 December 2003, a Senior Official Meeting was held at the United Nations in Vienna to formally present and hand over to the SPTF's Expert Team member United Nations Office on Drugs and Crime (UNODC) the law enforcement anti-trafficking training programmes and material for adaptation and utilization in other parts of the world. The UN already is initiating this training in parts of Africa. In South Eastern Europe, mainstreaming of the training to reach all relevant law enforcement, prosecutors and judges is beginning.

*Well-trained law enforcement officers, prosecutors and judges knowledgeable in the specific features of human trafficking are an indispensable part of an effective strategy against this atrocious crime and human rights violation.*

## Curbing Child Trafficking

Specialized attention to the issue of trafficking in children and minors is critical because traffickers increasingly are targeting younger and younger victims for trafficking into sexual exploitation or such activities as begging, stealing and other criminal activities such as the market of pornography. Tragically, it is believed that these numbers may increase as traffickers seek to provide increasingly younger girls for sexual exploitation, especially those marketed or sold as virgins, in connection with the fear of HIV/AIDS. Governments and nongovernmental organizations must strengthen and adapt their specific responses to this trend to be effective.

The Stability Pact Task Force on Trafficking in Human Beings concluded that regional responses to child trafficking were not adequate. Treating trafficked children in exactly the same way as adults are treated is inappropriate. It requires specialized responses. For example, countries must prepare responses for situations when it may be detrimental or dangerous to reunite the child with his or her family because the family sold the child to traffickers or was complicit in the trafficking to begin with. Government officials, law enforcement and non-governmental service providers need to review their responses to human trafficking to see how to best adapt those responses to the needs of children and minors. For that reason the SPTF called upon the countries of the region to develop comprehensive National Plans of Action against child trafficking and to implement them as rapidly as possible.

The SPTF also has taken practical steps to lay the foundation for work on this aspect of human trafficking across the region. In its role as regional catalyst, the SPTF organized meetings to initiate *subgroups* of the national working groups to address trafficking in children and minors in each of the countries. At the same time, a number of specific initiatives have been undertaken by Task Force implementing partners and Expert Team members UNICEF, ILO/IPEC, and Save the Children, in close cooperation with *Terre des Hommes*.

*NGOs have estimated that up to 30% of the trafficking victims in the region are children.*



## Criminal Law Reform – The Lara Project

Through the Lara Project, undertaken as a Council of Europe contribution within the framework of the SPTF, international and national experts compiled and analyzed anti-trafficking legislation in each of the countries. A process was then initiated to work with countries on the creation and strengthening of comprehensive human trafficking law reform, including measures to provide the tools for protection for trafficking victims who agree to become witnesses, to grant temporary residence permits to trafficking victims, and to effectively address trafficking in children. “Flying consultancies” assisted several countries of the region individually in developing adequate legislation.

The Task Force was directly involved in this process by supplying expertise and know-how through its representatives who attended all the meetings including criminal law drafting sessions in various countries and two region-wide drafting seminars for all countries in the region. Nearly all of the countries strengthened their laws to comply with their commitments under the Palermo Protocol. Although the Lara Project concluded in November 2003, the criminal anti-trafficking law reform work continues with a focus on implementation.

*Criminal law reform to reflect international standards is paramount. Failure to do so perpetuates safe havens in countries where traffickers in humans operate without even being inconvenienced by law enforcement.*

## Monitoring Effectiveness of Efforts

To foster regional coordination and collaboration, the Stability Pact Task Force on Trafficking in Human Beings intensively monitored the development and implementation of regional anti-trafficking measures. This has been a critical element to gauge whether meaningful results are being achieved by the national mechanisms within the regional and national frameworks created through the Task Force’s efforts.

In 2003, the SPTF conducted a regional and country-by-country *Assessment of Governmental Anti-Trafficking Structures* which showed that while there is much to note with approval regarding progress in South Eastern Europe in fighting human trafficking, there also are fundamental problems and challenges that Government and Civil Society need to address. Some of the findings include:

- While impressive structures, mechanisms, and plans have been established, implementation is moving ahead slowly in many countries of South Eastern Europe.
- Involvement of international organizations risks diversion of governmental responsibility to these groups rather than sustainable governmental programmes.
- A number of countries must work more effectively with local NGOs.
- There are still too few full-time governmental officials engaged in this issue, despite the fact that anti-trafficking work demands full-time attention.
- Governmental coordination is not being effectively implemented.
- Victim assistance must amount to more than just emergency care pending the victims’ removal from the country.
- Current approaches to identifying victims, referring them to services, and identifying their traffickers for prosecution must be sharpened.
- There are no adequate referral mechanisms for victims within countries and transnationally for victims in and from the region.



## Regional Research

Research undertaken within the framework of the SPTF, of regional human trafficking and the programmes existing to address it, is among the strongest in the world. Expert Team members UNICEF, UNHCHR, and OSCE/ODIHR sponsored a joint report (issued in 2002 and updated in 2003) assessing the situation and existing responses including projects to counter trafficking in human beings in the countries of SEE from a human rights perspective. An associated website database to inventory anti-trafficking projects and relevant actors in the region also was established. In September 2003, the Regional Clearing Point's First Annual Report on Victims and Victims Assistance was released. It provides concrete data on the characteristics of victims assisted in the region as well as data on the effectiveness of victim assistance and protection. The findings of these research projects provided further support for the conclusions of the SPTF's own monitoring missions.

## Temporary Residence

The SPTF also has emphasized implementation of the South Eastern European countries' commitment to enact temporary stay mechanisms made at the 3<sup>RD</sup> REGIONAL MINISTERIAL FORUM in Tirana. The Task Force has continued to promote the initiative to legalize the status of victims of trafficking and grant temporary residence in the law and practices of all of the participating countries. Concrete steps so far have included the initiation of a pilot programme, implemented by Expert Team member IOM in five countries, to test alternative approaches to providing temporary immigration stay to victims of human trafficking.

## Trafficking into Forced Labor

Addressing economic root causes is another area in which the work of the Task Force is being conducted. The SPTF – in line with the Palermo Protocol – has started to raise awareness of the fact that trafficking in human beings includes not only trafficking for sexual exploitation but also trafficking into forced labor. The Expert Team member ILO is conducting a programme addressing the labor market dimensions of human trafficking by cooperating with national authorities on targeted employment and vocational training for trafficked women or possible victims with the objective of reducing trafficking in young women for forced labor from Albania, Moldova, Romania and Ukraine to Western and Northern Europe.

## Victim/Witness Protection

The Stability Pact Task Force on Trafficking in Human Beings has dedicated considerable attention to the urgent need for adoption of special mechanisms and measures to protect victims of trafficking willing to act as witnesses (recognizing that international standards oblige countries to provide for the safety of victims regardless of whether they act as witnesses or not). The urgent need for measures to safeguard victim/witnesses against retaliation, intimidation and re-trafficking is widely recognized as central to the success of any counter trafficking strategy by prosecutors experienced in prosecuting trafficking cases and NGOs who are the service providers for victims and victim/witnesses. The Task Force organized a two-day workshop focusing in detail on this issue with experts and practitioners from the SEE region and Western Europe. The workshop produced agreement on concrete victim/witness protection measures. Within the framework of the SPTF, initial progress on victim/witness protection has been made by reform of the criminal laws, by victim-centered regional training of law enforcement officials, judges and prosecutors and through discussions with governmental authorities about practical implementation such as permitting victim testimony by video links and by offering a non-confrontational environment during court proceedings.

*Providing for the safety of victims at risk is a precondition of a country's effective law enforcement response as well as required to comply with international standards designed to protect human rights.*



## The Future of Anti-Trafficking Work in South Eastern Europe

All of this positive work must continue. This is truly a work in progress. Indeed, government and non-governmental actors need to continue to collaborate in partnership to build upon this solid foundation. The next phase of regional activities is underway. It includes:

- Supporting the establishment of a research institution to provide concrete data on human trafficking;
- Introducing and further exploring within the region the labor dimensions of human trafficking (trafficking for forced and bonded labor and services). Awareness-raising on the issue and support for the development of appropriate responses to it;
- Strengthening the established national and regional anti-trafficking structures (multidisciplinary working groups, implementation of national plans of action including for combating child trafficking, strengthen national anti-trafficking governmental coordinators etc.);
- Establishment of 'Twinning Programmes' between so-called donor and recipient countries on curbing child trafficking;
- Mainstreaming of the trainings for police, the judiciary and the prosecutors on human trafficking;
- Develop special sections on child trafficking for inclusion into our existing training curricula;
- Implementation of temporary residence for victims of trafficking in SEE countries;
- Establishment of 3rd Country Resettlement Agreements for victim/witnesses of human trafficking from SEE countries;

*The challenge is now to fit the pieces of the puzzle together and to interlink the various activities. What we need is a massive integrated and coordinated response. Focusing on less than a comprehensive picture will lead to failure.*

- Supporting the setting up of a Regional Association of NGOs dealing with human trafficking;
- Promoting the rapid implementation of victim/witness protection programmes;
- Forming a new initiative to train and provide private lawyers to victims of trafficking;
- Crafting with NATO the development of its anti-trafficking policy; and
- Implementing the SPTF Media Programme to improve media coverage of human trafficking.

This booklet has told some of the story of progress in the region to combat human trafficking. But the work is not done. In the coming months, the SPTF will engage in a process of handing over responsibility for going forward with organization of the regional coordination and cooperation of this work to the countries of the region themselves.

With the handing over of responsibility to the countries of the SEE region, everyone has to recognize that we will not only have to do more, but we will have to do it better and with more urgency. Despite progress, the severe violence, the beatings, rape and torture against citizens of this region which occur on a daily basis in this region, in neighboring countries and in far-reaching destination countries that is the staple of the traffickers continues largely unabated. This is why we all will have to continue to act until we have pushed back effectively against this scandal in our midst.



### The Complexity of Trafficking in Persons



### Anti-Trafficking Declaration of SEE

The undersigned Government Ministers and State representatives recognize the pressing and growing importance of the problem of trafficking in human beings in their region.

They underline the responsibility of the States to address the phenomenon of trafficking in human beings by implementing effective programmes of prevention, victim assistance and protection, legislative reform, law enforcement and prosecution of traffickers.

Ministers express the need for enhanced awareness raising, training, cooperation and coordination among border officials, police, judges and prosecutors as well as consular personnel whose nationals are involved in cases of trafficking.

Ministers will nominate governmental co-coordinators on trafficking at high level with competence both to co-ordinate intra-governmental activities and assure regional and international co-operation.

These governmental co-coordinators at senior officials level will, inter alia, coordinate national action and efforts on the issue, regularly exchange information with the other participating states of the 'South Eastern Europe Anti-Trafficking Ministerial' and follow-up the Ministerial decisions. They will prepare follow-up and progress reports as well as suggest further action in this field.

Ministers agree to put a strong emphasis on the problem of trafficking in human beings in their work, to recognize trafficking as a human rights issue, and to address these issues in a regional and co-operative way.

They agree to meet, within the 'South Eastern Europe Anti-Trafficking Ministerial' once a year in order to highlight the issue, review activities and give political guidance

Ministers thank the Republic of Croatia for inviting them to the next meeting of the 'South Eastern Europe Trafficking Ministerial' tentatively scheduled for summer 2001 in Zagreb.

Palermo, 13 December 2000



## Regional Information Exchange Mechanism

The undersigned Government Ministers and State Representatives (hereinafter referred to as Signatories)

- taking into consideration the ANTI-TRAFFICKING DECLARATION OF SOUTH EASTERN EUROPE signed in Palermo on 13 December 2000; and the AGREEMENT ON COMBATING TRANS-BORDER CRIME (“SECI Agreement”) signed in Bucharest on 26 May 1999;
- being aware of the commitments arising from them;
- acknowledging their responsibility to address the problem of trafficking in human beings within the region;
- recognizing their mutual interest in enhancing regional co-operation focussed on combating trafficking in human beings and related crimes;

have agreed as follows:

- to assist each other, in accordance with the STATEMENT ON COMMITMENTS, in the areas of combating trafficking in human beings and related crimes, namely prevention, protection and prosecution;
- to co-ordinate the implementation of their National Anti-Trafficking Action Plans focussing on those areas where the measures to be taken are of a transnational or regional character;
- to confirm the readiness of co-operation and exchange of experience in the harmonization of their national legislation concerning the protection of and assistance to victims of human trafficking and the prosecution of criminals;
- to elaborate an effective Information Exchange Mechanism that shall include the following commitments:
- to exchange both strategic and operational information on all aspects of trafficking in human beings and related crimes;
- to share expertise and best practices in tackling the problem of trafficking in human beings and related crimes;
- to exchange general situation reports, information on investigative procedures, and on law enforcement methods and crimes prevention;
- to provide mutual advice in individual investigations;

- to participate in regional training activities facilitated by the Stability Pact Task Force on Trafficking in Human Beings targeted at law enforcement personnel, border police, prosecutors, government officials, etc.;
- to designate a liaison officer who will act as the national contact point for law-enforcement issues;
- to meet as necessary at the senior official level to discuss issues related to the STATEMENT ON COMMITMENTS, co-operation in general, as well as further joint action in combating trafficking in human beings and related crimes.

The Information Exchange Mechanism between the Signatories shall only take place for the purpose of and in accordance with the provisions of the STATEMENT ON COMMITMENTS.

Within the Information Exchange Mechanism only information collected, stored and transmitted in accordance with national legislation shall be supplied.

For the exchange of information the designated liaison officers shall preferably use the channels of the SECI Regional Center in Bucharest. In doing so they shall use INTERPOL standard procedures and gradually adopt the EUROPOL mechanism regulating the exchange of information between EU Member States.

Information on victims of trafficking, including efficiency and continuity of the assistance mechanisms throughout the region, shall be available to authorized bodies, upon request, through the Belgrade Regional Clearing Point established under the Stability Pact Task Force on Trafficking in Human Beings.

Data exchange shall be carried out respecting International Law on Data Protection, where applicable.

The STATEMENT ON COMMITMENTS shall not prejudice or affect the application of other bi-lateral or multi-lateral agreements currently in force or subsequently concluded by the Signatories.

*Zagreb, 27 November 2001*



## Legalization of the Status of Trafficked Persons

The undersigned Government Ministers and State Representatives  
(hereinafter referred to as Signatories)

- recalling the commitments on combating trafficking in human beings contained in the *Anti-Trafficking Declaration of South Eastern Europe*, signed in Palermo on 13 December 2000;
  - bearing in mind the *UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the UN Convention against Trans-national Organized Crime (15/11/2000)*, which obliges each State party to “consider adopting legislative or other appropriate measures” that permit trafficked persons “to remain in its territory, temporarily or permanently, in appropriate cases”;
  - taking into consideration the *Council of Europe’s Recommendation R(2000)11 on Action against Trafficking in Human Beings for the Purpose of Sexual Exploitation (19/5/2000)*, which calls on member States to grant victims “a temporary residence status in the country of destination ... in order to enable them to act as witnesses during judicial proceedings against offenders” and to provide victims during this period with social and medical assistance;
  - reaffirming their commitment made in the *OSCE Ministerial Council Decision No. 1, Enhancing the OSCE’s Efforts to Combat Trafficking in Human Beings (28/11/2000)*, to “consider adopting legislative and other measures, such as shelters, which permit victims to remain in their territories, temporarily or permanently, in appropriate cases”;
  - aware of the *Hague Ministerial Declaration on European Guidelines for Effective Measures to Prevent and Combat Trafficking in Women for the Purpose of Sexual Exploitation (26/4/1997)*, which recommends the introduction of a temporary residence status for victims during criminal proceedings, underlining that during this time they should have access to social, medical, financial and legal assistance;
1. Acknowledge their responsibility to address the problem of trafficking in human beings within the region in a cooperative and concerted way;
  2. Recognize human trafficking as both a law enforcement and a human rights issue that calls for strategies which serve as an instrument against organized crime and safeguard the human rights of victims;
  3. Affirm that the legalization of the status of trafficked persons encourages them to cooperate with the investigation authorities and/or to testify;
  4. Recognize that immediate repatriation of trafficked persons reduces the chances of obtaining information necessary to prosecute

organized crime, thus playing into the hands of traffickers, frequently exposes victims to further acts of exploitation, prevents them from giving evidence in criminal proceedings and from exercising their rights to civil remedies;

5. Consent that a temporary residence permit forms a crucial element of any effective victim and witness protection strategy and will contribute to assist a greater number of trafficked persons who would otherwise not dare to seek refuge at a shelter or with the police for fear of deportation and rather stay in the country illegally;
6. Acknowledge that the provision of a temporary residence permit to trafficked persons will contribute to better prepare reintegration measures and prevent the re-trafficking of these persons who are often contacted and threatened again by traffickers;

The Signatories have agreed as follows:

- to improve identification of trafficked persons in order to rescue them from exploitation and assist and protect them;
- to refrain from immediately expelling possible victims of trafficking, due to their unlawful entry into the country and to irregular residence and/or labor status;
- to refer possible victims of trafficking to shelters, providing them with social assistance, health care, counseling and legal advice as to their situation and options;
- to entitle possible victims of trafficking to remain on the state’s territory and to grant them a recuperation period of up to 3 months during which they can stabilize and re-orientate themselves;
- to request the responsible authorities to investigate and establish the facts without delay in order to legalize the status of trafficked persons;
- to issue a temporary residence permit for victims of trafficking until the completion of legal proceedings, in the event the victim of trafficking is willing to testify, or whenever appropriate;
- to further develop witness protection programmes;
- to take special measures in relation to the protection of trafficked children, such as the appointment of a guardian to ensure that actions taken are in the best interest of the child.

The STATEMENT ON COMMITMENTS shall not prejudice or affect the application of other bi-lateral or multi-lateral agreements currently in force or subsequently concluded by the Signatories.

Tirana, 11 December 2002



## On Victim/Witness Protection and Trafficking in Children

The undersigned Government Ministers and State Representatives (hereinafter referred to as Signatories)

- Recalling the commitments on combating trafficking in human beings contained in the *Stability Pact Anti-Trafficking Declaration of South Eastern Europe*, signed in Palermo on 13 December 2000; the Statements on Commitments signed in Zagreb on 27 November 2001 and in Tirana on 11 December 2002;
- Taking into consideration all relevant international and European Instruments regarding victim/witness protection including but not limited to the following: *UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children supplementing the UN Convention against Trans-national Organized Crime (2000)*, the *EU Council Framework Decision (2002/629/JHA) on Combating Trafficking in Human Beings*; and the Council of Europe's Recommendations R(2000)11, R (2001) 16 and R(97)13;
- Reaffirming the commitments taken by *OSCE* participating States including the *Vienna Ministerial Decision (2000)*; *the Bucharest Ministerial Decision (2001)*; *the Porto Ministerial Declaration (2002)*;
- Aware of the *Hague Ministerial Declaration on European Guidelines for Effective Measures to Prevent and Combat Trafficking in Women for the Purpose of Sexual Exploitation (1997)*;

1. Acknowledge the responsibility of the state to assist and protect victims of trafficking, irrespective of their ability or willingness to testify in court proceedings.
2. Reaffirm the importance of legalizing the status of victims of trafficking and the need to grant an extended stay for trafficked persons.
3. Recognize the fact that it will depend to a great extent on the capacity and readiness of states to protect victims of trafficking whether they are prepared to become witnesses.
4. Recognize further that criminal prosecution must be reconciled with the protection of the human dignity of the victims.
5. Consent that the status of victims in criminal proceedings deserves particular attention.
6. Acknowledge that victims of trafficking must be fully informed about the consequences of testifying in court.
7. Consent that victims of trafficking must have the right to refuse to testify.
8. Recognize that victims of trafficking should not be excluded from criminal proceedings.

The Signatories have agreed as follows:

- To further develop pertinent laws on victim/witness protection and to implement them consistently with a view to guaranteeing the safety of the victim/witness as long as required.
- To enact and implement procedures to protect victim/witnesses from re-traumatization at trial based upon intimidation or unnecessary confrontation with the offenders.
- To implement procedural rights such as: testimony by video-conferencing, hearing in camera, audio/video recording of statements, temporary exclusion of defendant, contempt provisions, relocation of the trial.
- To ensure victim-witness' access to independent and competent legal representation and advice prior to and during court proceedings.
- To assure that the victim/witness will be informed of developments during the investigation and court proceedings and upon the trafficker's release after serving his sentence.
- To institutionalize cooperation between governmental authorities and local NGOs in victim/witness protection.
- To develop and implement mechanisms and procedures for continuous risk assessment.
- To seek enactment of regional/international agreements for temporary and/or permanent relocation of victim/witnesses.

Furthermore, the undersigned Government Ministers and State Representatives (hereinafter referred to as Signatories)

- Taking into consideration all relevant international and European Instruments regarding child trafficking including but not limited to the following: *UN-Convention on the Rights of the Child (1989)* and *Optional Protocol to the UN-Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography (2000)*; the *ILO Convention 29, 138 and 182 on Worst Forms of Child Labor (1999)* and the *ILO Recommendation 190 on Worst Forms of Child Labor (1999)*;
- Aware of the *Stockholm Declaration and Agenda for Action against Commercial Sexual Exploitation of Children (1996)* and the *Yokohama Global Commitment (2001)*;

1. Acknowledge the responsibility of the state to systematically address the problem of trafficking in children within the region;
2. Recognize the responsibility of the state to adopt practices and procedures relating to child trafficking conforming to and never inconsistent with the best interest of the child;



3. Recognize the importance to establish a working group on child trafficking led by child specialists and linked to the National Working Group to combat human trafficking;
4. Consent to develop a comprehensive National Plan of Action Against Trafficking in Children to address the different and special aspects of child trafficking;

The Signatories have agreed as follows:

- To develop and adopt minimum standards for the treatment of child victims of trafficking based upon the guidelines developed by UNICEF in accordance with other International and Non-Governmental Organizations;
- To systematically collect data on child trafficking;
- To take all necessary measures to establish effective procedures for the rapid identification of child trafficking victims;
- To adapt special referral procedures to assist and protect trafficked children involving all relevant institutions, agencies and authorities.

The STATEMENT ON COMMITMENTS shall not prejudice or affect the application of other bi-lateral or multi-lateral agreements currently in force or subsequently concluded by the Signatories.

*Sofia, 10 December 2003*

## 1<sup>ST</sup> REGIONAL MINISTERIAL FORUM, Palermo, 13 December 2000 Anti-Trafficking Declaration of SEE (Palermo Declaration)

Signatories:

**Minister Paskal Milo**, Ministry for Foreign Affairs, Albania

**Minister Tihomir Gligoric**, Ministry of Civil Affairs and Communication, Bosnia and Herzegovina

**Minister Emanuil Yordanov**, Ministry of Interior, Bulgaria

**Assistant Minister Dubravko Palijas**, Ministry of Justice, Croatia

**Minister Zoran Zivkovic**, Ministry of Interior, Federal Republic of Yugoslavia

**Deputy Minister Refet Elmazi**, Ministry of Interior, Former Yugoslav Republic of Macedonia

**Minister Vladimir Tsurcan**, Ministry of Interior, Moldova

**Deputy Minister Georghe Mocuta**, Ministry of Justice, Romania

**Minister Rado Bohinc**, Ministry of Interior, Slovenia

**Ambassador Aydin Sahinbas**, Permanent Representative of Turkey to the International Organizations in Vienna, Turkey

**Minister Branko Lukovac**, Ministry of Foreign Affairs, Montenegro

**Deputy Minister Vladimir Cejovic**, Deputy Minister of Interior, Montenegro

**Ambassador Daan Everts**, Head of the OSCE Mission in Kosovo, UNMIK



**2<sup>ND</sup> REGIONAL MINISTERIAL FORUM, Zagreb, 27 November 2001**

Statement on Commitments on Information Exchange Mechanism  
Concerning Trafficking in Human Beings in South Eastern Europe

Signatories:

**Minister Ilir Gjoni**, Ministry of Public Order, Albania

**Minister Dragan Mikerevic**, Ministry for European Integration, Bosnia  
and Herzegovina

**Ambassador Velizar Enchev**, Bulgarian Embassy in Croatia, Bulgaria

**Deputy Minister Ranko Ostojic**, Ministry of Interior, Croatia

**Assistant Minister Brankica Grupkovic**, Ministry of Interior,  
Federal Republic of Yugoslavia

**Deputy Minister Refet Elmazi**, Ministry of Interior, Former Yugoslav  
Republic of Macedonia

**Minister Andrija Jovicevic**, Ministry of Interior, FRY/Montenegro

**Mr. Christopher Albiston**, Police Commissioner, UNMIK

**Minister Vasile Draganel**, Ministry of Interior, Moldova

**Deputy Minister Alexandru Farkas**, Ministry of Interior, Romania

**State Secretary Miha Molan**, Ministry of Interior, Slovenia

**Ambassador Umur Apaydin**, Turkish Embassy in Croatia, Turkey

**3<sup>RD</sup> REGIONAL MINISTERIAL FORUM, Tirana, 11 December 2002**

Statement on Commitments on the Legalization of the Status of  
Trafficked Persons

Signatories:

**Minister Luan Rama**, Ministry of Public Order, Albania

**Minister Krešimir Zubak**, Ministry for Human Rights and Refugees,  
Bosnia and Herzegovina

**Ambassador Bobi Bobev**, Bulgarian Embassy in Albania, Bulgaria

**Assistant Minister Žarko Katić**, Ministry of Interior, Croatia

**Deputy Minister Fatmir Dehari**, Ministry of Interior, Former Yugoslav  
Republic of Macedonia

**First Deputy Minister Vladimir Botnari**, Ministry of Interior, Moldova

**Assistant Minister Brankica Grupkovic**, Ministry of Interior,  
Federal Republic of Yugoslavia

**Mr. Dušan Zlokas**, Anti-Trafficking Coordinator, Ministry of Interior, FRY/Serbia

**Minister Andrija Jovicevic**, Ministry of Interior, FRY/Montenegro

**Minister Ioan Rus**, Ministry of the Interior; Romania

**Minister Dr. Rado Bohinc**, Ministry of Interior, Slovenia

**Mr. Jean-Christian Cady**, Deputy SRSG for Police and Justice, UNMIK

**Mr. Can Direkçi**, Deputy Under Secretary, Ministry of Interior, Turkey

**Mr. János Majercsik**, Director General of the Criminal and Reconnaissance  
Department, National Border Guard, Ministry of Interior, Hungary



**4<sup>TH</sup> REGIONAL MINISTERIAL FORUM, Sofia, 10 December 2003**

Statement on Commitments on Victim/Witness Protection and Trafficking in Children

Signatories:

Minister Blendi Klosi, Minister of State to the Prime Minister, Albania

Minister Barisa Colak, Ministry for Security, Bosnia and Herzegovina

Minister Anton Stankov, Ministry of Justice, Bulgaria

Mr. Darko Göttlicher, Head of the Office for Human Rights, Croatia

Minister Hari Kostov, Ministry of Interior, Former Yugoslav Republic of Macedonia

State Secretary Bari Sabani, Ministry of Justice, Former Yugoslav Republic of Macedonia

Deputy Minister Gheorge Boestean, Ministry of Interior, Moldova

State Secretary Florin Sandu, Ministry of Administration and Interior, Romania

Deputy Director Viviana Onaca, Ministry of Justice, Romania

Mr. Dusan Zlokas, Ministry of the Interior, Deputy Head of Border Police, Aliens and Administrative Procedures Directorate, Serbia

Minister Zeljko Sturanovic, Ministry of Justice, Montenegro

Deputy Minister Mico Orlandic, Ministry of Interior, Montenegro

Mr. Jean-Christian Cady, Deputy SRSG for Police and Justice, UNMIK

Mr. Can Direkçi, Under Secretary, Ministry of Interior, Turkey

**We would like to express our thanks to the Governmental Anti-Trafficking Coordinators:**

Albania

Minister Marko Bello  
Minister of State for Coordination

Bosnia and Herzegovina

Mr. Almir Džuvo  
Adviser, Council of Ministers

Bulgaria

Ms. Antonia Balkanska  
Chief Inspector, Ministry of Justice

Croatia

Mr. Darko Göttlicher  
Head of the Office for Human Rights

Former Yugoslav  
Republic of Macedonia

State Secretary Radivoje Jovanovski  
Ministry of the Interior

UNMIK

Ms. Mumbi Njau  
Coordinator, Victims' Advocacy and Assistance Office, UNMIK  
Mr. Habit Hajredini  
Director of the Office for Good Governance, Human Rights, Equal Opportunities and Gender Issues

Moldova

Deputy Prime Minister Valerian Cristea

Montenegro

Mr. Alexander Moštrokol  
Secretary General, Ministry for Foreign Affairs

Romania

Mr. Dan Fatuloiu  
Quastor, Ministry of the Interior

Serbia

Mr. Dušan Zlokas  
Deputy Head of Border Police, Aliens and Administrative Procedures Directorate, Republican Ministry of the Interior

Slovenia

Mr. Sandi Čurin  
Counsellor to the Government, Ministry of the Interior



We would like to express our thanks to the former Governmental Anti-Trafficking Coordinators:

Albania	Minister Blendi Klosi Minister of State to the Prime Minister
Bosnia and Herzegovina	Deputy Minister Zora Marianovic Ministry for European Integration
Bulgaria	Mr. Vladimir Philipov National Coordinator for the Stability Pact and Interim Governmental Coordinator
Former Yugoslav Republic of Macedonia	State Secretary Venko Kalacovski Ministry of Interior
Montenegro	Deputy Minister Vladimir Čejović Ministry of Interior
Romania	General Brigadier Mihai Gheorghe Stoica Chief of General Directorate for Countering Organized Crime and Anti-Drugs
FRY	Assistant Minister Brankica Grupkovic Ministry of Interior

We would like to express our thanks to the SPTF Expert Coordination Team Members:

Beate Andrees – ILO  
 Beatrix Attinger Colijn – OSCE Secretariat, Senior Gender Adviser  
 Ferenc Banfi – SECI Regional Anti-Crime Center Bucharest  
 Chris Cuninghame – Save the Children  
 Mary Davies – Save the Children  
 Ambassador Danielle Del Marmol-Guilbert – OSCE Informal Working Group on Gender Equality and Anti-Trafficking  
 Cristian Duta – SECI Regional Anti-Crime Center Bucharest  
 Anne-Marie Faradji – Council of Europe  
 Sabine Führer – UNHCR  
 Anelise Gomes de Araujo – IOM  
 Vera Gracheva – OSCE Informal Working Group on Gender Equality and Anti-Trafficking  
 Steve Harvey – EUROPOL  
 Kristiina Kangaspunta – UNODC/UNCIP  
 Ivo Kersten – Office of the Coordinator of OSCE Economic and Environmental Activities (OCEEA)  
 Gabriela Konevska – SPOC  
 Ambassador Mette Kongshem – OSCE Informal Working Group on Gender Equality and Anti-Trafficking  
 Yulia Krieger – UNICEF  
 Olivia Lalonde – Save the Children  
 Barbara Limanowska – UNICEF  
 Osnat Lubrani – UNIFEM  
 Deborah McWhinney – UNICEF  
 Richard Monk – OSCE Strategic Police Matters Unit  
 Helén Nilsson – IOM  
 Ken Patterson – ICMC  
 Karola Paul – UNHCR  
 Sophie Piquet – Council of Europe  
 Susan Pond – NATO  
 Madeleine Rees – UNOHCHR  
 Gabriele Reiter – ODIHR  
 Johannes Schachinger – European Commission  
 Ion Gabriel Sotirescu – SECI Regional Anti-Crime Center Bucharest  
 Tine Staermose – ILO/IPEC  
 Sarah Stephens – ICMC  
 Calin-Rolo Stoica – OSCE Conflict Prevention Center  
 Livia Stoica-Becht – Council of Europe  
 Gerda Theuermann – ICMPD  
 Colleen Thouez – IMP  
 Irena Vojackova-Sollorano – IOM



OBJECTIVES	TYPES OF ACTIVITY	RESPONSIBILITY	INDICATORS OF ACHIEVEMENT
<b>Research and Assessment</b>			
To identify ongoing causes of vulnerability and patterns of trafficking and gaps in existing legislation, policies and services that protect women and children	<ul style="list-style-type: none"> <li>Conduct research on incidence and patterns of trafficking</li> <li>Conduct research on causes of vulnerability</li> <li>Produce, collect and circulate relevant research reports, statistics and information from conferences, relevant government agencies, IGOs, NGOs dealing with trafficking</li> <li>Complete national assessment of policies and legislation which address trafficking</li> <li>Identify gaps in existing structures, policies and legislation and make proposals to close them</li> <li>Regular updates on the situation of trafficking</li> <li>Report to the Committee on the Rights of the Child and Committee on CEDAW on national implementation of CRC and CEDAW including sections on trafficking and sexual exploitation in the reports.</li> <li>Allocate specific funds and resources in national budgets to combat trafficking</li> </ul>	Ministries (Social Welfare, Justice, Finance)  Other Government agencies (e.g. Police)	<ul style="list-style-type: none"> <li>Clear identification of the causes of vulnerability and patterns of trafficking within the country</li> <li>Established and successful resource center on trafficking issues</li> <li>National appraisal of laws and policies completed</li> <li>Gaps in policies, structures and legislation identified and strategy to overcome them developed</li> <li>Enactment of clear policy guidelines on trafficking in human beings</li> <li>Allocation of funds and resources towards the elimination of trafficking</li> <li>Regular reports to the Committee on CRC and CEDAW by both government and NGOs with a section on trafficking</li> </ul>
<b>Awareness Raising</b>			
To ensure public, political, community and official awareness of trafficking in human beings.	<ul style="list-style-type: none"> <li>Raise the awareness among politicians and community leaders as well as the general public through information sharing and information campaigns from the perspective of prevention and understanding the situation of victim</li> <li>Dissemination of information (documentation, videos, leaflets)</li> <li>Awareness raising amongst media professionals</li> <li>Ensure wide media coverage on the issue of trafficking</li> <li>Disseminate information on possibilities of legal migration</li> <li>Ensure curriculum content on CRC and CEDAW</li> <li>Ensure education without gender stereotypes</li> </ul>	Ministries (Education, Civil Affairs)  Other government institutions (Commission for broadcasting and media)	<ul style="list-style-type: none"> <li>Increased levels of awareness on trafficking issues by the public, politicians, government officials and the community</li> <li>Active and sensitive media coverage of trafficking issues</li> <li>Information campaign tools against trafficking, e.g. posters, leaflets, etc.</li> <li>Increased general awareness of legislation on trafficking, particularly in relation to human rights protections.</li> <li>Codes of Conduct for international workers and peacekeepers</li> </ul>
To ensure that women and children are educated to protect themselves against trafficking and sexual exploitation.	<ul style="list-style-type: none"> <li>Develop school programmes to target both girls and boys to promote a zero tolerance of violence against women and girls</li> <li>Provide age appropriate information on sexual relationships, gender sensitivity, and STD and HIV/AIDS prevention in schools, clinics or through community based activities</li> <li>Train teachers on trafficking focusing on prevention and protection</li> </ul>	Ministries (Education)	<ul style="list-style-type: none"> <li>Information on legal migration widely available and actively distributed (through embassies, newspapers, TV, etc)</li> <li>Curriculum content on child rights in all schools</li> <li>Awareness of non-discriminatory issues</li> <li>Improved knowledge of sexual relationships and risks among young people</li> <li>Reduction of incidences of STDs among young people</li> </ul>
<b>Prevention/Addressing Social and Economic Causes</b>			
Improvement of social and economic conditions of women in the countries of origin.	<ul style="list-style-type: none"> <li>Assessment of the position of women in society</li> <li>Assessment of engagement in the economy of those in vulnerable groups, particularly young women</li> <li>Promote economic regeneration programmes to tackle poverty and unemployment with special attention to those in high risk groups</li> <li>Identification of economic programmes to increase economic empowerment of women</li> <li>Identification of the extent of family violence and its economic/social consequences for women and children</li> </ul>	Ministries (Education, Civil Affairs)  Other government institutions (Commission for broadcasting and media)	<ul style="list-style-type: none"> <li>Increased levels of awareness on trafficking issues by the public, politicians, government officials and the community</li> <li>Active and sensitive media coverage of trafficking issues</li> <li>Information campaign tools against trafficking, e.g. posters, leaflets, etc.</li> <li>Increased general awareness of legislation on trafficking, particularly in relation to human rights protections.</li> <li>Codes of Conduct for international workers and peacekeepers</li> </ul>

OBJECTIVES	TYPES OF ACTIVITY	RESPONSIBILITY	INDICATORS OF ACHIEVEMENT
<b>Prevention/Addressing Social and Economic Causes</b>			
Ensure that laws, policies and practices do not discriminate against women	<ul style="list-style-type: none"> <li>Gender analysis of all legislation, policies and programmes</li> <li>Enforcement of non-discrimination laws in relation to employment, social welfare, access to credit etc.</li> <li>Elimination of all forms of discrimination and violence in the workplace</li> </ul>	Ministries (Gender focal points)  Trade Unions.	<ul style="list-style-type: none"> <li>Non-discriminatory laws, policies and practices in place</li> <li>Increase in the numbers of women in remunerated employment.</li> <li>Enforcement of non discrimination laws through legal action or other remedy</li> <li>Dissemination of information and actions taken by governments and NGOs promoting equal opportunity in the workplace</li> <li>Increase in the numbers of women able to participate in the private sector</li> </ul>
To reduce factors that make women and children vulnerable to trafficking	<ul style="list-style-type: none"> <li>Adopt policies which actively promote the human rights of women and gender equality, both in the private and public sphere. Particular attention to rights in marriage, arranged marriages, under age marriages etc.</li> <li>Provide vocational and life skills training and/or non formal education for children, especially girls, who leave the regular school system</li> <li>Provide programmes to educate young women and children on the dangers of drug and substance abuse</li> <li>Develop anti-corruption programmes for schools.</li> <li>Provide targeted viable income generation programmes for young women at risk, particularly in impoverished rural areas</li> <li>Provide educational, health and psychological services that target high risk groups including sex workers and children without parental care (street children, children in orphanages)</li> <li>Enhance legal migration programmes for women</li> </ul>	Ministries (Economy, Labor)  Other government agencies (Trade Unions, Association of Employers)	<ul style="list-style-type: none"> <li>Reports to CEDAW committee and CRC on measures taken with assessment of impact.</li> <li>Established vocational training centers</li> <li>Use of peer education programmes on the dangers and effects of trafficking and forced commercial sexual exploitation and labor</li> <li>Reduction of drug and substance abuse incidences among adolescents and youth</li> <li>Existence of targeted support programmes for high risk groups</li> </ul>
<b>Victim Assistance and Support</b>			
To provide services to protect victims of trafficking	<ul style="list-style-type: none"> <li>Provide safe shelters and reception facilities providing for victims information on their rights</li> <li>Ensure appointment of interpreters in relevant languages</li> <li>Provide legal assistance in their own language</li> <li>Provide social welfare care and support services, including access to health and psychological assistance</li> <li>Train personnel who work with victims of trafficking in gender sensitivity and procedures</li> </ul>	Ministries (Human Rights, Interior, Social Welfare, Health)	<ul style="list-style-type: none"> <li>Infrastructure and resources in place to provide shelter to trafficking victims</li> <li>Access to legal, social and health services provided</li> <li>Translators made available</li> <li>Component on gender sensitivity and procedures in per-sonnel training of social services and police.</li> </ul>
<b>Return and Reintegration Assistance</b>			
To ensure the right to return to the countries of origin	<ul style="list-style-type: none"> <li>Ensure the right to return through co-operation agreements</li> <li>Financing the return</li> </ul>	Ministries (Human Rights, Foreign Affairs)	<ul style="list-style-type: none"> <li>Bilateral/multilateral cooperation agreements in place to facilitate return</li> <li>Provision of transport, visa and resources available to finance return</li> </ul>
To enable women and children victims of trafficking to recover and reintegrate	<ul style="list-style-type: none"> <li>Establish cooperation between reception facilities and NGOs</li> <li>Establish network of NGOs involved in assistance</li> <li>Provide psychosocial counselling and social support to returnees</li> <li>Provide alternative settlement programmes for women and children who choose not to return home, including facilitation of the right to apply for asylum in appropriate cases.</li> <li>Educate families and communities not to stigmatise or blame victims</li> <li>Ensure special measures for victim's occupational reintegration</li> <li>Enable victim to claim and extract compensation from their exploiters, and arrange for unbiased supervision of any monies obtained by the victim</li> </ul>	Ministries (Foreign Affairs, Human Rights, Social Welfare, Labor)	<ul style="list-style-type: none"> <li>Regular meetings and exchanges of information between NGOs and law enforcement agencies</li> <li>Infrastructure and resources available to support counselling programmes and other aspects of reintegration</li> <li>Increased awareness and understanding of factors that make women and children vulnerable to trafficking and exploitation</li> <li>Procedures in place to expedite third country resettlement or integration into the host community</li> <li>programmes that support children and young women not living at home</li> <li>Alternative income sources available</li> <li>Legislation in place to facilitate compensation</li> </ul>



# GUIDELINES FOR NATIONAL PLANS OF ACTION

OBJECTIVES	TYPES OF ACTIVITY	RESPONSIBILITY	INDICATORS OF ACHIEVEMENT
<b>Law Reform</b>			
Ensure that there are comprehensive laws that cover all aspects of trafficking in human beings including adequate prosecution of perpetrators and human rights protection of victims, including witness protection	<ul style="list-style-type: none"> <li>• Criminalize all forms of trafficking, including penalties for exploiters, procurers, brothel owners and parents who sell their children</li> <li>• Legal mechanisms and procedures for implementation of protection</li> <li>• Provision of legal aid and legal representation to victims</li> <li>• Provision of legal rights to compensation</li> <li>• Right to remain and temporary residence status during legal proceedings</li> <li>• Development of alternative investigative techniques, including investigate without the need for victim's testimony</li> <li>• Establishing jurisdiction</li> </ul>	<p>Ministries (Interior, Human Rights, Asylum and Immigration, Social welfare and health, Justice)</p> <p>Other government institutions</p>	<ul style="list-style-type: none"> <li>• Legislative enactment criminalizing all forms of trafficking</li> <li>• No gender bias in laws</li> <li>• Legal aid clinics providing services to trafficking victims</li> <li>• Witness protection programmes in place</li> <li>• Legal protections ensuring that trafficking victims are not treated as criminals</li> <li>• Evidential rules in place to allow prosecution without witness testimony</li> <li>• Provision of transport, visa and support arrangements for trafficked persons in another country assisting them to testify</li> </ul>
<b>Law Enforcement</b>			
Establish training programmes on trafficking as part of the curriculum for all state agents engaged in combating the problem	<ul style="list-style-type: none"> <li>• Special training for social workers, health, teaching, diplomatic, consular, judicial, customs and police personnel</li> <li>• Train law enforcement officials (police, prosecutors, judges) to investigate and charge trafficking cases while respecting the rights of women and best interest of the child</li> <li>• Training programmes to improve cooperation between police and NGOs</li> <li>• Training of lawyers to represent victims</li> <li>• Train passport control officials, frontier police and immigration authorities to identify traffickers and possible trafficking victims and take appropriate action</li> </ul>	<p>Ministries (Education, Social Welfare, Justice, Interior)</p> <p>Other Government Institution (State Border Service)</p>	<ul style="list-style-type: none"> <li>• Training modules for officials developed and used</li> <li>• Police training modules developed and used</li> <li>• In-service training to passport control officials and immigration</li> </ul>
Enforcement of law to protect women and children from trafficking	<ul style="list-style-type: none"> <li>• Indicate political commitment to enforcement of laws</li> <li>• Create specialized police units for proactive detection and prosecution of traffickers</li> <li>• Ensure protection of members of organisations assisting the victims during proceedings</li> <li>• Prosecute traffickers, their clients and those who assist them for all elements of the crime</li> <li>• Prosecute all law enforcement officials involved in or aiding trafficking, including the acceptance of bribes</li> <li>• Close down trafficking routes and systems by using information/intelligence gathered from those who have been exploited</li> </ul>	<p>Ministries (Education, Social Welfare, Justice, Interior)</p> <p>Other Government Institutions (State Border Service)</p>	<ul style="list-style-type: none"> <li>• Public statements by government making clear commitment to enforcement of laws</li> <li>• Reports to the CRC and CEDAW</li> <li>• Successful investigations and increased convictions of traffickers</li> <li>• Specialized police units established and functioning</li> <li>• Prosecution of corrupt officials</li> <li>• Trafficking routes detected and closed</li> <li>• Monitoring system in place for known trafficking routes</li> </ul>
<b>International Law enforcement Cooperation and Coordination</b>			
To ensure international cooperation and co-ordination in prosecution of offenders and protection of women and children victims of trafficking	<ul style="list-style-type: none"> <li>• Pass legislation to give extraterritorial jurisdiction for trafficking of women and children in accordance with international law</li> <li>• Make extradition treaties for cases relating to trafficking</li> <li>• Make bilateral/multilateral arrangements with countries from or to which women and children are trafficked to prevent trafficking and ensure safe return of trafficked persons</li> <li>• Provide monitoring systems to ensure that trafficked persons returned to their own homes and countries are safe</li> <li>• Nominate a national INTERPOL focal point for inquiries and reporting</li> <li>• Increase communication and cooperation between prosecutors and police forces in sending, transit and receiving countries</li> <li>• Increase information shared between countries to close down trafficking routes</li> <li>• Train relevant embassy staff to assist in tracing offenders and missing persons and to provide an adequate information service to prosecuting authorities</li> <li>• Ensure mandate of police liaison officers stationed abroad includes trafficking</li> </ul>	<p>Ministries (Foreign Affairs, Justice, Interior)</p> <p>Other Government Institutions (State Border Service)</p>	<ul style="list-style-type: none"> <li>• Extraterritorial legislation against trafficking in human beings</li> <li>• Policies and international treaties for extradition of traffickers</li> <li>• Local, international/multilateral arrangements for safe return of trafficked persons to their homes with monitoring provisions</li> <li>• INTERPOL focal point active</li> <li>• Embassy staff trained in providing mutual legal assistance</li> <li>• Police liaison officers mandated to deal with trafficking related issues</li> </ul>





# STABILITY PACT FOR SOUTH EASTERN EUROPE

TASK FORCE ON TRAFFICKING IN HUMAN BEINGS

SPTF Secretariat: Ballhausplatz 2, A-1010 Vienna  
+43-501150-3263/-3264 • facsimile: +43-1-531 85 297 • e-mail: [atf@bmaa.gv.at](mailto:atf@bmaa.gv.at) • [www.stabilitypact.org/antitraffickingtaskforce](http://www.stabilitypact.org/antitraffickingtaskforce)

