

PROPOSED ACTION PLAN 2000
FOR ACTIVITIES TO COMBAT TRAFFICKING
IN HUMAN BEINGS



WARSAW
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EXECUTIVE SUMMARY

Trafficking in human beings is one of the most pressing and complex human rights issues in the OSCE region. It reaches across borders to affect nearly every OSCE country, and has implications across the dimensions of the OSCE. In 1991, the participating States committed themselves to “eliminate... all forms of traffic in women ...including by ensuring adequate legal prohibitions against such acts and other appropriate measures.” Despite increased efforts to combat trafficking, however, the problem continues to expand and flourish.

The OSCE, with its broad regional scope, extensive field presence, and flexible approach, is particularly well-placed to take action in both the short and longer term to address the problem of trafficking. Within the OSCE, a number of institutions and bodies can contribute to combating trafficking, from the political to the project level. Field missions can play a particularly useful role, as they are in the best position to engage governments and non-governmental organizations on the ground to develop and implement long-term sustainable strategies to combat trafficking. The ODIHR is prepared to develop a variety of helpful initiatives. The OSCE could also take a leading role in preventing and combating trafficking in South Eastern Europe as part of its regional strategy and contribution to the Stability Pact.

The following proposed Action Plan builds on the preliminary recommendations contained in the ODIHR Background Paper, “Trafficking in Human Beings: Implications for the OSCE,” prepared in conjunction with the 1999 Review Conference in Vienna. The recommendations contained in this Plan range from concrete proposals to more general recommendations requiring further consultation and elaboration.

Proposed actions include:

- Increased attention to trafficking at the political level, through initiatives by the Chairman-in-Office, the President of the Parliamentary Assembly, and other OSCE institutions
- Integration of anti-trafficking measures into the regular, core activities of all relevant OSCE institutions, including the field missions and the ODIHR
- Training for OSCE field mission members to enhance their capacity to monitor, report and respond to trafficking through their field activities
- Continuation of ODIHR projects as well as new initiatives in the areas of civil society assistance, human rights, migration, and rule of law
- Roundtables in key destination countries to enhance victim assistance and co-operation between embassy officials of the countries of origin and the NGOs and officials of the destination countries

- Initiatives that could be implemented in South Eastern Europe by OSCE missions and/or the ODIHR as part of the OSCE contribution to the Stability Pact
- A proposed programme of action to prevent and combat trafficking in Kosovo, including prevention activities and development of a trafficking component for inclusion in Police Academy training.

Since primary responsibility for combating trafficking rests with the participating States, the Plan also includes a number of recommendations for action by participating States at the national and international level to prevent and suppress trafficking and to protect the human rights of trafficked persons.

Not all of the above proposals and recommendations can be fully implemented in 2000. Nevertheless, it is hoped that this Plan will provide the participating States and OSCE institutions with a road map by which to begin, as well as encouragement to take further action.

I. INTRODUCTION

Context

Every year, millions of men, women, and children are trafficked worldwide into conditions amounting to slavery. Among these, a large proportion are young women and girls lured, abducted, or sold into forced prostitution and other forms of sexual servitude. The OSCE region has long included many of the major countries of destination and transit for human trafficking. It now also constitutes the fastest growing source region for trafficked people. In 1997, an estimated 175,000 women and girls were trafficked from Central and Eastern Europe and the Newly Independent States alone, primarily to other OSCE countries. OSCE countries in Western Europe and North America also continue to be major destinations for trafficked people from developing countries in Asia, Africa, and Latin America.

Although trafficking differs somewhat in each country or region where it occurs, certain common patterns have emerged. Traffickers tend to target people in countries or regions where socio-economic conditions are difficult and opportunities extremely limited. Women and children are particularly vulnerable and expressly targeted. Traffickers often recruit their victims by falsely promising good jobs in another country or region; some are recruited through marriage agencies; sometimes the victims are abducted or sold. Once in the control of the traffickers, victims usually find themselves trapped in abusive, slavery-like situations, including situations of forced prostitution. In almost all cases the traffickers take the victims' earnings and passports, and use violence, intimidation, and debt bondage to ensure their continued compliance. Traffickers reap huge profits from this trade in human beings. Few victims of trafficking can escape their traffickers or negotiate the conditions of their employment. In many cases the conditions endured by trafficked persons are extremely brutal.

Trafficking in human beings, particularly of women and children, has been loudly denounced by the international community as an egregious and profound human rights abuse, a form of "modern-day slavery," and a particular form of violence against women. As governments are responsible for ensuring human rights on their territories, they have an obligation to protect individuals from such practices, prosecute violations, and provide effective remedies for victims.

Despite increasing efforts to combat it, however, trafficking continues to flourish and expand in the OSCE region. Nearly every country in the OSCE is affected by trafficking to some degree. OSCE participating States that were once primarily source countries increasingly find themselves countries of transit and destination as well. Traffickers are constantly developing new sources, markets, and routes, thereby increasing the number of States involved. Trafficking and forced prostitution have also become increasingly serious problems in conflict and post-conflict areas.

A particularly dangerous trend in the OSCE region is the increased involvement in trafficking by organized crime. Even in instances where criminal groups are not directly responsible for trafficking people across borders, they often provide security, protection, or fronts for the operations. There also appear to be links to other forms of criminality, including drug trafficking and money laundering activities. Trafficking in human beings is also facilitated by official corruption in many countries of origin, transit and destination. The lucrative and low-risk nature of trafficking encourages these practices, enabling organized crime to strengthen its foothold throughout the region.

In most OSCE countries, current laws, policies and strategies have proven inadequate to prevent or suppress trafficking, or to protect the human rights of trafficked persons. Enforcement of laws in this area is often lax, and prosecution of traffickers is extremely low. When laws are enforced, they are more likely to be enforced against the victims, who face arrest and deportation for illegal entry or illegal work. Few victims of trafficking – in the destination countries or upon return to their country of origin – receive any assistance, protection, or legal remedy against their traffickers. Many countries also lack an adequate legal framework for addressing trafficking in all its aspects. Moreover, few OSCE countries have adopted a comprehensive approach to tackling this complex problem, and co-ordination – at both the national and international level – is the exception rather than the rule.

Trafficking and the OSCE

The issue of trafficking in persons, and particularly in women, has been raised at various times in the OSCE context since the early 1990s, when the OSCE participating States included a commitment to combat trafficking in the Moscow Document (1991). In 1996, the OSCE Parliamentary Assembly expressed grave concern about the practice of trafficking within and beyond OSCE borders, recognizing its link to economic transition and the problem of organized crime (Stockholm Declaration, 1996). NGOs and several participating States identified trafficking as a key issue affecting women at the 1997 OSCE Human Dimension Seminar and the 1998 Human Dimension Implementation Meeting. In 1998, the OSCE Ministerial Council identified human trafficking as one of the new risks and challenges to security in the region.

Despite sporadic attention to the issue, the OSCE has only recently begun to address the problem of trafficking in practical terms. In July 1999, the Parliamentary Assembly adopted a resolution at its Annual Meeting condemning the practice of trafficking, particularly sexual trafficking of women and girls. A few OSCE field missions have also dealt with the issue of trafficking, although primarily on an ad hoc and case-by-case basis. In April 1999, with funding from the United States, the ODIHR appointed an Adviser on Trafficking Issues to help define ways for the OSCE to assist in combating trafficking, and to assist the OSCE in developing an action plan for OSCE initiatives in 2000.

The Action Plan

This Action Plan should be read in conjunction with the ODIHR Background Paper for the 1999 Review Conference in Vienna entitled “Trafficking in Human Beings: Implications for the OSCE.” That report provided a working definition of trafficking, a general overview of the problem and its relationship to the OSCE dimensions, a summary of the relevant OSCE commitments and international standards relating to trafficking, a general discussion of the status of implementation of anti-trafficking measures in the OSCE region, a summary of current OSCE and international efforts to combat trafficking, and preliminary recommendations for the OSCE and the participating States.

The following proposed Action Plan builds on the preliminary recommendations contained in the Background Paper and suggests concrete ways in which the OSCE can best assist in the fight against trafficking in the OSCE region, without duplicating the work of others. The recommended actions contained in this Plan range from specific projects for which potential partners and target areas have already been identified, to more general proposals requiring further consultation and discussion by the participating States, OSCE institutions, and field missions involved. It also includes model projects that can be adapted for use by governments and OSCE missions, or implemented with the assistance of the ODIHR. These proposals will continue to be elaborated through the end of this year and into 2000.

The purpose of this plan is thus two-fold:

- to suggest specific actions that may be taken by the OSCE and the participating States in the short to medium term to address the problem of trafficking within the OSCE framework; and
- to encourage the delegations and OSCE institutions to consider additional ways to integrate anti-trafficking measures into their ongoing, core activities.

The extensive nature of the proposed actions set out in this plan reflects the extent of the problem of trafficking in the OSCE area. Clearly, implementing all the recommendations in this report in 2000 would go far beyond what is possible within existing mechanisms and resources. The plan should therefore be seen as a roadmap to assist the various elements of the OSCE in adopting a consistent approach, and ultimately as a set of goals to be progressively achieved.

Definition of Trafficking and Policy Principles:

In order to provide a common framework for discussing the problem of trafficking, “trafficking in human beings” is defined for purposes of this Action Plan as:

- All acts involved in the recruitment, abduction, transport (within or across borders), sale, transfer, harbouring, or receipt of persons,

- by the threat or use of force, deception, coercion (including abuse of authority), or debt bondage,
- for the purpose of placing or holding such person, whether for pay or not, in involuntary servitude, forced or bonded labour, or in slavery-like conditions (including forced prostitution),
- in a community other than the one in which the person lived at the time of the original deception, coercion or debt bondage.¹

Many of the proposed actions in this Plan are directed at the particularly egregious and widespread phenomenon of trafficking in women and girls for forced prostitution or other sexual exploitation. However, it is important to note that “trafficking” may also include trafficking for other forms of forced labour and/or servitude, including sweatshop, domestic or agricultural labour, and forced or fictitious “mail-order” marriages.² What links these practices is the combination of recruitment or transport, and the end purpose or result – the exploitation of the migrant’s labour or person. Moreover, trafficking almost always involves deception or coercion of some kind.

The following policy principles inform this proposed Action Plan:

- Trafficking in human beings has broad implications across the dimensions of the OSCE. Its continued existence and expansion in the OSCE region constitutes a serious human rights problem and a challenge to security.
- Trafficking cannot be tackled effectively without a multi-disciplinary and co-ordinated approach. This requires a combination of prevention, prosecution, and protection strategies and close co-operation between the various players involved on both a national and international level.
- Whether actions are aimed at assisting victims, improving criminal codes, or dismantling organized criminal networks, human rights should be at the core of any OSCE strategy to combat trafficking. Human rights concerns should inform our analysis and approaches to the problem, and adequate attention should be paid to helping and supporting the victims of this profound human rights abuse.

II. RESPONSIBILITY OF THE PARTICIPATING STATES AND PROPOSALS FOR ACTION

Individually and collectively, the participating States of the OSCE bear primary responsibility for implementation of measures to combat trafficking. While international

¹ See discussion regarding definitions in the ODIHR Background Paper 1999/3 “Trafficking in Human Beings: Implications for the OSCE,” at pp. 8-10.

² Background Paper at pp. 21-23.

institutions and NGOs have an important role to play, only governments have the authority and means to significantly limit the scope of trafficking.

Paragraph 40.7 of the Moscow Document, adopted by the participating States in 1991, states that:

The participating States will... seek to eliminate all forms of violence against women, and all forms of traffic in women and exploitation of prostitution of women, including by ensuring adequate legal prohibitions against such acts and other appropriate measures.

Within the framework of the OSCE, participating States have a responsibility to each other to comply with their human dimension commitments and to assist each other in achieving compliance. To this end, the participating States should insist on greater accountability in implementing the commitments of the Moscow document, and should engage in an ongoing dialogue about their progress in implementing anti-trafficking strategies and the challenges they face in doing so.

Action at the National Level

Although many of the participating States have taken important actions to combat trafficking, much more needs to be done to implement the Moscow commitment.³ Participating States should intensify their efforts to address this problem and treat trafficking as a serious human rights issue requiring concerted national and international action.

In particular, the participating States should review their existing laws, policies and practices, and take steps as necessary to:⁴

- Develop a national strategy to combat trafficking, including measures to prevent trafficking, prosecute offenders, and protect the rights of trafficked persons;
- Institute a co-ordinating mechanism on a national level to ensure effective co-ordination between different government authorities (and between government and NGOs) and to allow for a multi-disciplinary approach;
- Establish social policies and programmes to prevent trafficking in human beings, including economic and legal measures in origin countries;

³ See discussion of the status of implementation in the OSCE region in the ODIHR Background Paper, pp. 35-52.

⁴ Recommendations for national action are elaborated more extensively in the ODIHR Background Paper, pp. 66-72.

- Undertake, in co-operation with civil society and NGOs, information campaigns to generate public awareness about trafficking in its different forms, including the methods employed by traffickers and the risks to victims;
- Increase awareness about trafficking among police, judicial, immigration, and consular/embassy authorities, including the human rights aspects of trafficking and the obligation of State authorities to assist and protect trafficking victims;
- Adopt policies and protocols to treat trafficked persons as victims of crime and potential witnesses, rather than as criminals;
- Consider developing specialized police and prosecutor units for dealing with suspected trafficking cases. Special training and techniques for identifying and questioning potential victims, investigating and prosecuting criminal networks, and confiscating criminal proceeds should be developed and utilized;
- Adopt such legislative measures as may be necessary to establish trafficking as a criminal offence. Ensure that the scope of legislation is sufficient to reach all forms of trafficking and attempted trafficking (including trafficking for non-sexual purposes) and all actors involved in the trafficking chain;
- Enact and enforce anti-corruption measures, including by linking investigations and prosecution of trafficking cases with investigation of possible bribery/ corruption;
- Aggressively prosecute traffickers under all applicable laws, including rape, assault, extortion, deception, unlawful confinement, worker exploitation, peonage (debt bondage), smuggling, immigration fraud, slavery and servitude;
- Ensure that criminal sanctions available for trafficking offences are commensurate with the gravity of the crimes;
- Provide a temporary residence permit or stay of deportation (in destination or transit countries) to all victims of trafficking to enable victims to receive appropriate care and legal assistance. Permits should be extended if the trafficked person co-operates with law enforcement or if she would be endangered by repatriation;
- Enact or strengthen laws or policies to protect trafficked persons, consistent with international human rights standards. Such measures should include shelter, physical protection, appropriate medical and legal assistance, procedural protections in criminal proceedings, access to legal redress and compensation, and return and reintegration assistance;
- Provide resources to NGOs and social agencies providing services to trafficked persons. Take steps to identify and develop alternative sources of assistance where specialized trafficking NGOs or public funds are not available;

- Develop mechanisms to improve co-ordination and co-operation between participating States in order to enhance anti-trafficking efforts throughout the OSCE region.

Since lack of economic opportunity is perhaps the single most important cause of trafficking, the participating States can also play an essential role in supporting initiatives to develop the economies in major source and transit countries. The participating States should use all mechanisms available to them to address the core economic issues and social inequalities at the root of the trafficking, including by promoting specific strategies aimed at improving the economic and social position of women and girls.

Proposed Action to Improve Co-operation

By all accounts, greater co-operation is needed among the participating States in order to combat trafficking in the OSCE region. While the European Union has provided an important mechanism for international co-operation in this field, it does not have the regional scope of the OSCE. Because the participating States of the OSCE include many of the major countries of origin, transit, and destination, the OSCE could serve as a particularly effective forum for the exchange of information and development of joint or co-ordinated anti-trafficking strategies.

The OSCE and the participating States should actively explore ways for the OSCE to facilitate greater co-operation among the participating States on this issue. One possibility would be to set up bilateral or regional meetings or working groups in Vienna or elsewhere to discuss specific needs and challenges, share approaches and best practices, and promote joint actions between origin and destination countries.

The OSCE Parliamentary Assembly could also consider playing a role in improving co-operation, for example, by compiling samples of “model” anti-trafficking legislation or arranging meetings for its members to discuss legislative challenges or best practices.

As one step in improving co-operation between participating States, the OSCE could organize a series of roundtable meetings in two to three key destination countries, with the aim of enhancing co-operation between embassy officials of the countries of origin and NGOs and officials of the destination countries around the issue of victim assistance. The objectives would be to raise awareness and to enhance international co-operation at a practical level, by improving the capacity of source-country embassies in destination countries to provide assistance and support to their nationals who become victims of trafficking. As a first step, it would be necessary to identify examples of good co-operation and best practices, and to identify appropriate OSCE countries in which to host the roundtable meetings. The ODIHR could assist in co-ordinating the meetings, if necessary, and the project could be replicated elsewhere if effective. (See Annex, Model Projects, Embassy Roundtables).

These and other activities could be taken at relatively low cost, and could provide a forum for States to improve co-operation at both a micro and macro level.

Support for the Action Plan

Finally, the support of the participating States is essential to the implementation of this Action Plan. Participating States can support the OSCE role in combating trafficking in many important ways, including by raising the issue of trafficking in the context of OSCE meetings and the Permanent Council, supporting mission involvement in trafficking activities, and providing funding for implementation of ODIHR and other OSCE projects to combat trafficking.

III. PROPOSALS FOR OSCE ACTION

Trafficking in human beings affects nearly every country in the OSCE area to varying degrees. In some areas, such as Western Europe, North America, and Central and Eastern Europe, trafficking is already a significant problem. In others, such as Central Asia and the Caucasus, it is an issue of growing concern.

Because trafficking is such a multi-faceted problem, it should be addressed at a variety of levels and by a range of institutions and structures. Within the OSCE, a number of bodies can contribute to combating trafficking, among them the political bodies, the Secretariat, the institutions, and the field missions. Because of its extensive field presence and flexible approach, the OSCE is in a unique position to work with governments and local non-governmental organizations on an ongoing basis – at both the political and project level – to develop and implement sustainable, multi-dimensional programmes to combat trafficking.

The proposals set out below should be seen as recommendations for action to be considered by each OSCE body, within its field of responsibilities. To the extent that each element of the OSCE contributes to combating trafficking, even if only by integrating awareness of the problem of trafficking into existing activities, the Organization could have a major impact in alleviating the problem.

A. Political Bodies

Support from the political level is the essential first step in any successful OSCE programme against trafficking. The OSCE leadership has already recognized trafficking as a problem and participating States committed themselves in 1991 to eliminate trafficking. Yet, the problem has not figured as a priority within the organization. For an OSCE action plan to be taken seriously, the Organization's leadership will need to ensure a more consistent focus on the issue, as well as political and material support for anti-trafficking efforts. Actions could include:

- Attention to the problem of trafficking in political declarations of the OSCE at the Ministerial and higher levels;
- Ensuring that OSCE commitments related to trafficking are adequately comprehensive and up-to-date;
- A leadership role by the Chairman-in-Office to ensure that trafficking receives a sufficient level of priority within the organization, including by field missions;
- Including trafficking on the agenda of OSCE meetings, including, as appropriate, the Permanent Council;
- Consideration of trafficking as an issue for one of the Supplementary Human Dimension Meetings in 2000;
- Continued political support from the OSCE Parliamentary Assembly;
- Co-ordination with other international organizations at senior political levels in order to spur greater international attention and a more coherent multilateral approach;
- Including trafficking on the agenda for meetings between senior OSCE officials and government officials; and
- Ensuring that each OSCE institution, body, and mission considers how it can contribute to combating trafficking.

B. The Secretariat

Training for mission members

- The OSCE should ensure that all mission members are provided basic information on the phenomenon of trafficking and forced prostitution and its implications for human rights and rule of law, preferably as part of the induction training for new mission members, but also for mission staff already in the field. More in-depth training on trafficking should be provided to mission members working on human rights, police training, migration and rule of law issues to enable them to recognize, report, and respond more effectively to trafficking issues should they arise in their field area. Ideally, this training would be organized on a regional basis. The Balkans, where the OSCE has by far its largest field presence, is the most logical place to begin.
- The Secretariat could call on the ODIHR Advisor on Trafficking Issues to work with it and with the Missions to develop a realistic and appropriate training strategy, taking into account the possibility of joint training with the UN or others. The OSCE should ensure that individuals with expertise on the issues of trafficking (including human

rights and gender aspects) are involved in the development and delivery of the training.

Recruitment

- A concerted effort to combat trafficking will ultimately require personnel with special skills and experience, including in specialized aspects of law enforcement, human rights, gender, and NGO development. As the Secretariat seeks staff for large OSCE missions, it should keep in mind the need for such specialized skills.

The Economic Dimension

- Aspects of trafficking are related to the OSCE's economic dimension. In addition to poor economic conditions being a root cause of the problem, trafficking also thrives as a result of official corruption. The Co-ordinator of OSCE Economic and Environmental Activities should consider the extent to which aspects of trafficking fall within his mandate, and possibly provide suggestions on how participating States or OSCE bodies might address these aspects as they relate to trafficking.

C. OSCE Missions

The real strength of the OSCE lies in its extensive field presence. The success of an action agenda against trafficking will depend significantly on the extent to which OSCE missions and other field presences are able to integrate trafficking concerns into their activities. Their ability to do this will, of course, vary widely depending on their size, their mandates, and other factors. Large missions may be able to develop special programmes and assume a leadership role on the issue. Even small presences, however, could take useful steps without greatly increasing their workloads, by integrating trafficking as one issue within their regular, ongoing programmes and activities. Small presences could also call on the ODIHR for assistance in any special initiatives they might wish to undertake.

OSCE field presence activities on trafficking could include:

Monitoring and Reporting:

- Better information is needed to guide policy responses, inform OSCE activities, and prevent/mitigate the serious human rights abuses involved in trafficking situations. As part of their regular activities, and in close collaboration with other international organizations and NGOs, OSCE field offices should begin monitoring developments related to possible trafficking and forced prostitution in their regions and include this information in mission reports.

- Particularly in larger missions with human rights field offices, efforts should be made to monitor more specific aspects of trafficking, including the response of law enforcement officials to suspected trafficking and arrests and detention of trafficked persons. Missions should be prepared to receive complaints and to take appropriate action on them. Where trafficking cases involve nationals from other countries where there is an OSCE mission, mission members should share this information with their counterparts and encourage cross-border co-operation wherever possible.
- Larger missions should consider gathering data and preparing analytical reports on trafficking in their areas of responsibility.

Integration with Core Mission Activities

- In the context of their particular mandates, each of the OSCE missions should consider ways to integrate measures to combat trafficking into their regular field activities, including at the political level. This could take many forms, from monitoring local media reports to raising the issue in meetings with high-level government ministers. In Bosnia-Herzegovina, for example, OSCE human rights field officers have begun to work on an ad hoc basis with the International Police Task Force to monitor the handling of trafficking cases by local police and to respond to human rights complaints involving victims of trafficking. In Albania, field officers in Vlore have assisted journalists and helped local NGOs concerned about trafficking make contact with international organizations and NGOs in Tirana. OSCE offices have also investigated cases involving alleged abuse of trafficked women while in police custody.
- Wherever possible, missions should take steps at the field level to assist victims of trafficking, to encourage and facilitate the prosecution of traffickers, and to promote law reform and greater governmental responsibility. Possibilities could include assisting in the safe return of trafficked persons, organizing roundtable meetings or training for government officials, encouraging officials to prosecute cases against traffickers, raising awareness, working with the media, and building capacity of emerging NGOs, depending on the needs of the particular country and the capacity of the mission.⁵ Missions in South Eastern Europe should continue to consider and further develop ways to address trafficking in the context of OSCE regional initiatives.

⁵ Recent concrete initiatives by the OHCHR office in Sarajevo and the BiH Gender Co-ordinating Group could serve as a potential model for initiatives by OSCE field missions. There, steps have been taken in the last nine months to monitor arrests; train governmental officials, lawyers, and judges; identify potential NGO partners; build NGO capacity; and begin assisting trafficking victims. As a result of these activities, over 145 victims of trafficking have been identified in Bosnia, and 28 have received repatriation assistance.

- The ODIHR should support the missions by working with mission members to identify ways to integrate anti-trafficking measures into the core activities of the mission, and to provide special expertise as needed.
- Missions should consider using the ODIHR Grassroots Democracy Projects programme to support locally-developed initiatives to prevent or combat trafficking.

Co-ordination

- Larger missions should designate a qualified mission member as a focal point on trafficking to co-ordinate mission activity and to co-ordinate with the ODIHR and other international organizations working on trafficking in the same country. To avoid duplication of efforts and maximize the effectiveness of planned initiatives, missions should consider establishing and/or participating in local co-ordinating or working groups including government officials, representatives of key international organizations and NGOs working on trafficking or related issues. The purpose of these working groups would be to share information, co-ordinate activities, and explore areas for joint action.

Projects

- Missions should consider developing specific projects to address aspects of trafficking in their host countries. These would clearly vary depending on local circumstances, the availability of governmental and NGO partners, mission size and resources, and other factors. Projects might address such issue areas as legal reform, public awareness, assistance to victims, training of local officials, or support to NGOs. The Annex to this report includes a number of model project descriptions that might be used or adapted by missions to address the problem of trafficking. The ODIHR might assist with such elements as project planning, technical advice, locating international experts, and ensuring coherence with other OSCE activities. The ODIHR should also be able to assist with project development and implementation in selected cases.

D. The ODIHR

The mandate of the ODIHR includes assisting the participating States to build democratic institutions and implement their human dimension commitments. This includes the area of trafficking in human beings. Many ODIHR activities contribute indirectly to the fight against trafficking – i.e., by building stronger legal institutions and raising the capacity of non-governmental sectors to engage their governments on a wide range of concerns. More recently, the ODIHR has begun to address the problem of trafficking directly, through various projects and the work of the Advisor on Trafficking Issues.

ODIHR projects represent a core component of the action plan and should be continued and expanded in 2000, as a complement to the OSCE initiatives discussed above. The ODIHR's activities should fall into three principal areas:

Integration with existing activities and projects

The ODIHR has developed a wide range of project proposals for 2000 covering such areas as rule of law, civil society development, and human rights. As it has done with other issues, the ODIHR should to the extent possible integrate the issue of trafficking into other planned activities. This would have the effect not only of expanding the number of countries and institutions in which the OSCE could reasonably address the problem of trafficking in the coming year; it would also enhance the sustainability of anti-trafficking initiatives by "institutionalizing" the issue in the ODIHR. For example, a component on trafficking in human beings is already planned for inclusion in proposed Human Rights Training for Border Guards in Ukraine and Kyrgyzstan.

Legal and human rights aspects of trafficking could also be addressed in the context of other proposed projects on:

- legislative reform
- police training
- judicial training
- human rights awareness
- civil society meetings
- legal support centers for women
- women in politics or CEDAW training

Whether or to what extent it would be useful or appropriate to include the issue of trafficking in particular projects would depend on the scope of the project and the priorities identified in each country. However, the ODIHR should specifically explore these questions when conducting needs assessments and consulting with project partners and experts.

The ODIHR's Grassroots Democracy Projects have proved to be a valuable instrument for encouraging the development of small-scale projects by OSCE field offices in various areas of human rights and democratisation. The ODIHR should encourage missions and field presences to develop and submit project proposals relating to trafficking and related issues.

Likewise, the ODIHR's human rights monitoring activities should include greater attention to the issue of trafficking, and to assessing the extent to which the OSCE participating States are meeting their commitments in this field.

Continuation of ongoing projects

In 1999, the ODIHR supported three anti-trafficking projects which will continue into next year. These include:

- a series of training seminars by the NGO La Strada in six border regions of Poland, Autumn 1999-Spring 2000;
- a joint project with the International Organization for Migration (IOM) and the Ombudswoman of Ukraine to provide technical assistance to establish and support a National Co-ordinating Council for the Prevention of Human Trafficking in Ukraine. Activities in 2000 will include awareness-raising and training programmes for government and law enforcement officials; legislative review; and activities to facilitate joint action and bilateral contacts between Ukraine and various destination countries;
- a joint project with IOM and the OSCE Centre in Bishkek to study the issue of trafficking in Kyrgyzstan. Conclusions and recommendations emerging from the research will be available in early 2000. Based on the results of the research project, the ODIHR should develop and support appropriate follow-up programming in Kyrgyzstan in co-operation with the Centre and various international and local partners. Depending on the outcome of the study, the OSCE/IOM should also consider replicating the research project in other Central Asian countries or on regional level, as appropriate.

New trafficking projects for 2000

In its 1999 Background Paper on Trafficking, the ODIHR identified several action areas where the ODIHR could use its core competencies to assist the participating States to combat trafficking in human beings. These areas include legislative review; training for police, judicial officials and border guards; awareness-raising; and support for emerging NGOs, particularly in the area of victim protection and assistance.

Although other international organizations and bodies are also supporting projects or programmes to combat trafficking (particularly trafficking in women), there are many “gaps” – both substantively and in terms of particular countries or regions – where the ODIHR could play a useful role, without duplicating the efforts of others. The ODIHR should continue to communicate with and co-ordinate its proposals with the other key international organizations working in this area, and where possible, to implement joint projects drawing on the particular competencies of each organization.

The following activities are illustrative of the type of projects the ODIHR should consider implementing in 2000, subject to the needs of particular States and the availability of adequate human and financial resources. The proposed project areas are based on the needs identified in the Background Paper and on the types of projects the

ODIHR has successfully implemented in other fields. However, details with regard to the implementation of anti-trafficking projects in any particular country will need to be elaborated following consultation with relevant government authorities, OSCE presences and the ODIHR's international and local partners. Sample proposals for concrete projects are included in the Annex.

Rule of Law

- Legislative review: Analysis of the legal framework for combating trafficking in particular OSCE countries and comparison with human rights standards and best practices in other States;
- Training for police, judges and prosecutors to strengthen the capacity of law enforcement and judicial bodies to address the problem of trafficking. Training should include information on the causes and consequences of trafficking, human rights and international standards, patterns and practices in the particular country or region, and specific laws and techniques to combat trafficking and organized crime.

Civil Society

- Support for emerging NGOs working at the grassroots level in countries of transition or post-conflict areas to raise awareness, work more effectively with their governments and provide assistance to victims (in close co-operation with OSCE field missions, wherever possible). Specific activities should include: capacity building, production of materials in local languages, victim protection and assistance, and facilitation of government contacts and co-operation;⁶
- Regional workshop for journalists/media to raise awareness about trafficking, and promote investigative journalism and improved coverage of trafficking issues.

Migration

- Analysis and development of curriculum and materials on trafficking for inclusion in human rights/legal training for border guards and “train the trainer” programmes.

⁶ The ODIHR has already discussed potential projects with a number of NGOs in various countries, for example: NGOs in rural areas of Albania (training to assist trafficked persons, support for hotlines, shelter); NGOs in the Russian Federation (Russian-language anti-trafficking website and local awareness-raising/lobbying activities); local Ukrainian NGOs (TV/ radio spots/ information campaign); Bosnian NGO (women's crisis shelter); and Serbian women's rights activists (lobbying campaign and assistance to returning victims). Several of these activities could be developed into projects for ODIHR support.

Institution Building

- Technical assistance and support to governments to develop inter-agency co-ordinating bodies and/or to develop and implement national programmes to combat trafficking, based on “best practices” already developed in some OSCE participating States. The ODIHR is already supporting a project of this nature in Ukraine.

Public Awareness

- Information campaigns targeted at victims and potential victims of trafficking, in co-operation with international partners and local NGOs. A first priority could be Kosovo, where the problem is growing and the OSCE has the infrastructure in place to implement a project;
- Raising awareness of OSCE personnel and participating States regarding trafficking and slavery-like practices in the OSCE region (including trafficking for sexual and non-sexual purposes, forced marriage and trafficking in children).

Continuation of Advisor on Trafficking Issues Position

Implementation of ODIHR activities to combat trafficking in 2000 will depend, in part, on the availability of resources to continue the position of the ODIHR Advisor on Trafficking Issues. The role of the Advisor would be:

- to manage the implementation of ODIHR projects relating to trafficking, in co-operation with other members of the democratization section;
- to provide assistance and technical expertise to field mission members and other OSCE institutions in the implementation of this action plan;
- to work with missions and the Secretariat to develop a training strategy and materials for existing and new mission members on trafficking in human beings;
- to work with field missions to identify field activities that could address the problem of trafficking in the long and short term;
- to ensure that OSCE approaches and activities relating to trafficking are consistent with human rights principles and best practices;
- to co-ordinate with counterparts from key international organizations and with NGOs working to combat trafficking;
- to co-ordinate the collection of data, reports, research, and materials relating to trafficking for use in OSCE projects and initiatives.

IV. SPECIAL INITIATIVE FOR SOUTH EASTERN EUROPE: PROPOSED ACTIONS FOR KOSOVO AND THE OSCE CONTRIBUTION TO THE STABILITY PACT

Anecdotal evidence and the experience of other peace-keeping and peace-building missions indicates that trafficking and forced prostitution are becoming increasingly serious problems in post-conflict areas. In the OSCE region, trafficking in women and girls has flourished in Bosnia-Herzegovina, for example, where political, social and economic dislocation, soft borders, organized criminal networks and a large international presence have combined to create conditions ripe for exploitation by traffickers. Kosovo presents similar risks and challenges. Although reliable estimates of the extent of the problem in Kosovo are not yet available, preliminary reports indicate that Kosovo is already emerging as both a destination and a source country for traffickers operating in South Eastern Europe. Trafficking also continues to be a significant problem throughout the Balkans and South Eastern Europe, generally.

At the June OSCE Supplementary Human Dimension Meeting on Gender Issues, several participants and OSCE mission members identified trafficking as a post-conflict issue requiring greater attention by the OSCE. Several participating States and NGOs specifically called on the OSCE to address trafficking in Kosovo through its field presence. This issue was raised again at the September Review Conference and discussed in detail by participating States and others in the side meeting on Combating Trafficking in Women in Post-Conflict Areas. At that meeting, several recommendations were made regarding the role the OSCE might play in addressing trafficking issues in Kosovo and throughout the Balkans region.

In September 1999, a special meeting on trafficking in Kosovo was held in Sarajevo by the Bosnia-Herzegovina Gender Co-ordinating Group, which is co-chaired by the Sarajevo office of the UN High Commissioner for Human Rights (OHRHR) and the Democratisation Department of the OSCE Mission in Bosnia. Participants in this meeting – including representatives from the ODIHR and OSCE missions in Bosnia and Kosovo – drew on their experience in Bosnia and elsewhere to develop recommendations for co-ordinated action against trafficking by the UN Mission in Kosovo (UNMiK) and the other key international organizations involved in Kosovo. Many of the proposals set out below emerged from the recommendations made at those meetings.

A. Regional Actions

The OSCE has a unique opportunity to take advantage of its extensive field presence and the momentum generated by the Stability Pact to address trafficking in human beings in South Eastern Europe as part of its regional strategy. By integrating anti-trafficking measures into its mission activities and by closely co-ordinating its activities and strategies with the other international organizations involved in the Stability Pact,

trafficking could be addressed in a far more systematic and comprehensive fashion than would be possible by the OSCE working alone. To this end, the OSCE should continue to work closely with other organizations to develop a coherent and co-ordinated regional strategy for combating trafficking. Specific OSCE projects and initiatives in South Eastern Europe could be implemented in the context of a regional framework or adapted as needed to work within a broader inter-agency programme.

Effectively combating trafficking requires a multi-dimensional approach that takes into account human rights as well as law enforcement aspects of the problem. An effective strategy should therefore include actions to enhance the capacity of law enforcement and the judiciary to prosecute traffickers and dismantle organized crime networks, as well as initiatives to protect the human rights of trafficked persons.

In the context of its Regional Strategy for South Eastern Europe, the OSCE has proposed to establish a Task Force on Trafficking under the auspices of the Organized Crime Policing Forum and Table III of the Stability Pact (Security). The proposed task force would be modelled after the Baltic Sea Task Force on Crime, and would focus its efforts on breaking up the organized crime rings involved in trafficking, particularly those “at the top.” Arrest and prosecution of traffickers and the criminal networks that support them would be the ultimate goal of the Task Force’s activities.

As a complement to this proposed initiative, the OSCE missions and the ODIHR should develop and implement additional anti-trafficking initiatives which would focus on enhancing the available legal framework and protecting and promoting the human rights of trafficked persons through prevention strategies, human rights monitoring, victim assistance, police training, and appropriate legal measures. Civil society development (particularly support for emerging NGOs), which is already a central part of OSCE strategy, should include support for NGOs and other members of the non-governmental sector involved in combating trafficking. Many of the proposed ODIHR activities (legal review, civil society, training for judges, prosecutors, and police) could be implemented with or by OSCE missions in South Eastern Europe as part of this regional effort in order to achieve a more comprehensive approach. Moreover, trafficking issues could be integrated into activities already underway in Macedonia, Bosnia, Montenegro and elsewhere (such as work with police and border guards, NGO meetings, legislative review, etc.) to complement the proposed anti-corruption/ anti-crime initiatives.

The OSCE should also consider means to ensure coherence among various actors, organizations and working tables dealing with aspects of trafficking. One objective of this effort would be to ensure that human rights considerations are not divorced from criminal/security strategies.⁷

⁷ While the proposed Task Force need not focus its activities on prevention or victim assistance, the international community should also give due attention to the treatment of trafficked persons by authorities (police, border officials, judges) and the need for effective witness protection programs, as part of any organized crime strategy. Moreover, in pressing authorities to prosecute traffickers, crimes against the victims (rape, assault, extortion, false imprisonment) and not only those against the State should be included. States should be reminded of their obligation to provide protection and remedies for victims of human rights violations on their territories, including victims of trafficking.

B. Proposed Action for Kosovo

The international presence in Kosovo has an opportunity to address the problem of trafficking in Kosovo at an early stage and thereby avoid repeating the experience of other post-conflict situations where trafficking has thrived. It also has a responsibility to ensure that its presence in Kosovo does not exacerbate the problem of trafficking or forced prostitution and its related human rights abuses. In the long-term, efforts to build strong institutions and respect for human rights and rule of law in Kosovo will be enhanced if traffickers – and the organized criminal activity and corruption that accompany trafficking – do not establish a strong foothold in the area.

Given its mandate and substantial field presence in Kosovo, the OSCE is particularly well-placed to take action in both the immediate and longer term to monitor developments and to minimize the incidence of trafficking and forced prostitution in and out of Kosovo. To the extent possible, these actions should be taken in close cooperation with UNMiK and other international and local actors, with a view toward achieving a sustainable and integrated approach to combating trafficking and organized crime in the long run.

In conjunction with the proposed actions for all field missions, discussed above, the following proposed actions could contribute to a more comprehensive agenda for action against trafficking in Kosovo. Specific modalities and priorities among the items listed would need to be worked out among the relevant actors, particularly the OSCE mission in Kosovo.

Proposed Actions:

- Mission members in Kosovo should receive basic training on the problem of trafficking in the region and its implications for the OSCE mandate. More in-depth training could be provided to selected mission members, as appropriate.
- In conjunction with the training, the OSCE should develop and disseminate a Code of Conduct to ensure that OSCE personnel refrain from consorting with minors and with women who may be prostituted against their will. The policy should be aimed at preventing behavior that facilitates or encourages the trafficking of women and girls and their forced prostitution. Mission staff should also be encouraged to report any instances of suspected trafficking that come to their attention.
- OSCE field offices should co-ordinate with UNMiK to monitor developments related to possible trafficking and forced prostitution in their areas (such as new clubs and brothels, suspected organized crime or recruitment activity, reported abductions/missing persons, etc.). Efforts should be made to report suspected trafficking activity to the relevant authorities and to assist victims of trafficking. The

mission should also consider allocating a modest budget to fund “urgent actions” identified by field officers, including for provision of emergency shelter for trafficking victims.

- The OSCE should develop a training component on trafficking and forced prostitution for inclusion in the local police academy curriculum. The ODIHR could assist with the development of this component, possibly in partnership with IOM, Council of Europe, and/or the OSCE Mission in Croatia. Training should include information on trafficking patterns and practices, human rights implications, the legal framework, the relationship of trafficking to organized crime and corruption, police techniques for combating trafficking, and guidelines for treatment of victims. Individuals with expertise on preventing trafficking and forced prostitution (including special techniques and human rights aspects) should be involved in curriculum development and delivery of the training. Experts from the region should be included to the extent possible.
- In conjunction with the training, the OSCE should work with the Kosovo Police Service and UNMiK/CivPol to develop specific regulations on the handling of trafficking and forced prostitution cases, including proper treatment and protection of victims. The OSCE should take steps to ensure that traffickers and those responsible for holding women and girls in forced prostitution and/or debt bondage are arrested and prosecuted by the appropriate authorities.
- The mission should consider recruiting a staff member with expertise on trafficking to co-ordinate mission activities and work with mission staff and local NGOs on trafficking issues. The ODIHR might assist in supporting NGO training and grassroots activities.
- The OSCE mission should consider implementing trafficking prevention activities aimed at raising awareness among Kosovar women and girls and their communities. This could include distribution of leaflets in the Albanian language alerting communities to the risks of trafficking; basic training and information resources for rural women’s NGOs; and information sessions with local women and community leaders. Such prevention activities should be adapted to local conditions, but could draw on existing materials and lessons learned from similar campaigns, including those conducted in Albania for Kosovar refugees. The ODIHR could be asked to assist with this initiative.
- In the medium to longer term, the OSCE mission in Kosovo should work closely with UNMiK and other international and local partners to institutionalize systems and mechanisms to ensure continuous assessment of the trafficking situation, on-going prevention and public awareness, and adequate protection for victims of trafficking. Resources should be identified or developed within the international community for assisting victims of trafficking and ensuring their safe repatriation.

- As part of its long-term institution-building mandate, the OSCE should consider implementing initiatives to build the capacity of local actors to combat trafficking and related problems such as corruption and organized crime. OSCE core activities could also be directed at enhancing the legal framework for addressing trafficking in Kosovo, building the capacity of NGOs, and ensuring an effective law enforcement and judicial response.

ANNEX

MODEL PROJECTS TO PREVENT AND COMBAT TRAFFICKING IN HUMAN BEINGS

<p style="text-align: center;">Pilot Project: Embassy Roundtables to Enhance Co-operation against Trafficking</p>
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Project Objective

- To improve the capacity of source-country embassies in destination countries to provide effective assistance and support to their nationals who become victims of trafficking.
- To enhance co-operation between embassy officials of the countries of origin and the NGOs and officials of the destination countries.

Rationale

Embassies are sometimes the only place to which victims of trafficking can turn to for help while in transit and in destination countries. Although some embassies have actively helped victims in trafficking situations, anecdotal evidence suggests that many embassies and consulates are ill-prepared and ill-equipped to assist their nationals when help is requested. In far too many cases, victims seeking help are turned away for lack of proper documentation or other reasons. In other cases, well-meaning officials find themselves without the authority or resources to provide needed assistance.

Research also suggests that co-operation between officials in many destination and origin countries is inadequate on many levels. Better co-operation between officials of destination and origin countries in the countries of destination, as well as between NGOs and embassy officials, could lead to improved assistance to victims, improved investigation and prosecution of traffickers, and more effective responses to trafficking on various levels.

Approach

In an effort to enhance co-operation between destination and origin countries and improve assistance to victims at the embassy level the ODIHR proposes to organize roundtable meetings in two to three key destination countries, involving embassy officials of the countries of origin and NGOs and officials from the destination countries. The roundtables aim:

- To raise awareness of all parties regarding the problem of trafficking, particularly as it relates to their nationals and to the destination country;
- To identify best practices as well as identify obstacles to more effective co-operation and assistance;
- To encourage the embassy participants to share information and develop more effective strategies to assist national who become victims of trafficking;
- To provide a forum in which officials from origin countries can explore concrete ways to co-operate more fully with authorities and NGOs in the country of destination on a wide range of issues relating to trafficking.

The ODIHR would sponsor and facilitate the meetings, with the co-operation of host government authorities and resident embassies. As a first step, the ODIHR would seek to identify examples of

good co-operation and best practices, and to identify appropriate OSCE countries in which to host the roundtable meeting. This pilot project could be replicated elsewhere if it proved effective.

Review of Legislation to Combat Trafficking in Human Beings

Project Objectives

- To evaluate the legal framework available to combat trafficking in human beings and identify “gaps” or inconsistencies in existing legislation
- To assist the government in bringing the current legislation in line with best practices and international human rights standards

Background

Many countries in the OSCE region lack an adequate legal framework to effectively combat trafficking in human beings. In the area of criminal legislation, few states have specific anti-trafficking laws, and instead rely on a variety of existing statutes, usually associated with prostitution. Often these laws carry low penalties, and are not broad enough to reach all kinds of trafficking or all the individuals in the criminal network who aided in or conspired to commit the crime. Many States do not have sufficient regulations to deal with the complex nature of trafficking, particularly activities carried out by transnational criminal organizations. Many also do not have a legal framework for co-operation between law enforcement and justice officials in other countries, and are therefore powerless to prosecute all the perpetrators in the trafficking chain.

New or amended legislation may also be required in order to provide adequate protection to victims of trafficking. Areas may include the rights of victims to pursue criminal and civil actions, procedural protections in court cases, availability of witness protection, restitution and compensation, immigration and/or residency status, and eligibility for social assistance. In some cases, laws providing for protection may conflict with other laws or policies, for example in the area of immigration. In some cases, States have recently adopted new legislation to combat trafficking, but the effectiveness of this legislation in its application has not been assessed. Moreover, additional amendments or additions to the legal framework may be needed. An assessment of the existing legal framework is also necessary as a first step to lay the groundwork for other anti-trafficking measures, such as training for police, prosecutors, judges, and other government officials.

Phase 1:

Identify legal expert or team of experts qualified to assist in the review of domestic laws (including criminal, civil, labour, immigration, and administrative codes) and their compatibility with international standards and best practices as they relate to trafficking in human beings. Consult with local officials and lawyers, including NGOs, to obtain, and, if necessary, translate relevant laws for review, and to identify perceived strengths and weaknesses of the current framework.

Phase 2:

Conduct review of legislation (including relevant case law) to identify gaps or limitations in existing legislation with respect to prevention, protection of victims, and prosecution of

trafficking offenses. Consult with State authorities, NGOs and experts regarding the findings and recommendations of the expert review and provide recommendations for reform, as appropriate.

Financial Implications

The estimated cost to implement this project in one country is 30,000 Euros.

<p style="text-align: center;">Training Workshops for Law Enforcement and Judicial Personnel On Trafficking in Human Beings</p>
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Project Objective

- To increase awareness of police, lawyers and judges about trafficking in human beings, including its causes and consequences, human rights and international standards, relationship to organized crime, and relevant legal issues
- To increase the capacity of law enforcement and judicial bodies to investigate and prosecute trafficking crimes, while protecting the human rights of victims

Background

Law enforcement and judicial personnel play a pre-eminent role in the fight against trafficking. In order to fulfil this important task, adequate training is vital. In many countries, awareness regarding the complex problem of trafficking is very low, particularly as it relates to human rights aspects and the challenges of combating transnational organized crime.

Activities

A team of experts will be identified to develop a training curriculum and materials and to conduct the training workshops. The experts will have expertise on trafficking issues and experience in the field of police and judicial training. If possible, one expert should be from the State or region and familiar with the legal framework, judicial structure, and trafficking patterns of the particular State. Local NGO representatives should participate in the training if possible.

Trainings will be provided in two parts. The first will focus on raising general awareness and understanding of the problem, legal standards, and approaches to combating trafficking. The second will focus specifically on laws and law enforcement techniques available to investigate and prosecute trafficking crimes and to provide protection and legal remedies to victims of trafficking. Consideration will also be given to identifying limitations in the existing legal or law enforcement framework and recommendations for improvement.

II. Financial Implications

The estimated cost to implement this project in one country is 40,000 Euros.

Civil Society Assistance: Trafficking in Human Beings

Project Objective

- To support emerging coalitions of community activists and non-governmental organizations engaged in anti-trafficking activities
- To increase the capacity of local communities and non-governmental organizations to address the problem of trafficking in co-operation with governmental officials
- To improve access to information and materials about trafficking in local languages and to facilitate co-ordination and networking

Background:

At the local and regional level, NGOs play a crucial role in raising awareness and assisting victims of trafficking and other vulnerable groups. In many countries of the OSCE, local NGOs are the only groups carrying out programmes to warn women and girls and their families about the dangers of trafficking, and the only ones providing direct assistance to victims of trafficking. In many cases, these are not NGOs with special expertise in trafficking, but loose coalitions of community activists, domestic violence or rape crisis shelters, STD clinics, local women's rights groups, counselling centers, and women's professional organizations. Few have sufficient resources or capacity to help all those in need of assistance and most have very limited access to government officials.

As information about the problem of trafficking grows, a number of local NGOs have begun efforts to fight trafficking in their communities. While some may have received basic training and/or materials to begin anti-trafficking initiatives in their regions, many will not have developed the specialized knowledge or skills needed for effective action. This project seeks to support NGO efforts to build their capacity and to provide assistance to support initiatives in the areas of prevention, lobbying, and victim assistance.

Activities:

Various activities could be implemented, depending on the particular needs of NGOs in a given region, including:

- Regional educational conferences and capacity building to increase the knowledge and skill level of NGOs to combat trafficking, including programmes to "train the trainers"
- Mentoring by more experienced or specialized NGOs, particularly in areas related to victim assistance (counselling, legal aid, shelter)
- Facilitation of civil society meetings between NGOs and public officials
- Development of materials/resources in local languages (or translation of existing materials/resources into local languages)
- Establishment of co-ordination and communication mechanisms to link local and regional NGOs and enhance access to information materials, including development of resource libraries, coalition websites or other internet mechanisms
- Support for projects or programmes (follow-up training, lobbying, public awareness, victim assistance)

Funding Implications: Estimated cost to implement in one region: 5000 to 50,000 Euros.

**PUBLIC AWARENESS PROJECT: TRAFFICKING IN WOMEN
(EXAMPLE: KOSOVO)**

Objectives:

- To raise awareness about the risks of trafficking to vulnerable groups and members of their communities
- To provide information to enable those who are considering work abroad to make informed choices

Rationale:

Experience shows that trafficking in all its forms, including trafficking in human beings, tends to worsen in conflict and post-conflict situations. Traffickers take advantage of the upheaval caused by conflict, in particular people's vulnerable social and economic situations, the absence of rule of law, and weak border controls (sometimes encouraged in order to encourage return of refugees and displaced person). In Kosovo, this risk is exacerbated by its proximity to countries with established smuggling routes and active criminal networks engaged in the trafficking trade.

Preliminary reports suggest that Kosovo has already become a source as well as a destination country for human traffickers. Earlier this year, credible sources reported that young Kosovar women and girls were lured or abducted from refugee camps in Albania during the crisis, and then sold into prostitution in western countries such as Italy, Belgium, and the United Kingdom. Since the return to Kosovo, local NGOs have reported several instances of young women and girls from rural areas being abducted or recruited by possible traffickers believed linked to Albanian criminal groups. In the last several months, trafficked Kosovar women and girls have been found in Belgium and the United Kingdom. In September, 1999, IOM reported four cases involving young women trafficked to Kosovo through Serbia. Both were only 15 years old.

A first step in preventing trafficking is to raise the awareness of potential victims and their communities to the risks of trafficking and the recruitment methods used by traffickers. In areas where people are desperate and opportunities are low, experience shows that general warnings of the dangers of migration are not enough. Women need to understand how traffickers work and how to evaluate recruitment offers. They also need information on how to protect themselves and who to turn to for help, should they become victims of traffickers.

Activities:

- Identification of target communities and international and local partners
- Development and distribution of leaflet in local language targeted at young rural women and their communities, alerting them to the risks of trafficking and illegal migration and providing contact numbers to request information, report suspected activity, or seek help abroad
- basic training and information resources for local women's NGOs to enable them to pass on information to others
- information sessions with local women and community leaders, including information on requirements for legal travel and work and how to evaluate job offers

Financial Implications:

Estimated cost for leaflet is 2000 Euros for development, printing and distribution costs; plus 10,000 Euros for training and information sessions, depending on number of communities involved.