



Review of the Norwegian Ministry of Foreign Affairs Portfolio on Human Trafficking

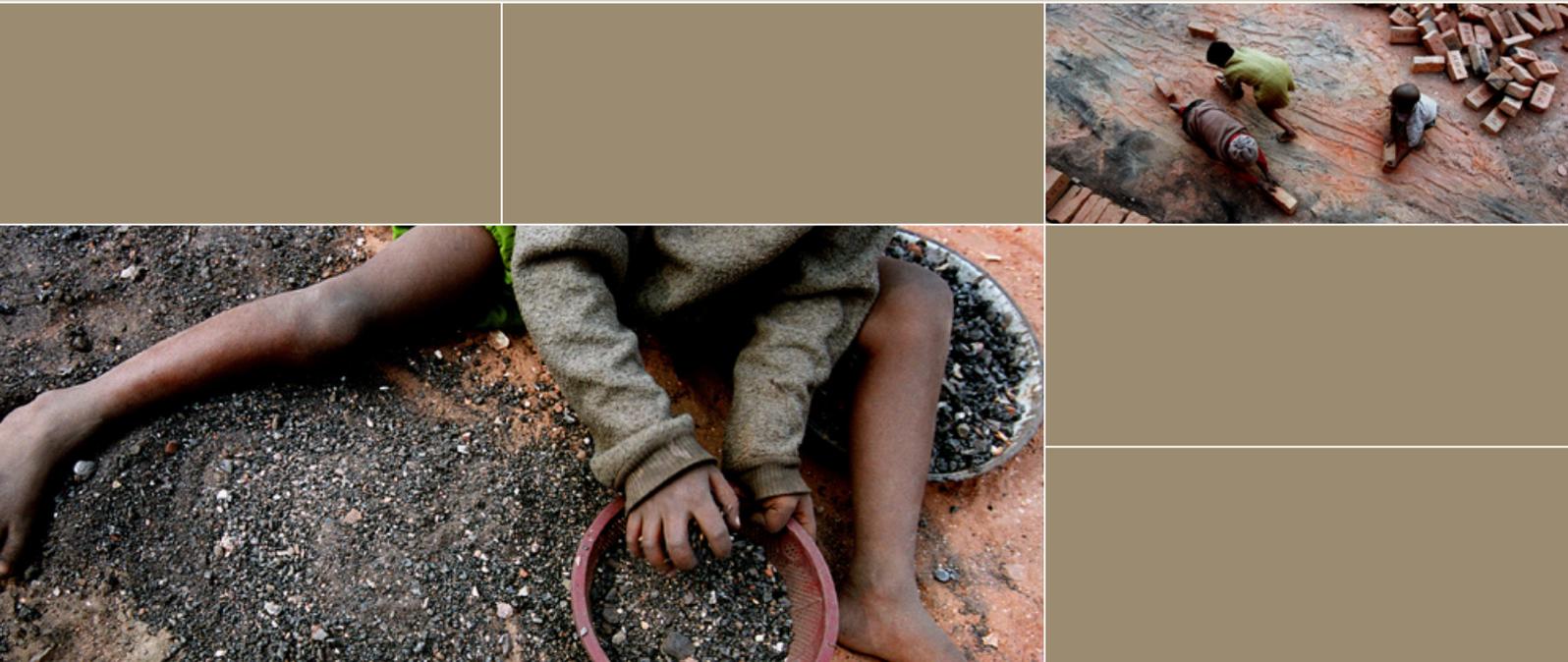


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Unsafe Traffic

Mapping of International Trends
in Human Trafficking

Part 1

Stop Human Trafficking!

Desk study of the Norwegian
Ministry of Foreign Affairs Portfolio
on Human Trafficking 2000–2010

Part 2

Shady Traffic

Review of the Portfolio Supported
by the Norwegian Ministry of Foreign
Affairs on Combating Trafficking
in Human Beings

Part 3

Background

Since 2000, the Norwegian Ministry of Foreign Affairs (MFA)¹ has supported projects and programmes aimed at combating human trafficking. A total amount of approximately NOK 252 million is allocated and planned for combating human trafficking in the period 2000-2010². This financial support is provided in accordance with the Government's current interdepartmental action plans against human trafficking during the period³ where MFA has special responsibility for the prevention of trafficking, and the reintegration of victims.

In January 2008, MFA requested Norad to conduct a review of efforts against trafficking. The main purpose of the review is to gain knowledge and document the results and experiences that have happened as a result of MFA funded human trafficking efforts. There is also a desire to combine with this an examination of the Foreign Ministry's efforts in the wider international context, and to study, in more depth, the profile of the current project portfolio of human trafficking⁴.

The review is divided into three parts:

1. Unsafe traffic - Mapping of International Trends in Human Trafficking

This report is a literature review that gives an introduction and overview of human trafficking issues and details international trends and statistics. It summarizes lessons learned from efforts against human trafficking to date.

2. Stop Human Trafficking! Desk study of the Norwegian Foreign Ministry's portfolio on human trafficking 2000-2010.

The report assesses the project portfolio's total profile, particularly in relation to the Government's action plans to combat human trafficking for the period 2003-2009. The report also looks at the evaluations and reviews of Norwegian funded projects being undertaken, and at the results they point to.

3. Shady Traffic. Review of the portfolio supported by the Norwegian Ministry of Foreign Affairs on combating trafficking of human beings.

Based on the two previous reports, which showed that there has been limited documentation of results and experiences, Norad decided to do a separate external review. A selection of projects in the Western Balkans is reviewed by the Christian Michelsen Institute. This review considers the projects with the emphasis on results, experiences and applicability of lessons learned for other regions.

¹ Includes Norad and the Embassy.

² Ministry of Foreign Affairs' Annual Report on Human Trafficking 2007.

³ The Government's action plan against trafficking of women and children 2003-2005, the Government's action plan against human trafficking 2005-2008, the Government's action plan against human trafficking 2006-2009 "Stop human trafficking".

⁴ Trafficking projects supported through various budget posts and from different sections and embassies.

Unsafe Traffic

Mapping of International Trends in Human Trafficking

Part 1: Review of the
Norwegian Ministry of Foreign Affairs
Portfolio on Human Trafficking

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Nord/Sør-konsulentene
2008

Contents

Summary	4
1. Definitions and legal framework	7
1.1 Legal framework	7
1.2 Monitoring mechanisms	7
1.3 Definitions	8
1.4 The framework in light of Human Rights	8
2. Statistics and data	9
2.1 Different forms of human trafficking	9
2.1.1 Geography	10
2.3 Who is vulnerable to human trafficking?	12
2.4 Profit from human trafficking	12
3. Trends and actors in the last 5-10 years	13
3.1 United Nations	13
3.1.1 United Nations Office on Drug and Crime (UNODC)	14
3.1.2 United Nations Children's Fund (UNICEF)	15
3.1.3 United Nations High Commissioner for Refugees (UNHCR)	15
3.1.4 United Nations Development Fund for Women (UNIFEM)	15
3.1.4 International Labour Organization (ILO)	16
3.2 Regional actors	17
3.2.1. The Council of Europe	17
3.2.2. Association of Southeast Asian Nations (ASEAN)	17
3.2.3 Economic Community of West African States (ECOWAS)	18
3.2.4 The Organization for Security and Co-operation in Europe (OSCE)	18
3.3 National actors	19
3.3.1 USA	19
3.3.2. Danida, Danish International Development Aid	20
3.2.3 Sida, Swedish International Development Cooperation	20
3.4. Civil society/non-governmental organizations	21
3.4.1. The International Organization for Migration (IOM)	21
3.4.2. Other non-governmental organizations	22
4. Lessons learned in the fight against human trafficking	23
4.1. Limitations	23
4.2. General experiences	23
4.3. Prevention	23
4.3.1. Measures to restrict demand	25
4.4. Protection and reintegration	26
4.4.1. Return and reintegration	27
4.5. Prosecution	27
4.5.1. Investigation based on the identification of victims	28
4.5.2. Proactive investigation – following the money	29
4.6 Themes that Norwegian trafficking work does not cover	29
4.6.1 The gender dimension: Men as a target group	30
4.6.2. Forced labour	30
4.6.3. Organ trading	31
4.6.4. Latin America	31
4.6.5 HIV and AIDS	32
4.6.6. War and conflict situations	32
5. Conclusion	33
Literature list	34
Appendix	36

Summary

This part provides the reader with an overview of the main issues regarding human trafficking. It deals with definitions and the legal framework, statistics, central actors, and the experiences and results which have been concluded on human trafficking, to date. This mapping of international trends and actors is not a complete mapping of human trafficking, but must rather be seen as an introduction to the topic.

Statistics and extent of human trafficking

There are significant challenges associated with the use of statistics on human trafficking. Central actors such as USA, ILO, IOM and UNODC each have their international databases on human trafficking. The databases are difficult to compare due to the different definitions used, and unclear distinctions made between trafficking, smuggling and illegal immigrants. Transferability is also often poor because the data comes from a number of selected programmes and organizations.

According to research from the USA¹, about 800,000 people cross national borders every year as a result of trafficking. ILO has made an estimate of human trafficking in the period 1999 to 2004 with a geographic distribution. Asia with the Pacific is the region which is most exposed with a total of 1.4 million victims. The estimate shows that sub-Saharan Africa is the region with the fewest number of victims. Worldwide, this amounts to about 2.5 million people during this period (see table 2 in annex). Women and girls make up approximately 80% of victims and children make up 40-50% of the estimated victims in the databases of the United States, the ILO and UNODC.

Central actors

Trafficking takes place across national boundaries and work against human trafficking must be done both nationally and internationally. The UN System has a central role here, particularly UNODC, but also UNHCR and UNIFEM do important work in their areas. The UN System prepares the international frameworks to which the international community must relate. Conventions, declarations, protocols, principles and policies are important for regional and national policy development and for collaboration across borders.

Various regional actors including the Council of Europe, OSCE, ASEAN and ECOWAS, draft regional conventions and action plans. This is important for criminal prosecution, creating awareness and establishing networks which exchange knowledge and experiences regionally.

IOM is a particularly central player in the fight against human trafficking. IOM is an intergovernmental organization that participates in the area of migration, including human trafficking. There are also many NGO's working against human trafficking.

Results and experiences

There are only a limited number of evaluations on human trafficking, and therefore, there is uncertainty about the impact that can be attributed to the work. Work against human trafficking is often divided into three main categories:

¹ US Department of State. *Trafficking in Persons Report 2007*.

Prevention

Relatively little has been done in terms of evaluating preventive measures against human trafficking; hence, there is uncertainty about their effectiveness. Poverty is often seen as the main reason why people become victims of trafficking, but the reason is more compound, complex and individual. Acute economic crisis increases the vulnerability; in addition, victims of trafficking often come from broken or dysfunctional families and are already exposed to violence.

The most common strategy used for the prevention of human trafficking is information campaigns aimed at young people or parents. These often have as their point of departure the assumption that the target group is unaware of the dangers involved in human trafficking. They do not take into consideration the possibility that some choose to take that risk, or allow themselves to be exploited because the potential financial gain is still greater than that in their home country. Moreover, many information campaigns do not taken into account that victims are often recruited by close relatives and acquaintances, but focus instead, on the idea that recruitment is done by those unknown to the victim. Income generating measures, which are the other key strategy in prevention efforts, have rarely been shown to generate sufficient increased revenue to discourage people trying their luck in other countries.

Protection

There is a great need for more knowledge about the challenges that victims of trafficking face. Studies show that many do not avail themselves of the services that exist². The reasons are many and individual. The situation is often very chaotic when trafficking victims come into contact with help mechanisms. It is important to build trust and provide good, realistic information about what is being offered and about women's rights. Refusal to seek assistance may be financially motivated or linked to fear of stigmatization.

The return of the victims has often occurred without adequate risk assessment in advance. The situation that caused the individual to want to travel in the first instance is often unchanged and many end up becoming victims of trafficking again. Some are also involved in the recruitment of other girls. This may be a way to escape debt to traffickers or a way to get out of prostitution itself. Return and family reunion is not always a good thing when many are recruited to human trafficking by family members, or have been subjected to abuse by relatives. The fear of stigmatization stops many victims and their families from using help mechanisms.

Prosecution

Rapid identification of victims, and safeguarding of victims human rights, is important in connection with the criminal prosecution of traffickers. Identification of victims of trafficking, however, is difficult. It can be a challenge to distinguish trafficking victims from other illegal migrants. In some countries, border police and immigration authorities have developed criteria for identifying victims. These have often proved to be over simplistic and stereotypical and, in certain cases, have resulted in the discrimination of larger groups of people. Many do not even want to be identified as victims of trafficking. The reasons for this can be many: fear of traffickers, fear of deportation before they have earned enough money, or lack of trust in help mechanisms.

² Brunovskis et. al. (2007) Leaving the Past Behind? When victims of trafficking decline assistance, FAFO

Conclusion

One of the most important challenges in the fight against human trafficking is the complexity and need for a holistic approach. A particular challenge is that key actors have differing understandings of concepts and definitions. This leads to, among other things, varying and non-comparable statistics. Increased cooperation and the uniform operationalization of definitions are called for. There is, therefore, still a great need for more knowledge, research and evaluation of human trafficking.

1. Definitions and legal framework

There has been a significant increase of attention on human trafficking in recent years. Media, politicians, authorities and organizations all over the world talk about fighting trafficking. But do they speak the same language? It appears that understanding of concepts about human trafficking varies widely, much of the legal framework is relatively new and interpreted in different ways, and there are ongoing ideological discussions about different approaches of initiatives to combat human trafficking.

1.1 Legal framework

The UN **Convention against Transnational Organized Crime**, from 2000, aims to improve international cooperation to combat crime. In connection with this convention, two additional protocols have been formulated; one protocol applies to people smuggling and the other to human trafficking. The latter is the UN **Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children** (the **Palermo Protocol**). This is the most important international instrument for the work against trafficking.

There are a number of other global conventions and frameworks that deal with aspects of the various forms of human trafficking, including ILOs **Convention No. 182 Worst Forms of Child Labour** and **No. 29 Forced Labour Convention** related to the ILOs **Declaration on Fundamental principles and Rights at Work**, The **Convention on the Rights of the Child, Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography** (2000), and the **Convention on the Elimination of All Forms of Discrimination against Women** (1979). A number of other international standards and human rights instruments such as the **Universal Declaration of Human Rights**, constitute a further backdrop for efforts to combat human trafficking.

Frameworks are also developed regionally, such as the Council of Europe's **Convention on Action against Trafficking in Human Beings**. While the UN protocol focuses on the criminalization and prosecution of traffickers, this Convention obliges states in a greater degree to protect victims and their human rights. The new Convention applies to both national and cross-border trafficking. Examples of other regional frameworks are ASEAN's **Declaration Against Trafficking in Persons Particularly Women and Children** from 2004, and the **Economic Community Of West African States' (ECOWAS), Initial Plan of Action against Trafficking in Persons** (2002-2003).

Matters relating to human trafficking are increasingly incorporated into national and local legislation.

1.2 Monitoring mechanisms

UNODC has developed a series of guidelines for integration of the Convention and protocols into national legislation and international cooperation. Monitoring of the implementation of international instruments is low, however, and the implementation of measures is largely up to individual countries. The Council of Europe's **Convention against human trafficking** is especially important because it has established its own monitoring mechanism, **GRETA**, to ensure that countries meet their obligations. **GRETA** will also provide advice to countries on

the implementation of initiatives to combat human trafficking. The monitoring mechanism will be put into effect by 1 February 2009.

1.3 Definitions

The Palermo Protocol contributed towards the development of an international consensus on the understanding of human trafficking. Article three of the protocol defines the term trafficking. This definition is used by the majority of central actors in the field, with the exception of the USA, which employs a more narrow definition. In spite of a unifying definition, there is plenty of room for different interpretations of terms like "exploitation" and the misuse of others like "vulnerable position", as such, different views arise on what human trafficking really means³. Disagreement about what sexual exploitation means or how to define a victim, causes difficulties in collecting uniform and comparable statistics, because the basis for data collection varies from country to country and from one actor to another. The use of differing definitions has an effect on policy development, and may impact negatively on work in combating human trafficking. Researchers call for the common operationalization of definitions and concepts related to human trafficking.

1.4 The framework in light of Human Rights

The design of the UN Protocols in 2000 occurred in light of the concern for illegal migration among the industrialized countries⁴. According to GAATW, the Palermo Protocol was initiated among the UN agencies concerned with international crime, and therefore, the protocol has a greater focus on adapting legislation to combat human trafficking rather than a human rights perspective. The protocol specifies three categories of action to combat human trafficking. The first category deals with detection and prosecution of traffickers, and is mandatory for states which have ratified the protocol. In the case of protection measures for people who are vulnerable to trafficking and their human rights, the wording is significantly weaker, with formulations such as "where it is possible under the applicable national legislation". Critics argue that the framework for combating human trafficking has contributed little for those who are vulnerable to trafficking, caused great harm to migrants through measures which restrict their right to travel wherever they wish, and contributed to the stigmatization of female migrants. It is argued that the states behind the Palermo Protocol, place a larger emphasis on stopping the transfer of people, than on the actual prevention of exploitation occurring. The Council of Europe's Convention has a stronger human rights focus, and demands that ratifying countries have a rights-based approach to all work against trafficking.

³ Tyldum et. al. (2005) – Taking Stock, A review of the existing research on trafficking for sexual exploitation, FAFO.

⁴ Global Alliance Against Traffic in Women (2007) Collateral Damage – The Impact of Anti-Trafficking measures on human Rights around the World.

2. Statistics and data

The USA, ILO, IOM and UNODC hold international databases on human trafficking. Their findings, therefore, constitute the basis for the report's overall data⁵.

There are significant challenges when using statistics on human trafficking. Some of the reasons include that databases are difficult to compare because they are based on different definitions and interpretations of human trafficking, human smuggling and illegal immigrants. Transferability of the data is also limited because the data comes from a number of different programmes and organizations.

The USA and UNODC recognizes only victims who have crossed borders. With a focus on criminal prosecution, including a sound international legal framework, such a demarcation can make it easier to classify who has been exposed to trafficking. The ILO and IOM, on the other hand, also consider victims who have been subject to trafficking within a country. This is important for their work which takes its point of departure in protection and prevention.

Lack of available and reliable data is a major problem. This is because few countries collect data and capacity for the collection and systematic analysis is low. In addition, victims are often afraid to seek help and are therefore not registered. This hampers legal prosecution, which is largely based on witness accounts. Therefore, few cases end up in the justice system. Estimates may also be based on certain reported victims, who are not necessarily representative. For example, the focus on women and children in prostitution leads to under-reporting of other forms of trafficking.

The United States Government Accountability Office (GAO), emphasize that their own data material is fragmented. They believe that the IOM is more systematic, even though the IOM only has data from the countries where it has offices. IOM's database is the only one which has obtained information from victims themselves, while UNODC also maps the main routes used in human trafficking.

2.1 Different forms of human trafficking

Statistics on the different forms of trafficking are not always transferable, see table 1 in the appendix. This is due to different ways of defining and calculating the data. UNODC registers victims who have been exposed to multiple forms of human trafficking; ILO puts them in a separate category, while UNODC and the USA do not record this.

Data on the organ trade is difficult to obtain, (see section 4.6.2). This may be due to the greater focus on prostitution than on other forms of human trafficking such as forced labour, organ trading, begging, forced marriage, illegal adoption, and military recruitment⁶. Women are the group that has proven to be the easiest to register, and thereafter, children. This may explain why human trafficking, for the purpose of prostitution, is best mapped.

The factors which make people vulnerable to trafficking are complex and depend on local conditions. Lack of travel documents and money are some factors which make people

⁵ GAO *Human Trafficking: Better Data, Strategy, and Reporting Needed to Embrace U.S. Anti-trafficking Efforts Abroad*, 2006.

⁶ UN.GIFT *Human Trafficking: An Overview*, 2008.

dependent on traffickers. The vulnerability increases if the victim resides illegally in a country.

There is even less information to be found about traffickers than there is about the victims. It is known however that traffickers have different functions. They recruit, transport, falsify, bribe and supervise. Organized crime is also heavily involved in trafficking. Statistics⁷ on court cases show that traffickers run little risk, since investigation very rarely leads to conviction or high penalties.

2.1.1 Geography

According to research from the USA⁸ about 800,000 people cross national borders every year as a result of trafficking. ILO's analysis of human trafficking for the period 1999 to 2004 is based on geographical distribution. Asia, with Pacific, is the region which is most exposed with a total of 1.4 million victims. The estimate shows that sub-Saharan Africa has the fewest number of victims. Worldwide, this amounts to approximately 2.5 million people during this period (see appendix table 2).

Victims are recruited or kidnapped in their homelands, transported to a transit country, thereafter, to be exploited in the destination country. The same process is experienced by victims of human trafficking within a country boundary⁹. The pattern is clear; victims of trafficking come from the poor countryside and end up in cities. Thereafter, the journey continues to other areas where they are exploited. Activities, both in the country of origin, and recipient countries, are marked by organized crime. Persuasion methods and transport methods used by traffickers varies¹⁰.

Some countries are both source and recipient countries, (see map below). These comprise, among others, the Baltic countries, India, Pakistan, China and Thailand. Key countries and regions of origin are Nigeria, Russia, Eastern Europe and South East Asia. Italy, Poland, Albania and Thailand are important transit countries, while the United States, Italy, Greece, Germany, South Korea and Thailand are key recipient countries. (See attachment with a map of the source, transit and receiving countries).

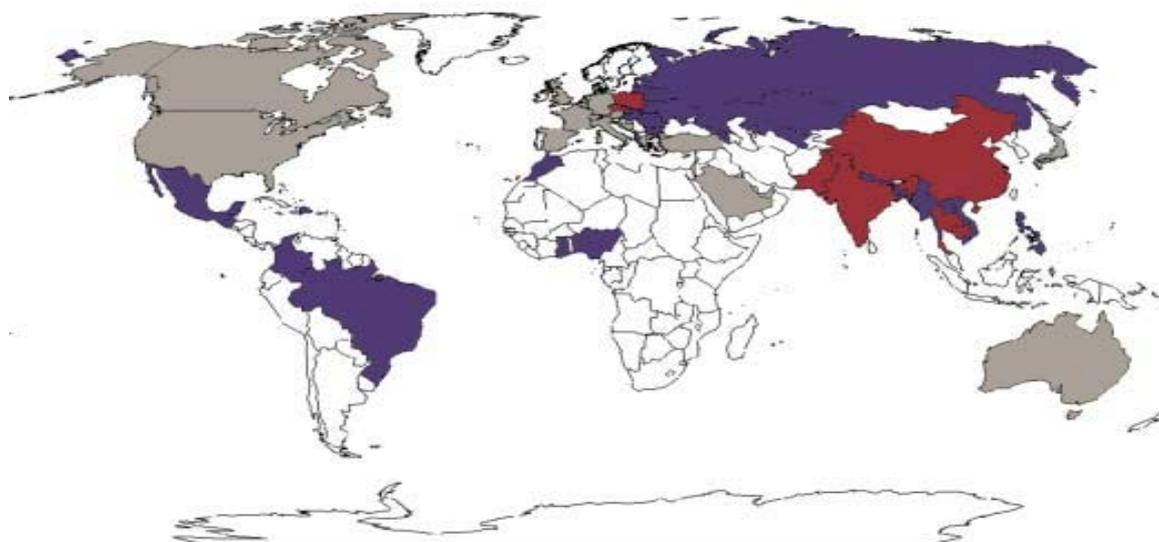
⁷ US Department of State, *Action To End Modern-Day Slavery, 2008 Trafficking in Persons Report*, 2008.

⁸ US Department of State. *Trafficking in Persons Report 2007*.

⁹ UN.GIFT *Human Trafficking: An Overview*, 2008.

¹⁰ UNODC, *Trafficking in Persons: Global Patterns*, 2006.

Map of important countries that are source and recipient countries for human trafficking¹¹



GREY Major recipient countries, PURPLE Major source countries, RED Both source and recipient countries

Latin America

Latin America is mainly a source of victims, but also several countries act as transit and recipient countries, (see attached map). Development of regional cooperation to counter this trend is therefore necessary. The main trend has been women and children in prostitution, but forced labour is a large and growing problem in the region¹².

West and Central Africa

The region is characterized by conflict, political unrest, weak government structures and environmental disasters, which mean that vulnerable groups, such as women and children, are particularly exposed to trafficking. Trafficking within national borders is prevalent in several countries. The trend shows that children are particularly vulnerable to forced labour. Women and girls are a vulnerable group who are exposed to trafficking in prostitution, both within and outside the region¹³.

East Africa

The trend in East Africa is the recruitment of girls into domestic work, prostitution, industry in export zones and forced marriage. Boys are subject to forced labour in agriculture, fishing, cattle herding and criminal activity. Particularly vulnerable are orphans who are recruited into military groups¹⁴. UNICEF has also reported an increase of child prostitution.

South Asia

South Asian countries are characterized by within country border human trafficking, especially of women and children for prostitution. Several countries in the region are marked by conflict, poverty and unemployment; this increases vulnerability. The spread of HIV/AIDS

¹¹ UNODC, *Trafficking in Persons: Global Patterns*, 2006.

¹² UN.GIFT *Report on Challenges to the Implementation of the National Plan of Action against Trafficking in Persons*, 2007.

¹³ UN.GIFT *Report on Trafficking in children for their use in armed Conflict*, 2007.

¹⁴ UN.GIFT *Report Vulnerabilities of Conflict and post-conflict countries*, 2007.

is also linked to human trafficking in the region. Victims who are transported internationally often end up in the Middle East.

South East Asia

South East Asia, as the above map shows, is a source region for victims of trafficking, mainly for prostitution in other Asian countries¹⁵.

2.3 Who is vulnerable to human trafficking?

Analysis¹⁶ of data from 7,711 victims of trafficking, who were in contact with the IOM between 1999 and 2005, shows that 85% were promised work as waiters, domestic workers or in entertainment. In all, 10% said that they knew that they would work as prostitutes. Half of the victims were unemployed, but almost all had work experience from their home country. 66% reported that they were single; nevertheless 80% lived with family.

IOM also compiles statistics on victim experiences. Most had been forced to carry out activities against their will, and half had been subjected to physical violence and deprivation of liberty. 81% of victims had been involved in prostitution, 14% in forced labour and 5% had been exposed to both, or another form of exploitation.

In terms of gender, there is a majority of women and girls, about 80%. The databases are ambiguous regarding gender distribution of children and the age of girls when they become included in the category of women. Children constitute 40-50% of the estimated victims in USA, ILO and UNODC databases. Of victims with whom IOM has contact, only 13% are children. This may indicate that children, as a group, are difficult to capture or that they use other services.

2.4 Profit from human trafficking

Profits from trafficking are large, (see table 3 in appendix). After weapons trading and narcotics, human trafficking is considered to be the third largest in the world. ILO's estimates of world profits show that half of the total of 31,654 billion dollars a year is earned in industrialized countries.

¹⁵ UNODC *Trafficking in Persons Report*, 2007.

¹⁶ GAO *Human Trafficking : Better Data, Strategy, and Reporting Needed to Embrace U.S. Anti-trafficking Efforts Abroad*, 2006.

3. Trends and actors in the last 5-10 years

This chapter presents a selection of the most important actors working against trafficking and provides an overview of some of the work being done in relation to prevention, protection and criminal prosecution to combat human trafficking. The sections are divided up into actors within the UN System, regional and national and non-governmental organizations and their mandates and activities.

Trafficking, characterized by international networks of organized crime and the fight against human trafficking, must therefore take place both on a national and international level. The UN System has a central role with UNODC in a leadership position for this work. UN.GIFT is also important in addition to UNHCR and UNIFEM, and these are also described below since they have an active and central role in the fight against human trafficking within the UN System. The UN System prepares the international frameworks in accordance with which the international community must conduct itself. Conventions, declaration, protocols, principles and policies are important for regional and national policy development and for collaboration across borders.

Various regional actors are the UN System's extended arm and are also important partners in this work. They draft regional conventions and action plans, and organize seminars and conferences. This is important for criminal prosecution, creating awareness and establishing networks for knowledge and exchange of experiences regionally. In addition to OSCE, there are three regional participants; The Council of Europe, ECOWAS and ASEAN.

The number of national participants is limited to Norway's Scandinavian partners, Danida in Denmark, Sida in Sweden, and the U.S. State Department which, in addition to working nationally, carries out much of the international mapping work with the yearly TIP report.

There are many NGOs working to combat human trafficking. UNODC has 2,000 NGOs registered in its database, while UN.GIFT has 17 NGO partners. Apart from the IOM, which is an intergovernmental organization, the selected organizations are limited to a brief mention of a few NGOs which are recurring partners for the international actors.

3.1 United Nations

Within the UN System, UNODC has overall responsibility for work to combat human trafficking, and the main responsibility for follow-up of the Palermo Protocol, the operation of UN.GIFT, an international information database, as well as regional and national research. The main focus of UNODC's work is criminal prosecution, while ILO, UNHCR, UNICEF and UNIFEM focus on prevention and protection. These agencies also have a more clearly defined target for their work; ILO safeguards workers' rights, UNHCR's mandate is to prevent refugees becoming vulnerable to human trafficking, UNICEF focuses on child protection and safety, and UNIFEM addresses women's rights.

Similarly to UNODC, ILO produces an international information database.

3.1.1 United Nations Office on Drug and Crime (UNODC)

Criminal prosecution

UNODC is mandated to combat international crime, and follows-up the Palermo Protocol through the Global Programme against trafficking in human beings. By 2008, more than 110 countries had signed and ratified the protocol, but implementation has been difficult.

Data collection and analysis as the basis for policy development, forms an important area for UNODC. In 2002, UNODC established its *Trafficking Database*, which systematically maps trade routes and records data about the victims of trafficking as well as traffickers. The report *Trafficking In Persons: Global Patterns* from 2006, is based on this database. It identifies 127 source countries, 98 transit countries and 137 destination countries. The report was the first of its kind that attempted to provide a comprehensive overview of human trafficking. It states that different forms of human trafficking takes place in most countries, and that in some countries activities are more widespread (see attached map).

Few criminals are convicted, and the vast majority of victims are never identified or helped. Criminal prosecution of human trafficking is therefore an important starting point for the organization's work. The UNODC Global Programme Against Trafficking in Human Beings (GPAT) assists countries to formulate laws, strategies and implement work. This includes professional training and support for building expertise in the field, and practical tools for investigation and prosecution. UNODC has prepared guidelines for, and training of the police, public prosecution and judges. In 2006 they published a *Toolkit to Combat Trafficking in Persons* which provides practical help to the authorities, politicians, police and NGOs in terms of how they can work more effectively to combat human trafficking. The toolkit includes checklists and techniques for identifying victims, in order to help and prevent re-exposure to human trafficking.

UN.GIFT

Since 2007, UNODC has operated UN.GIFT (Global Initiative to fight human trafficking) in cooperation with the International Labour Organization (ILO), the International Organization for Migration (IOM), the United Nations Children's Fund (UNICEF) and the Organization for Security and Cooperation in Europe (OSCE). UN.GIFT's objective is to implement the Palermo Protocol. To obtain more knowledge on human trafficking, UN.GIFT arranges regional conferences; the latest being the Vienna Forum to Fight Human Trafficking, in February 2008, which hosted participants from 116 countries. The objective of these conferences is to focus on the different forms of human trafficking, in addition to creating networks between governments, international and national organizations, the private sector, civil society and media.

Prevention

In the case of prevention, UNODC produces television and radio adverts in many different languages to caution against the dangers of trafficking. UNODC also campaigns with NGOs which distribute information to victims and potential victims. Increased awareness among politicians, legal systems and civil society is also important for UNODC's work in prevention. Another measure is the Corporate Apprenticeship programme, in which victims of trafficking receive work training in businesses; this proves helpful in securing a job at a later date.

3.1.2 United Nations Children's Fund (UNICEF)

Criminal prosecution

Similarly to UNODC, it is important that UNICEF focuses on legislation to protect children against trafficking, both in order to criminally prosecute perpetrators, and also to strengthen advocacy work. UNICEF works towards more countries ratifying international laws against all forms of exploitation, as well as entering into bilateral agreements for cross-border cooperation. UNICEF's Innocenti Research Centre is important for this work. It operates the Child Trafficking Research Hub (www.childtrafficking.org) and undertakes data collection, analysis and method development in conjunction with research on child trafficking. The internet site is aimed at international researchers, policy developers, and staff working to prevent child trafficking.

Prevention

UNICEF believes lack of equality to be a contributing factor in human trafficking. The organization works on changing attitudes and traditions which accept the purchase of sexual services of children, use of children as domestic workers, and that families send children away as a strategy of survival during times of conflict or crisis. The Handbook¹⁷ from 2005 is prepared in cooperation with the Inter-Parliamentary Union. This book provides politicians with advice on ways to combat trafficking of children, for example, laws, policies and advocacy work.

3.1.3 United Nations High Commissioner for Refugees (UNHCR)

Prevention

UNHCR works primarily in the area of prevention and against child trafficking. The organization works to prevent refugees from being subjected to human trafficking. This is done by registering people who are in a particularly vulnerable situation. It is also important to trace and reunite families and to register births in order to avoid statelessness. The right to work and education are key areas of UNHCR's work for refugees and for stateless peoples' rights. Research in this field is essential, and UNICEF is an important partner in order to be able to develop good interventions. In 2006, UNICEF produced a report¹⁸ about victims' experiences, violation of human rights, international protection and the respective countries' obligations.

3.1.4 United Nations Development Fund for Women (UNIFEM)

Prevention

UNIFEM work against human trafficking is mainly preventive and exists as part of their work aimed at combating violence against women. In 2002, UNIFEM prepared a tool¹⁹ which considers human trafficking from a gender and rights perspective. UNIFEM has worked in cooperation with IOM since 2003. UNIFEM and UNDP also work closely; in 2006, they arranged, among other things, a conference on *High Level Regional Consultation on Trafficking in Persons and HIV/AIDS*, in Nepal.

¹⁷ UNICEF *Combating Child Trafficking: Handbook for parliamentarian*, 2005.

¹⁸ UNHCR *Combating Human Trafficking: Overview of UNHCR Anti-Trafficking Activities in Europe*, 2006.

¹⁹ UNIFEM *Trafficking in Persons: A Gender Rights Perspective: Briefing Kit*, 2002.

UNIFEM, UNICEF, ILO and UNODC assist regional organizations and national authorities in the development of conventions, laws and action against human trafficking, including lobbying work, networking and capacity building.

In order to work effectively, one is, as mentioned above, dependent on a knowledge base. UNIFEM is therefore concerned with conducting analyses of the legal system, supporting qualitative and quantitative research and documenting good initiatives in this area. An example of this is UNIFEM's support to the establishment of the *National Legal Professionals' Colloquium*, a national network of over 2000 lawyers working against violence, trafficking and HIV/AIDS in India, Nepal and Bangladesh. The Independent Charitable Center for Sexual Assault Recovery (SYOSTRI) also received support from the *UN Trust Fund to End Violence against Women* for its project "*Trafficking in the CIS*" (story reprinted from *A Life Free of Violence Is Our Right! The UN Trust Fund to End Violence Against Women*), in 2003.

3.1.4 International Labour Organization (ILO)

Prevention

ILO is unique in the UN System with its three part structure in which employers and employees participate on equal terms with the authorities. According to ILO, legal labour and access to markets is a prerequisite for combating human trafficking. ILO argues, therefore, that the legalization of prostitution is important both for prostitutes and customers (see section 4.3.1).

As with UNIFEM, the main activity is aimed at preventative work, with a focus on child trafficking. ILO also highlights gender equality as essential for success in this area.

ILO's biggest initiatives are in the South East Asia region. In 2003, through the International Programme on the Elimination of Child Labour (IPEC), ILO launched a project to prevent trafficking of women and children in the Greater Mekong Sub-Region (GMS). *The Mekong Sub-Regional Project to Combat trafficking in Children and Women (TICW)* cooperates with other UN agencies, Save the Children UK, other non-governmental organizations, governments, and employer and employee organizations. The *Mekong Youth Forum* in Bangkok, and the *Mekong Women's Forum* held in Hanoi in 2007, formed a part of this project.

Protection

ILO assists victims of trafficking with psychosocial counseling and trauma treatment. '*Good trafficking Prevention Practices*' begun in Thailand in 2007, is a 3 year programme to combat child labour, and to help women who return after having been subjected to trafficking. ILO has also developed a guide²⁰ for workers, young girls from Myanmar, Laos and Cambodia who seek work in Thailand.

²⁰ ILO "*Travel Smart - Work Smart Guides*" for Foreign Migrants Seeking Work in Thailand, 2007.

3.2 Regional actors

3.2.1. The Council of Europe

The **Council of Europe** is an international organization with 47 member states with 800 million inhabitants in and around Europe (five Asian countries are admitted as members: Armenia, Azerbaijan, Georgia, Cyprus and Turkey). The organization works mainly in promoting democracy, human rights and legal sector development in member countries. The Council of Europe has drawn up its own convention; the Convention on Action against Trafficking in Human Beings, and the monitoring mechanism GRETA.

Prosecution

The Council of Europe focuses on criminal prosecution through strengthening human rights, parliamentary democracy and rule of law in member countries. The Council is most active in Eastern Europe. In 2002, The Council of Europe started its LARA project, the aim of which is the criminal prosecution of traffickers and the promotion of victims' human rights in South East Europe, in line with the Council's own action plan²¹ and the Palermo Protocol. This measure is a supplement to the UN Convention against Transnational Organized Crime. In addition, in 2008, The Council of Europe created a website against organized crime, of which human trafficking is one of six areas²².

Protection and prevention

One objective of the Council of Europe's work, in relation protection and prevention, concerns initiatives for vulnerable groups. In 2007, the Council for Europe held an international conference on Romani women's rights. The conference was a collaboration between the Romani Women's Networks, The Swedish Ministry of Integration and Gender Equality, and the European Union Agency for Fundamental Rights.

The Council also aims to raise awareness among authorities, politicians, NGOs and civil society about human trafficking as a growing problem, and to discuss solutions. The European Council is one of the few actors that have taken up the theme of organ trading; in 2007, the Council's Deputy Secretary General took up the theme at the UN's 27th special session on children. In collaboration with the United Kingdom Home Office, they organized an international seminar in 2007 on practices to protect victims and their rights. The theme for the conference involved identifying ways to expose human trafficking that also avoid victims being treated as illegal immigrants, prostitutes or workers without residence permits²³.

3.2.2. Association of Southeast Asian Nations (ASEAN)

Prosecution

ASEAN is a South East Asian cooperation organization that works for collaboration on economic and political issues in the region; it has ten member states.

²¹ The Recommendation n° R (2000)11 of the Committee of Ministers of the Council of Europe on action against trafficking in human beings for the purpose of sexual exploitation.

²² www.coe.int/TRAFFICKING

²³ www.coe.int

ASEAN focuses on criminal prosecution and has created a working group for this purpose. In cooperation with the AusAID-project Asia Regional Cooperation to Prevent People Trafficking (ARCPPT), ASEAN works to strengthen criminal prosecution of human trafficking in the region. ASEAN has also developed a guide²⁴ designed to be used by the authorities, and has established a specially trained investigation team: Anti-Trafficking Specialist. An important part of the project involves training investigators, public prosecutors and judges. ASEAN cooperates with the USA on a pilot project on the collection of reliable data, in order to develop effective measures against trafficking.

3.2.3 Economic Community of West African States (ECOWAS)

Prosecution

ECOWAS is an economic cooperation organization of the West African countries. The organization was created in 1975 and originally aimed to establish a free trade zone in West Africa. Eventually, the organization became an organ for political and economic cooperation. However, ECOWAS has also incurred a reputation for cruelty and corruption, plunder of property, armaments of local militia groups and the act of summary executions. Human rights organizations have directed criticism against ECOWAS, and both the UN and the American Foreign Ministry have noted this²⁵.

Like the Council of Europe and ASEAN, ECOWAS has a special Trafficking in Persons Unit, a declaration, and an action plan against human trafficking. The declaration emphasizes criminal prosecution, increased control of trafficking in the region and the importance of children as a vulnerable group. UNODC assists ECOWAS with the implementation of the action plan and has developed a manual²⁶.

3.2.4 The Organization for Security and Co-operation in Europe (OSCE)

Prosecution

The OSCE aims to prevent conflicts in and around Europe. The UN security policy forms the basis for OSCE work. OSCE aims to strengthen member countries' efforts when it comes to criminal prosecution for human trafficking. The organization has created a separate department to strengthen efforts and coordinate with other international actors in the field. The department supports the preparation and implementation of legislation against human trafficking. In 2004, a handbook²⁷ was developed as an important initiative in this work. The handbook is a tool as to how to develop and implement structures that prosecute traffickers, and provides support to victims. A follow-up manual to the handbook was published in 2007²⁸.

The OSCE is concerned with forming networks and cooperating on a regional basis to learn from experiences gained through previous initiatives. Over the past two years, therefore, they

²⁴ ASEAN Practitioner Guidelines and Curriculum for the ASEAN Anti Trafficking Training for Front Line Law Enforcement Officials, 2006.

²⁵ Amnesty International

²⁶ UNODC Assistance for the Implementation of the ECOWAS Plan of Action against Trafficking in Persons, 2006.

²⁷ OSCE National Referral Mechanisms - Joining Efforts to Protect the Rights of Trafficked Persons: A Practical Handbook, 2004.

²⁸ OSCE A Summary of Challenges Facing Legal Responses to Human Trafficking for Labour Exploitation in the OSCE Region Occasional Papers on Trafficking in Human Beings in the OSCE Region, 2007.

have held conferences on trafficking of children, challenges for central government, human trafficking in the Baltic States, protection of victims, and national surveillance and reporting systems.

3.3 National actors

This report maps the trends in human trafficking. The report, therefore, mainly highlights the work of national actors in multi- and bilateral contexts.

3.3.1 USA

Prosecution

The United States is primarily a recipient country when it comes to human trafficking. Victims of trafficking come mainly from East Asia, Mexico, and Central America, and mostly involve victims of forced labour. There are no statistics as to how many American citizens are vulnerable to trafficking, but it is believed that the vast majority of those work in prostitution.

The USA act, *The trafficking Victims Protection Act of 2000 (TVPA)*, has a primary goal to combat human trafficking by prosecuting traffickers and working to end demand. Criminal prosecution is therefore important for the USA as a means of prevention. USA is also conscious that people who have been victims of trafficking should be treated as victims of crime, and not as criminals themselves.

Trafficking in Persons Report, TIP-rapporten

The Office To Monitor and Combat trafficking in Persons (TIP Office) annually publishes the TIP report. The report for 2008, *Action To End Modern-Day Slavery, 2008 Trafficking in Persons Report*, contains data from 170 countries. The report, which is the eighth in the series, is actively used by the USA in its advocacy work to document human trafficking. The annual report focuses on measures that countries have implemented to combat trafficking, particularly in relation to filing and trying cases, and criminal prosecution of traffickers. The report does not emphasize measures that indirectly contribute to the fight, such as educational programmes, income-generating activities and equality projects. The 2008 report emphasizes, among other things, boys as a group vulnerable to sexual exploitation, women as abusers, the use of new technology within prostitution, protection of children within sex tourism, trade in immigrants and street children, and trauma treatment and criminalization of customers who buy sex. The report also has a section on work carried out by the UN, NATO and the OSCE in relation to abuse committed by peacekeeping forces²⁹. See www.osce.org, www.nato.int, and www.un.org.

The USA appropriated \$16.5 million in 2007 for work against human trafficking. They support 63 projects in 46 countries, six regional projects and four research projects³⁰.

²⁹ www.osce.org, www.nato.int, www.un.org

³⁰ Overview of research projects can be found on www.state.gov

3.3.2. Danida, Danish International Development Aid

Protection and prevention

Denmark has no action plan against human trafficking, but trafficking is mentioned in the action plans on reproductive rights, refugees and HIV/AIDS.

Danida support goes mainly to prevention efforts in Eastern Europe and South East Asia. Support is provided to national authorities and international organizations (IOM, La Strada, the OSCE and the Centre for Prevention of Trafficking in Women), working in partnership with local organizations. Child trafficking is an important focus for the support.

Since 2005, Danida has supported a prevention programme to a total of 29.4 million Danish kroner, in Belarus, Ukraine, Bulgaria, Romania, Moldova and Turkey. The programme runs information campaigns, supports capacity building, offers protection to victims, and builds regional networks for the exchange of experiences³¹.

Danida support to children is via Save the Children's country programme in Bangladesh, which works to combat child trafficking, "*Council of the Baltic Sea States (CBSS) Working Group for cooperation on vulnerable children*" which prioritizes children who have been victims of trafficking and the ECPAT International project ("*End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes*").

3.2.3 Sida, Swedish International Development Cooperation

Protection and prevention

Since 2003, Sida has had a strategy for human trafficking "*Poverty and Trafficking in Human Beings – A strategy for combating trafficking in human beings through Swedish International Development Co-operation*". It was evaluated by *Kvinnoforum* (Women's Forum) and *Kvinna til Kvinna Foundation* (Woman to Woman Foundation) in 2005. The report, *Against Trafficking in Human Beings: Overview of Sida's Work*, is a study of the activities and projects that received Swedish support in the period 1999-2004 with implementation until 2007.

Sida allocated SEK 241 in the above period. 69% of the projects/programmes were in Eastern Europe and Central Asia, and 59% of the funds were used there. 11% of the projects were global. There was no bilateral cooperation with governments; the support was solely through IOM. Most of the initiatives focused on human trafficking in connection with prostitution. There were also few links between human trafficking and other topics, with the exception of HIV/AIDS. In Asia and West Africa the focus was on children in relation to sexual exploitation, but also on child soldiers, plantation workers and domestic workers. Almost no measures had refugees as the target group, and there was very little focus on conflict situations, support to human rights organizations, initiatives in Latin America, or to adults in Asia and Africa.

Despite the fact that Sweden criminalized the purchase of sexual services in 1999, responses by Sida are characterized by protection and prevention, not criminal prosecution. Reasons for the criminalization of the purchase of sexual services were that prostitution is a part of men's

³¹ www.danatip.org

violence against women, and thus an undesirable phenomenon in society. The law is intended to be preventive and create a standpoint. The effect of the law is controversial, and interpretation differs according to one's views of criminalization. According to an evaluation of Sida support, few interventions were aimed at the buyer and demand side of trafficking. Rather, the focus was on support to, and rehabilitation of victims.

Few measures had a distinct perspective that promoted women's rights and equality. It was stressed that it lacked research, method development and evaluation, and that almost no measures supported the development of the government's own institutions.

3.4. Civil society/non-governmental organizations

Non-governmental organizations work primarily in relation to prevention and protection, nationally and locally, and are therefore the implementing partners of national and regional authorities and UN agencies. Asian and Eastern European organizations are among those leading in the field.

3.4.1. The International Organization for Migration (IOM)

Prevention and protection

IOM is an intergovernmental organization and a key actor in the fight against human trafficking. IOM conducts its projects in collaboration with governments and NGOs in 122 member states. In addition, 18 countries have observer status and they have offices in over 100 countries. IOM was established in 1951, and in Norway in 2002. It cooperates with 40 NGOs; including CARE, Caritas Internationales, Red Cross, Refugee Support, World Council of Churches, Human Rights Watch and Amnesty International.

IOM conducts information campaigns and capacity building for governments, police, public prosecution authorities and NGOs.

In 2000, IOM started a *Counter Trafficking Module Database (CTM)* which operates as the largest database of victims exposed to trafficking. CTM registers all IOM work, such that victims' own experiences are recorded. IOM believes that this strengthens knowledge and understanding of the processes, trends and results caused by trafficking.

IOM has published more than 30 research reports on human trafficking worldwide. *The 2007 Publications Catalogue* contains a list of all IOM publications. In addition, *IOM Research Compendium 2005-2007* gives an overview of all research projects and other projects/programmes with research components. This amounts to over 100 projects under the direction of IOM local or central offices in the period 2005, in addition to some projects that were developed in 2007.

A large number of IOM offices offer referral mechanisms and assistance to victims of trafficking. IOM assists with direct assistance to victims of trafficking, such as a safe place to live and return home. Approximately one third of victims are children and young people who need extra support. In Norway, IOM runs the "Voluntary return and reintegration assistance to victims of trafficking" project.

3.4.2. Other non-governmental organizations

The Coalition Against Trafficking in Women (CATW)

CATW is an international women's network which aims to promote women's human rights, especially in combating sexual exploitation of women in prostitution and the sex trade. The organization has, among other things, a primary focus on combating the demand element, and supports of the criminalization of customers, in order to achieve this.

The International La Strada Association

A network of nine human rights organizations in Belarus, Bosnia and Herzegovina, Bulgaria, the Czech Republic, Macedonia, Moldova, Netherlands, Poland and Ukraine.

The Bilateral Safety Corridor Coalition, USA/Mexico (BSCC)

An alliance of 40 public and non-governmental organizations in Mexico and USA.

Human Rights Watch

The organizations' internet site has the theme of trafficking of women, overviews of individual cases the organization works with, and various case studies from around the world.

Human Trafficking.org

Human Trafficking.org is a resource site with a focus on how to combat human trafficking. The site has a good overview of the situation in different countries and looks at prevention, protection and reintegration of victims of trafficking.

The Coalition to Abolish Slavery & Trafficking (CAST)

CAST is a coalition of various organizations working with victims of slavery and human trafficking.

Anti-Slavery International

Founded in 1839, the world's oldest international human rights organization, and the only organization in the UK working exclusively against slavery and related violence.

The Global Alliance Against Traffic in Women (GAATW)

An alliance of more than 90 NGOs from different parts of the world. Its head office is in Bangkok.

ROSA

ROSA gives information about 24 hour assistance and protection offered throughout Norway, for women vulnerable to trafficking. ROSA was founded on 1 January 2005 in connection with the Government's action plan against trafficking in women and children 2003-2005.

4. Lessons learned in the fight against human trafficking

4.1. Limitations

This chapter presents a picture of the experiences of global efforts to combat human trafficking. Studies and evaluations from a number of actors are examined. Much more could be said of each of the many and complex themes this section considers. Therefore, this is not meant to be an exhaustive description, but to provide an overview of some of the lessons learned from recent years' efforts to combat human trafficking. The predominant majority of the measures and studies of human trafficking involves women and human trafficking in prostitution, but other topics such as forced labour, illegal organ trade, those that target and link with other sectors such as HIV/AIDS, war and conflict, are also discussed.

4.2. General experiences

In the wake of the Palermo Protocol a comprehensive effort has been launched to combat human trafficking, and endeavours over the past eight years provide the opportunity to gather experiences and learn which measures are effective. Despite the protocol's holistically strategic approach to combating human trafficking, implementation of measures has proved to be very uneven³². Lack of clarity concerning the extent of human trafficking, uncertainty of definitions and terminology, many donors being spread among small projects, and uncertainty about which measures work or do not work, has contributed to the lack of systematic and consistent implementation. Measures have been initiated on the basis of the priorities of donors and organizations without building on the knowledge of the actual needs. Some interventions have been counterproductive, or they fail to achieve the intended effect when attempts are made to scale-up and replicate in other places.

There is an urgent need for more knowledge about the scope and mechanisms of the various forms of human trafficking. Research in the field is still in its early stages, and few systematic evaluations of the impact of measures are currently being conducted. In recent years, the focus has changed somewhat from static descriptions of the various stages in the process, to the evaluation of methods of combating trafficking and the examination of the effectiveness of measures. Thus, we are beginning to gain some knowledge about the effects of the initiated measures.

4.3. Prevention

“Academics and policymakers must move beyond ‘poverty’ and ‘lack of education’ to recognize the subtleties of the challenges and frustrations confronting people living in the less developed parts of our rapidly developing world”³³

Relatively little has been done in the evaluation of preventive measures. Uncertainty around the measures which have had an effect, has therefore contributed to hesitancy against engaging in larger interventions. Since there is also a lack of statistics and continued

³² United nations office on Drugs and Crime (UNODC) (2008) – An Introduction to Human Trafficking: Vulnerability, Impact and Action

³³ L. Rende tailor, Dangerous trade-offs, Current Anthropology vol 46, No 3 (2005) in UNODC (2008) An Introduction to Human Trafficking: Vulnerability, Impact and Action

uncertainty as to how and where victims are trafficked, there is little basis for developing good interventions.

The importance of context

Poverty is often seen as a reason why people become victims of trafficking. More recent studies though, show that poverty must be viewed as part of a much more complex background, and not something that alone can explain variations in the probability of being exposed to human trafficking³⁴. Most poor people do not become victims of trafficking, and often it is not the very poorest who are most vulnerable. Research shows that a strong desire for a higher income makes some more vulnerable than poverty itself. A sudden income fall or an acute economic crisis appears to increase vulnerability. IOM has been in the forefront of efforts to have more knowledge about the characteristics of victims of trafficking. It shows, for example, that in South East Europe a disproportionate number of victims of trafficking have experienced abuse in the home, or have lived in an institution. A study in Northern Thailand found that in families with three daughters, the second oldest daughter was more predisposed to be recruited into the sex industry than her sisters. The reasons are compound, complex and individual, and vary with time and place. It is therefore essential to analyze the social and cultural factors that lead to that some people becoming victims of human trafficking and not others, so as to put in place effective measures that reach the most vulnerable³⁵.

Information campaigns

The most common strategy to prevent human trafficking is information campaigns aimed at young people or parents, giving information about the dangers of travelling away to find work. The campaigns are often aimed at young women at risk of being recruited into the sex industry. These measures are often expensive and involve the production and distribution of films, posters, brochures and other information. It is taken for granted that women, in particular, lack information about the risks of migrating, or the risk they run in accepting informal offers of work in foreign locations. It is expected that recipients of such information will decide against traveling, or take precautions to avoid becoming a victim of human trafficking. Many of these types of information initiatives are initiated without adequate information about why and how people make the decision to migrate. There is no investigation into whether people really are under-informed, or whether they choose to expose themselves to risk because of their life situation and the lack of alternatives. Further, it appears that information which emphasizes the dangers of travel abroad has been viewed as unreliable anti-migration propaganda. Some researchers recommend giving young people advice and information about how they ought to plan the migration, rather than trying to stop them from traveling.

Information campaigns have often warned young girls against foreign men. Research has demonstrated, however, that this picture of human traders is often neither valid, nor tells the whole truth. In South East Europe, human traffickers have often been portrayed as male criminals, while studies show that it is not unusual to be recruited by women or relatives. The campaigns must therefore use a different approach. They must, for example, provide information about the need to be alert to offers from relatives to travel to foreign countries, without damaging family relationships

³⁴ UNODC (2008) – An Introduction to Human Trafficking: Vulnerability, Impact and Action

³⁵ Tyldum et. al.(2005) – Taking Stock, A review of the existing research on trafficking for sexual exploitation, FAFO

There are relatively few evaluations and studies of such campaigns, which look at the effects of these measures. Countless campaigns have been copied from one country to another without any adaptation to the different context. Little has been done to provide systematic learning and thereby increase the impact of the measures. According to a Fafo study from 2007³⁶, such information campaigns, at best, have very limited results.

Income-generating activities

Other initiatives have focused on education, income-generating activities such as microcredit, career counseling and job creation. This has proved inadequate in capturing those who are most vulnerable to trafficking. Education often has a large drop-out rate, and despite the improved employment opportunities, earnings are often so low that this still does not have a preventive effect. Without accurate information about the characteristics of people who are victims of trafficking, and without understanding the socio-cultural causes of their vulnerability, it is unlikely that such measures will have any direct effect on the most vulnerable groups³⁷.

Small transfer value

The transfer value of successful interventions is often small because the needs and conditions are very dependent on context.

4.3.1. Measures to restrict demand

“It is indisputable that a prostitution market without male consumers would go broke”³⁸

The criminalization debate

Prevention of trafficking for prostitution by restricting demand creates large discussions. Actors like the UN’s special rapporteur on human trafficking and the special rapporteur on violence against women, stand at opposite ends in the debate on criminalization. UNODC calls for more research on the impact of criminalization, and argues that, at present, it is not possible to come to a conclusion about the effect of either legalization or criminalization of prostitution and combating of human trafficking. Other organizations, such as Coalition Against Trafficking in Women (CATW), argue that targeted efforts to reduce demand have a good effect. They refer to Sweden's rapporteur on human trafficking as a sign that the Swedish criminalization of the purchase of sexual services has led to a significant decline in the number of victims involved in trafficking from Eastern Europe.

Other actions to reduce demand

There are various approaches to limit the demand for sexual services. In a schematic overview of "best practices"³⁹ CATW refers to, among others, the following measures:

- National and local legislation
For example: Sweden has introduced legislation that defines prostitution as a form of violence against women and criminalizes the purchase of sexual services.
- Commitment from police and other public agencies

³⁶ Brunovskis et. al. (2007) Leaving the Past Behind? When victims of trafficking decline assistance, FAFO

³⁷ Tyldum et. al. (2005) – Taking Stock, A review of the existing research on trafficking for sexual exploitation, FAFO

³⁸ Coalition Against Trafficking in Women (CATW) (2006) Primer on the Male Demand for Prostitution

³⁹ CATW (2006) Good Practices for Targeting the Demand for Prostitution and Trafficking compiled by Barbara C. Kryszko and Janice G. Raymond

- Example: Harare, Zimbabwe, police pursue motorists seeking out street prostitutes.
- Shaming men – publicizing films and pictures of men who seek prostitutes

Example: Canada: Police film men who pick up prostitutes and post them on the Internet.
- Legislation and criminal prosecution of sex tourists

Example: Canada, Finland, Sweden, USA: Legislation that allows criminal prosecution of citizens who abuse minors abroad.
- Prohibit sexual exploitation among employees and military personnel

Example: United Nations Department of Peacekeeping Operations (DPKO): Ethical guidelines prohibiting the UN peacekeeping forces to purchase sexual services.
- Challenging and changing men’s attitudes

Example: Philippines: Locally based projects that challenge young men's attitudes to prostitution and human trafficking.

4.4. Protection and reintegration

There is an urgent need for more knowledge about the challenges that victims of trafficking face. There is also currently little knowledge about the long-term impact of existing measures. It is known that victims of trafficking have large and varied needs for assistance; those who are kidnapped and sold, those who have been deceived, those who know that they will be working in the sex industry (but not about the miserable conditions), and those who consciously accept a high degree of exploitation because they have no other options. Everyone has different needs, both in terms of prevention and protection⁴⁰.

Do not take advantage of help services

Studies show that many do not avail themselves of the help services that exist⁴¹. The reasons are many and individual. The situation is often very chaotic when, for the first time, victims of trafficking come into contact with help services. Often, women think that this is part of a process of being trafficked on to a different location. It is essential to build trust and to give good, realistic information about what is being offered and about the rights women have; this has often been lacking. Language barriers, in addition to shock and trauma, mean that many of the women do not understand the information they receive. Written material in the victim's mother tongue would provide a better first meeting with help services, but would, of course, not replace human contact and trust in those services. Moreover, it is advisable to supply immediate help with practical things like hygiene, paper work, visits to the doctor and the like, so that women get an experience of concrete help and not just promises and fine words.

Refusal to seek assistance may be financially motivated, or due to fear of stigma related to prostitution and sexually transmitted diseases. Often, victims are unaware that help services exist, or they do not define themselves as victims of trafficking and thus do not think there are any services available for them. Many fear losing their anonymity, fear that they may have to testify in trials, or that they will be used in information campaigns. Shelters for former victims of trafficking often have very strict rules and routines, and many feel that one form of custody and control is replaced with another. Many also do not have the opportunity to stay in emergency centres because they have to stay at home with their families. Organizations that

⁴⁰ Tyldum et. al.(2005) – Taking Stock, A review of the existing research on trafficking for sexual exploitation, FAFO

⁴¹ Brunovskis et. al.(2007) Leaving the Past Behind? When victims of trafficking decline assistance, FAFO

operate emergency centres should attempt to support the whole family and also open the centre to children.

4.4.1. Return and reintegration

On many occasions, return takes place without adequate risk analysis. The situation that caused the individual to travel in the first instance is often not changed when they return. For many, the situation is even worse; this makes them vulnerable on return. Many victims of trafficking end up being exposed to trafficking again, or they choose to go back to prostitution. Some become involved themselves in the recruitment of other girls. This may be a means of escaping debt to traffickers or a way to get out of prostitution.

Family reunification is not always good

It has been customary to think that victims should be returned to the family. Evidence shows that this often leads to victims becoming exposed to further damage. Abuse in the family may be among the reasons for leaving home originally, or it may have been family members who led them into trafficking. A study from West Africa showed that children exposed to trafficking, who were sent back to the village, disappeared again in the space of few days. One must be careful not to assume that family reunification is a good thing.

Stigma and skepticism to help services

Victims' families can be very skeptical to help measures because they fear that the local community will find out that a daughter or wife has been the victim of human trafficking. Measures prove to be less stigmatizing, and thus reach more people, if they are integrated into other social services for the general population. Low threshold measures, which involve providing assistance to the local community, are a good facility for the many who do not have the opportunity to travel away from family and children, or who are dependent on having an income while they receive assistance.

Need for the exchange of experiences

Fafo's study from 2007⁴² notes that cooperation and exchange of experiences between central actors is in short supply. Donors often support activities directly aimed at the target group, but not competence building among employees. Large improvements could be achieved through competence development, exchange of experiences and mutual learning between different actors in the field.

4.5. Prosecution

The last eight years have provided great progress in terms of knowledge and techniques for detecting human trafficking, identifying and protecting victims, and methods for investigation and criminal prosecution of human traffickers. Much remains though, and human trafficking is still a very lucrative activity for which many go unpunished. The work is hampered by uncertainty about the difference between human trafficking, smuggling and other immigration related criminal activity. Training in this area has been shown not to take into account the complexity of this. Often, only certain authorities have been trained, and this is not sufficient. The whole machinery of the police, the legal system and other actors must have a good understanding of the relevant mechanisms. Victims' reluctance to talk to police or authorities

⁴² Brunovskis et. al.(2007), Leaving the Past Behind? When victims of trafficking decline assistance. FAFO

about their experiences also creates difficulties in connection with investigations and criminal prosecution⁴³.

4.5.1. Investigation based on the identification of victims

Studies show that rapid identification of victims and safeguarding of victims human rights is important in connection with the criminal prosecution of traffickers. Identification of victims of trafficking, however, has proven to be difficult. It can be a challenge to distinguish trafficking victims from people who are in a similar situation. In some countries, border police and immigration authorities have developed criteria for identifying human trafficking victims. These have often proved to be over simplistic and stereotypical and have, in certain cases, resulted in the discrimination of larger groups of people.

The question of who has the authority to identify the victims is central. In many countries, victims of trafficking must be registered with the police in order to receive their rights to protection and assistance. Those who do not want to go to the police are therefore not identified and do not get the help they need. Norway demonstrates good experience with arrangements where non-governmental organizations can identify victims, and provide low threshold services for people who have been exposed to trafficking.

Many victims do not even want to be identified as victims of trafficking. The reasons for this are many. They are afraid of traffickers, fear deportation from the country before they have earned enough money, or do not trust the help services, police and judiciary. Many are afraid of stigmatization on return to their home location.

Reflection period

There is a growing recognition that women who have been subjected to human trafficking should be given time to consider whether they want to testify against their traffickers in prospective cases. Many states, including Norway, have introduced such a "reflection period" where suspected victims of trafficking receive temporary residence permits. During this period, they are able to break with the environment of trafficking, gain predictability and security in relation to help and social services, and determine whether they will report and testify against the traffickers. The length of the reflection period varies from a few days, up to six months, as in Norway. According to the Council of Europe convention⁴⁴, the reflection period should be no less than 30 days (see section 1.2.1).

In order for victims to be willing to testify in court, it is very important that they trust the police and criminal justice system. Ensuring witness security is essential, but there is rarely compensation for lost earnings, physical injuries or other forms of compensation. Often, against their will, victims must leave the country prior to a case reaching the courts, or victims who wish to travel out of the country must wait a disproportionately long time in seeing their case come to court. The consequences for victims who have testified against traffickers have not been systematically followed up. Witnesses should, for example, get continuous information about case development, and whether traffickers are, or are not, in prison⁴⁵.

⁴³ UNODC (2006) Toolkit to combat trafficking in Persons

⁴⁴ The Council of Europe Convention on Action against Trafficking in Human Beings (2005)

⁴⁵ UNODC (2008) – An Introduction to Human Trafficking: Vulnerability, Impact and Action

4.5.2. Proactive investigation – following the money

*"Follow the money and you will find the trafficker"*⁴⁶

It is not always possible to get victims to testify in cases against traffickers, or it may be desirable to investigate suspected trafficking independently of reporting a crime to the police. Experience shows that a proactive approach is an effective way to combat trafficking. Human trafficking is about making money by selling a product, and the product must be marketed to potential buyers.

Economic investigation is essential if one is to succeed in the investigation of trafficking. The investigation needs to follow where the money goes both prior to and after arrests. The use of this type of investigation must be weighed against the risk of revealing the operation.

Even though traffickers are arrested and convicted, some will still be able to take advantage of the wealth they have earned through their activities. It is therefore necessary to ensure that assets are confiscated. It is important to ensure that nation-states have the ability to identify, freeze and confiscate illegally acquired money and property. Specific international mechanisms for cooperation are also necessary in order to be able to freeze and confiscate assets in foreign countries.

The Reflex-project in England has developed a comprehensive model, used across ministries, police and other agencies involved, to tackle organized immigration crime. This involves attempts to identify and seize assets, to interfere with money transfers and to make it unprofitable for criminal networks to operate. Reflex UK cooperates with other countries, including several countries in Eastern Europe.

4.6 Themes that Norwegian trafficking work does not cover

The introduction of this report refers to two other reports on human trafficking. The report, "Stop Human Trafficking! Desk study of the Norwegian Foreign Ministry's portfolio on Human Trafficking 2000-2010", points to, among other things, areas that the Foreign Ministry's current portfolio covers only to a small degree:

- Geography, few measures **on the American continent**.
- Few measures countering the **demand side**. Preventive measures focus largely on potential victims, and there is little focus on who demands and buys the services of trafficking victims.
- No action against the illegal **organ trade**, and little focus on **forced labour**.
- The portfolio focuses on prostitution, especially in relation to women and children. **Few measures have men as the target group**.
- Lack of reference to **HIV/AIDS** despite the large focus on prostitution.
- No projects are related to **humanitarian assistance**, such as natural disasters or acute crises, which experience shows makes large groups vulnerable to trafficking. No projects focus on refugees as a vulnerable group.

The following gives an overview of what the literature says about these areas:

⁴⁶ UNODC (2006) Toolkit to combat trafficking in Persons

4.6.1 The gender dimension: Men as a target group

*"Women are trafficked, men are smuggled"*⁴⁷

The target groups for interventions against human trafficking are often women and children. Much of the effort is aimed at combating human trafficking for prostitution, where women and children are heavily over-represented. It has been a common perception that women are victims of trafficking, while men are victims of smuggling. However, there are male victims of trafficking for sexual exploitation⁴⁸, and there are a significant number of men subjected to forced labour and organ trading. Because of the focus on women as victims, measures are rarely offered to male victims of trafficking. IOM strongly encourages the increased awareness of gender in the implementation of all measures⁴⁹.

According to an IOM study of male Ukrainian and Belarusian forced labour workers in Russia⁵⁰, many believed that they had signed legal contracts with legitimate employers; it emerged that they had been deceived and ended up in slave-like conditions. Many of these men had no offers of help or assistance. When offers of help are available, it seems that many do not avail themselves of it. Studies suggest that men, more than women, tend not to see themselves as victims of human trafficking or human rights violations, but rather as unfortunate. Often they feel that their own participation in the recruitment process disqualifies them as victims of trafficking. Many do not want to be described as "victims", as this stands in stark contrast to male ideals and the success of the provider role. The IOM study reflects the need to analyze the gender dimension in the fight against human trafficking, and to facilitate provision for specific target groups so that they will want to take advantage of services.

4.6.2. Forced labour

Forced labour occurs throughout the world and often takes the form of slave-like situations in private homes, the construction industry, hotel and restaurant industry, and in other service industries. According to ILO, there is very inadequate research done in this field. There is little knowledge about forced labour in Europe, and more work should be done on employers and the role of intermediaries. Very few studies have looked at the effects of interventions against forced labour.

Forced labour versus labour migration

An additional challenge in the fight against forced labour, is the difficulty in distinguishing forced labour from labour migration. Both for work migrants, and for those who become victims of forced labour, poverty is an important underlying factor; for the latter group, factors such as gender and ethnicity also play a role. To enable more people to break out of such slave-like conditions, they need assurance that there is no risk of being criminalized, and that they can rely on receiving assistance. Preventive measures must address the potential

⁴⁷ ILO (2008) Forced Labour and trafficking in Europe: How people are trapped in, live through and come out

⁴⁸ US Department of State (2008), Trafficking in Persons Report

⁴⁹ IOM Recommendations on how to better address the issue of trafficking in men in The Global Eye on Human Trafficking 1. Dec. 07

⁵⁰ IOM Trafficking of Men, A trend less Considered in The Global Eye on Human Trafficking 1. Dec. 07

challenges facing labour migrants, such as lack of information, knowledge, contacts and networks, and the economics attached to obtaining work abroad.

4.6.3. Organ trading

The illegal organ trade is a fast growing problem. Trading goes from poor countries to rich countries, and from poor people to rich people. Trade is low risk and very high profit. The Council of Europe, the UN system and many individual countries prohibit the activity, and international professional medical associations, in their rules of ethics, explicitly prohibit members' participation in the organ trade⁵¹. Many countries, however, have inadequate legislation in this area, which creates opportunities for illegal organ trading in a market where demand is growing⁵².

Some countries such as Brazil, India, Moldova and South Africa have taken steps in the right direction by criminalizing organ trade. As a form of prevention, WHO⁵³ recommends the provision of adequate access to legal bodies, and protection for those who are particularly vulnerable to illegal organ trade.

Lack of knowledge and action

Identification of cases and criminal prosecution is made difficult by the problems of distinguishing voluntary donors from victims of organ trafficking. Dependable data on organ trafficking is difficult to obtain, and this makes research in the field difficult. Information on this form of trafficking is not readily available, and there do not appear to be many actors who are working systematically with this problem to a significant extent. The information found is fairly old and better data and more research in the field is required.

4.6.4. Latin America

Little work to counter trafficking

Work against human trafficking has to a large degree been centered on South East Europe, Africa and Asia. Despite widespread and an increasing focus on human trafficking in Latin America in recent years, there is little systematic work here. The few actors who are presently active here, call for more research based knowledge in addition to increased funding of interventions.

Brazil, which is one of the country's most affected by human trafficking, is also at the forefront when it comes to action. In recent years other countries have also begun to take the issue seriously. Many have signed and ratified the Palermo Protocol and other instruments, and some countries have a national policy and national plans to combat human trafficking. Several have also criminalized trafficking in separate legislation. Some European countries, particularly recipient countries of women for prostitution, have provided some assistance in combating human trafficking in Latin America. In addition to local non-governmental organizations, the UN agencies, the Inter-American Development Bank and the Organization of American States (OAS) support measures against human trafficking. However, there is great need for additional focus on issues around human trafficking on this continent.

⁵¹ Journal of Canadian Physicians for No. 1, 2008

⁵² The United Nations Global Initiative to Fight Human Trafficking (UN.GIFT) (2008)

The Vienna Forum report: a way forward to combat human trafficking

⁵³ WHO (2004) Organ trafficking and transplantation pose new challenges, www.who.org

4.6.5 HIV and AIDS

HIV and AIDS pose a great risk to victims of trafficking and sexual exploitation. Trafficking victims have, to a large extent, been exposed to infection of sexually transmitted diseases and HIV and AIDS. Nevertheless, there has been very little focus on HIV and AIDS in connection with human trafficking⁵⁴. UNODC calls for special HIV and AIDS initiatives aimed at people vulnerable to trafficking and the services provided for victims of trafficking. Non-governmental organizations working with interventions for victims of trafficking should have competency on HIV and AIDS, but usually do not.

When it comes to HIV and AIDS in relation to human trafficking, a new vulnerable group has been identified. There has been a growing tendency for children who have been orphaned because of AIDS, to become victims of trafficking⁵⁵. Measures must be put in place to protect these children, who are already extremely vulnerable.

4.6.6. War and conflict situations

Increased vulnerability for trafficking

War and armed conflict, social and political instability, poor governance, environmental problems and disasters are factors which lead to the drastic increase of vulnerability to trafficking. Especially vulnerable are children and youth who are separated from their families. Very young boys become victims of trafficking and forced to serve as child soldiers. Local militias also recruit children for sexual exploitation or slave-like working conditions. For girls follow physical and mental injuries, sexually transmitted diseases, and HIV/AIDS in the wake of human trafficking. Those who are internally displaced, form another group which is highly vulnerable to human trafficking. Additional measures must be put in place to ensure that a safe haven is not the recruitment base for human traffickers.

Few measures against human trafficking during war and conflict

There are very few interventions that focus on human trafficking in connection with war and conflict situations. There is little research, and experiences are difficult to find. According to a UN.GIFT high-level expert meeting in Ivory Coast in autumn 2007, the national and international response to trafficking in war and conflict situations has so far had a far from adequate effect. Better coordination and more effective implementation of policy and instruments are sought. In particular, focus on young girls' vulnerable situation and on the lack of help and rehabilitation for this group, is strongly recommended. It emphasizes the urgent need to initiate action because human trafficking is spreading, and more and more countries are becoming involved.

⁵⁴ www.unodc.org

⁵⁵ Preventing and Combating the Illicit Recruitment and Use of Child Soldiers in West and Central Africa High-Level Expert Meeting, Abidjan, Côte d'Ivoire, 26 - 28 November 2007 (report 2008)

5. Conclusion

This report has attempted to summarize the trends, actors and experiences from the work to combat human trafficking so far. One of the most important challenges in this work is the complexity and need for a holistic approach. This report has pointed out a number of challenges:

- It is essential to analyze the social and cultural factors that lead to some people becoming victims of human trafficking, and not others. Neither preventive measures, nor measures in the reintegration phase, takes sufficient account of individual circumstances.
- Different approaches to limit demand should be explored further.
- Increased cooperation and exchange of experiences between organizations and countries is important.
- Criminal prosecution: the human rights of victims must be safeguarded and proactive financial investigation into where the money goes is important.
- The gender dimension is important: men are also victims of trafficking.
- Forced labour and illegal organ trading has not been a sufficient priority.
- The Latin American continent has not been a sufficient priority.
- Human trafficking should be connected to other sectors such as HIV/AIDS and war and conflict situations.

That human trafficking is organized crime, and overlaps with voluntary (legal and illegal) migration and smuggling, makes this work especially difficult. Moreover, it is a challenge that the people subjected to human trafficking do not always perceive themselves as victims, and do not trust or want to contact the police, the legal system and help services. There is a particular challenge presented by key actors in having differing opinions of concepts and definitions. This leads to, among other things, differing and non-comparable statistics. There is a need for increased cooperation and uniform operationalization of definitions. There is, therefore, still a great need for more knowledge, research and evaluation of human trafficking.

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Appendix

Table 1: Description of victims of trafficking from four databases⁵⁶

	USA	ILO ⁵⁷	UNODC ⁵⁸	IOM ⁵⁹
Main focus	Estimated victims	Estimated victims	Country and regional patterns	Number of victims who have received assistance from IOM in 78 countries
Number of victims	600,000-800,000 people crossed borders in 2003 ⁶⁰	At least 2.45 million people vulnerable to human trafficking internationally and nationally between 1995 and 2004	No information	7,711 victims received assistance from 1999 to 2005
Different forms of human trafficking				
Prostitution	55%	43%	87% ⁶¹	81%
Forced labour	34%	32%	28%	14%
Mixed and other		25%		5%
Gender and age	80% women ⁶² and 50% children	80% women ⁶³ and 40% children	71% women ⁶⁴ , 2% men and 44% children	83% women, 15% men, 2% unidentified, and 13% children
Definition	TVPA 2000 ⁶⁵	UN	UN	UN
Criteria for data collection	Trafficking across borders	Trafficking within and across national boundaries	Trafficking across borders	Trafficking within and across national boundaries

⁵⁶ GAO Human Trafficking: Better Data, Strategy, and Reporting Needed to Embrace U.S. Anti-trafficking Efforts Abroad (2006).

⁵⁷ Belser, Patrick, de Cock, Michaele and Ferhad Mehran, *ILO Minimum Estimate of Forced Labour in the World*, ILO (2005).

⁵⁸ UNODC, *Trafficking in Persons Global Patterns*, (2006).

⁵⁹ IOM, *Data and Research on Human Trafficking: A Global Survey* (2005)

⁶⁰ Estimates were the same in 2005 and 2006 *Trafficking in Persons Reports*.

⁶¹ The sum is more than 100 percent, because a victim may have become vulnerable to multiple forms of human trafficking.

⁶² Women and girls

⁶³ Women and girls, where information on gender and age is available.

⁶⁴ Only women

⁶⁵ Trafficking Victims Protection Act

Table 2: Number of persons exposed to human trafficking

Total	2,5 mill.
Asia & Pacific	1,4 mill.
Industrialized countries	270.000
Latin America & Caribbean	250.000
Middle East and North Africa	230.000
Eastern Europe	200.000
Sub-Saharan Africa	130.000

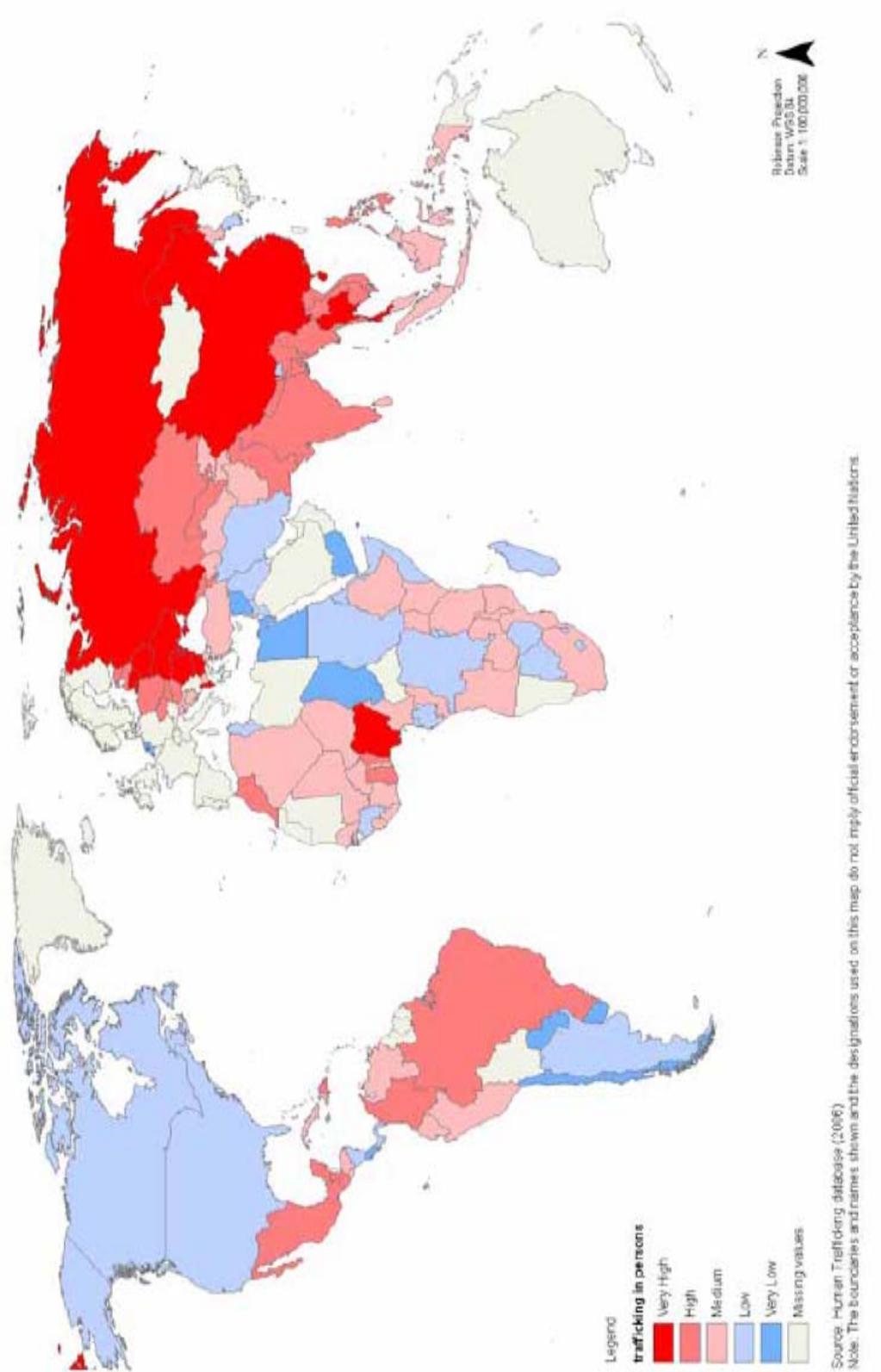
Source: ILO, *A Global Alliance against Forced Labour* (2005)

Table 3: Profit from trafficking

	Mill. US dollars
Total	31,654
Asia & Pacific	9,705
Industrialized countries	15,513
Latin America & Caribbean	1,348
Middle East and North Africa	1,508
Eastern Europe	3,422
Sub-Saharan Africa	158

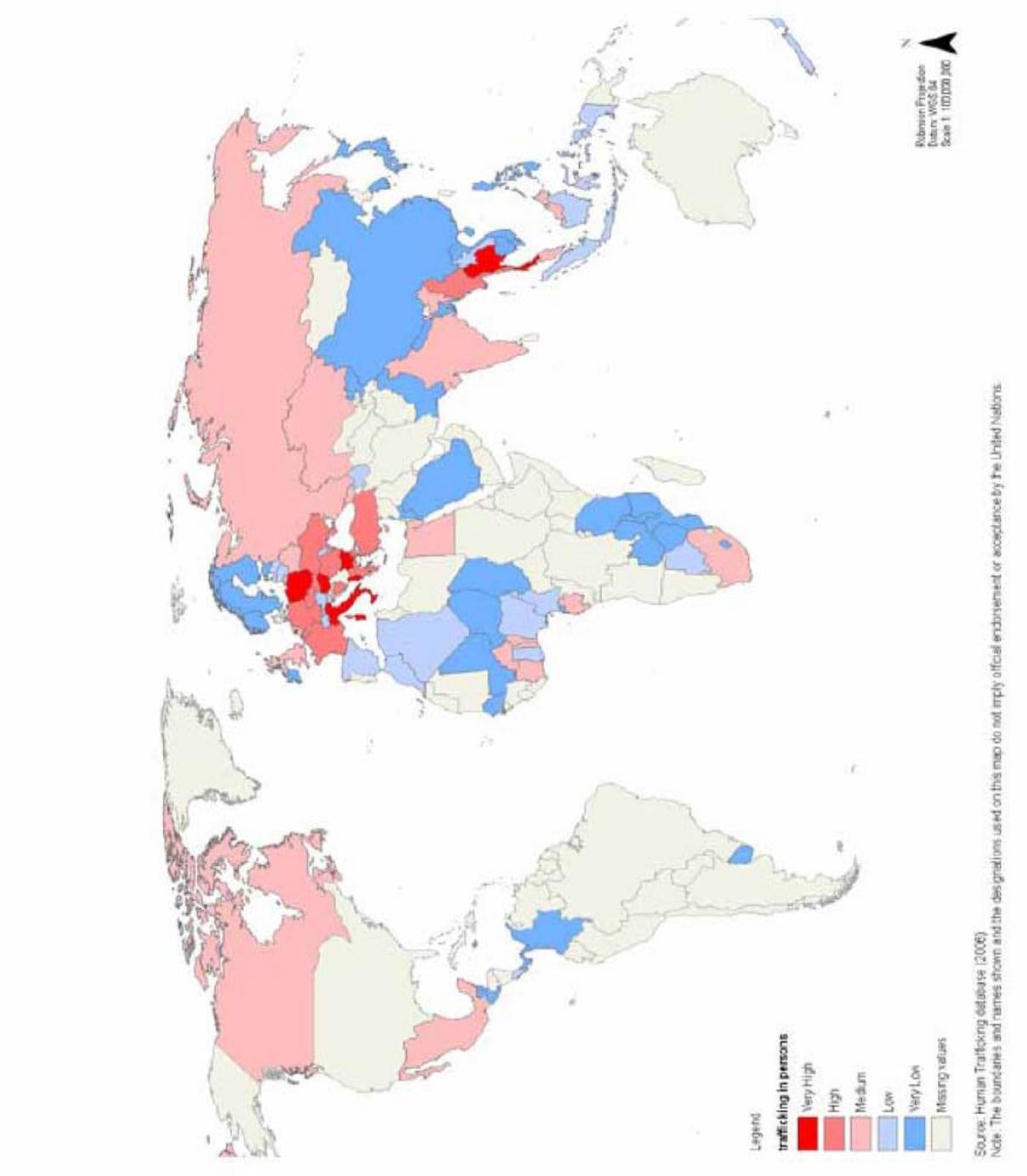
Source: ILO, *Forced Labour and Human Trafficking: Estimating the Profits* (2005)

Map of countries of origin for human trafficking⁶⁶



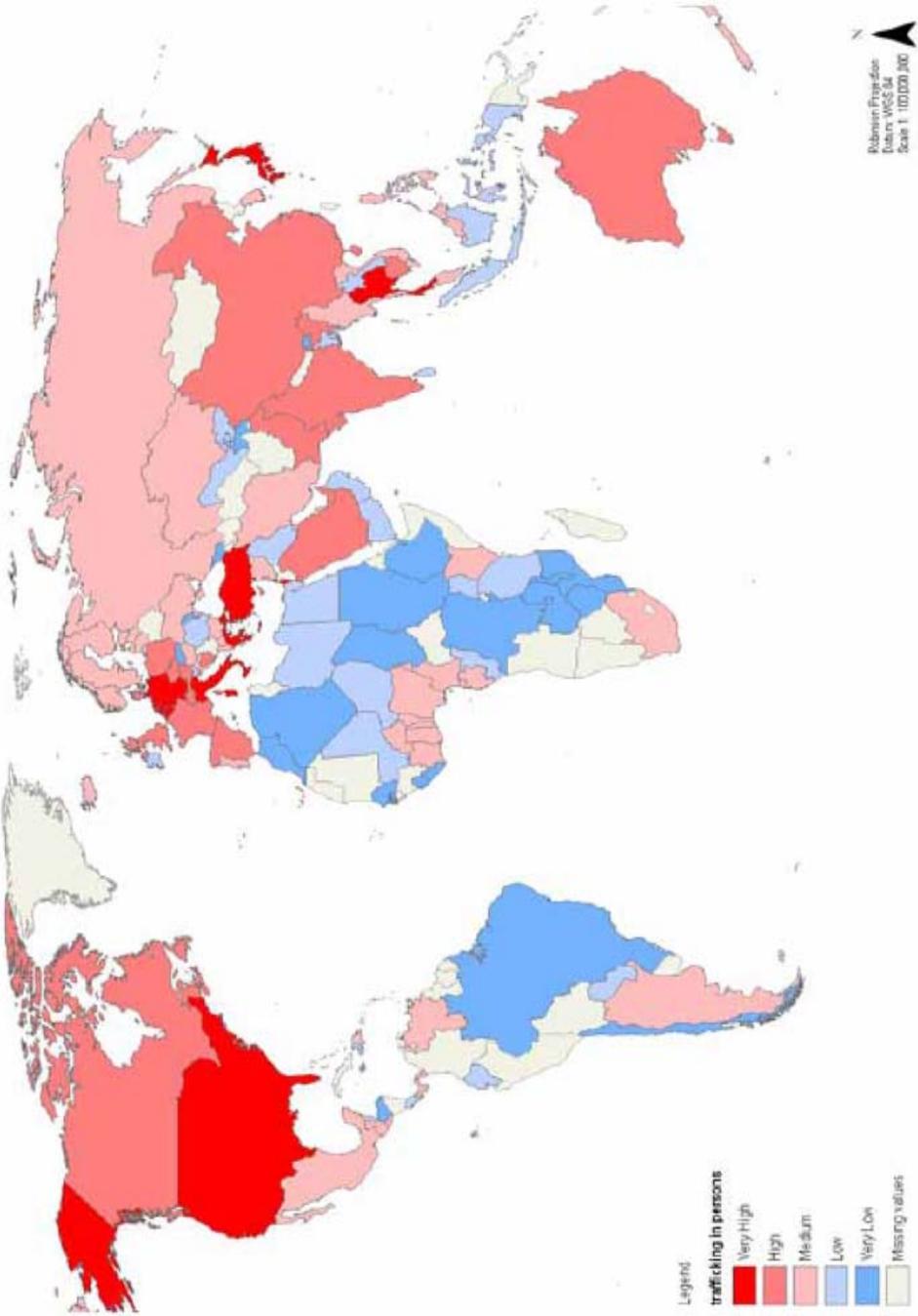
⁶⁶ UNODC Trafficking in Persons: Global Patterns (2006)

Map of transit countries for human trafficking⁶⁷



⁶⁷ UNODC Trafficking in Persons: Global Patterns (2006)

Map of destination countries for human trafficking⁶⁸



⁶⁸ UNODC Trafficking in Persons: Global Patterns (2006)

Stop Human Trafficking!

Desk study of the
Norwegian Foreign Ministry's portfolio
on human trafficking 2000–2010

Part 2 of the review of the
Norwegian Foreign Ministry's
portfolio on human trafficking.

Vigdis Halvorsen
Peace, Gender and Democracy Department,
Norad. 2008

TABLE OF CONTENT:

SUMMARY..... 4

INTRODUCTION 5

DESCRIPTION OF THE CURRENT PORTFOLIO 8

FINDINGS AND STUDIES BASED ON THE SELECTED PROJECTS 9

LESSONS LEARNT AND TRENDS AND DEVELOPMENTS IN HUMAN TRAFFICKING 13

ANNEX 1. SUMMARIES OF THE INDIVIDUAL PROJECTS SELECTED 16

ANNEX 2. SUMMARIES OF EXTERNAL EVALUATIONS/REVIEWS 24

Summary

This study is confined to the project support provided by the Ministry as part of its engagement in human trafficking issues,² and the projects are evaluated in relation to the Ministry's commitments under the Government's action plans to combat human trafficking in the period 2003--2009. The desk study is based on a review of the applications for funding and the reports on 25 out of a total of 110 projects³ whose main objective is to combat human trafficking. External evaluations or reviews have already been conducted for eight of these. The 25 projects account for approximately 2/3 of the total amount of funding allocated or planned allocated in the period 2000–2010.

The Ministry's portfolio has the following priorities:

- The greatest support is given to Eastern Europe.
- The International Organization for Migration (IOM) is the largest single partner.
- Most of the activities against human trafficking are targeted at prostitution.
- Most of the activities are targeted at women and children.
- Most of the activities are concerned with prevention.

The following areas receive little support:

- North and South America
- The demand side of human trafficking
- Trafficking in human organs
- Men as a target group (both victims and users)

Results

The underlying data provide limited information on the results that have been achieved in this field, since the documents focus mainly on activities and often do not specify indicators or a baseline. Many of the projects are also receiving funding on an annual basis, which makes it difficult to document long-term results.

Lessons learnt:

- Good partners and close cooperation with the authorities are important.
- Identification of victims is an especially difficult problem.
- More knowledge is needed in this field.
- Greater emphasis should be placed on the Roma people, vulnerable groups and care services.

Conclusion

The main conclusion is that the portfolio provides good coverage of the commitments undertaken by the Ministry under the Government's action plans to combat human trafficking in the period 2003–2010. Not all the thematic areas in the action plans have been covered to the same extent, but the plans themselves do not rank the various thematic areas in order of priority.

The underlying data have considerable weaknesses with regard to documenting results and lessons learned. The data builds on documentation from applications and reports from the grant recipients and these documents mainly focus on performed activities and less on achieved results and changes. The available evaluations are of variable quality and give mainly general recommendation. Only a few of them contains results and lessons learned directly related to combating human trafficking. It is therefore concluded that a separate external review is needed in order to obtain more and better knowledge on results achieved and lessons learned in the field of combating human trafficking.

² For a complete overview of the Ministry's activities in the field of human trafficking, reference is made to the Ministry's annual report on human trafficking for 2007.

³ In total there are 191 agreements on the Ministry's list of projects, but where a project has been funded for several years it is counted as a single project, making the total number of projects 110.

Introduction

The aim of this desk study is to examine the following areas of the portfolio:

- The Government's action plans to combat human trafficking during the period 2003–2009.
- The total profile (distribution of activities in the fields of prevention, protection and prosecution, different forms of human trafficking and geographical distribution).
- Performance, lessons learnt and applicability.
- Identification and review of evaluations/reviews of projects/programmes.
- Identification of projects requiring a more comprehensive/extensive external evaluation (Part 3).

Method

This report is based on a desk study of a selected number of projects in the field of human trafficking in the period 2002–2008 that have been funded by the Ministry of Foreign Affairs, Norad and Norwegian embassies. The study is based on the Ministry's list of projects whose main objective is to combat human trafficking, and the selection is based on the following criteria:

- As a rule, projects that have received funding for two or more years, with a total amounting to over NOK 1 million, and that were begun in 2006 at the latest. (A number of exceptions have been made in order to include an adequate number of projects from all sections of the Ministry that deal with this field.)
- A broad geographical distribution.
- Different types of partners (international non-governmental organisations (INGOs), Norwegian NGOs, UN agencies).
- A broad distribution of project donors (embassies, sections of the Ministry, Norad).
- Projects that have already been evaluated under the auspices of the Ministry or a partner organisation.

Support for studies, seminars, conferences, etc has been excluded. The desk study is based on a review of applications and reports relating to 25 out of a total of 110 projects. External evaluations or reviews have already been made for eight of these. The 25 projects account for approximately 2/3 of the total amount of funding allocated or planned allocated in the period 2000–2010.

Most of the applications and reports dealt with in this study are available in the Ministry's archives. Meetings have been held with the relevant sections of the Ministry and case officers, in which the choice of projects was quality assured and the individual section's overall approach to human trafficking was discussed.

Meetings were also held with CARE Norway, Save the Children Norway, Norwegian Church Aid and the IOM office in Oslo, which focused on lessons learnt and performance for the various organisations' human trafficking projects.

Eight reviews/evaluations of individual projects in the portfolio have also been examined. These were conducted by external consultants and were mainly initiated by the support recipients themselves.

Methodological problems/constraints imposed by the source material

Differences in research practices

Human trafficking activities are administered by three different sections of the Ministry of Foreign Affairs: the Western Balkans Section, the Section for Global Security Issues and the CIS Countries, and the Section for Human Rights and Democracy. Norad also funds a number of activities in the field of human trafficking through its cooperation agreements with Norwegian NGOs. The embassies in Nigeria, Kenya, Malawi, Mozambique, South Africa, Bangladesh, Thailand and Indonesia also provide funding for such activities.

The Western Balkans Section has the largest portfolio, and provides funding for a wide range of partners including Norwegian NGOs. The Section often supports specific, targeted projects as well, such as the operation of safe shelters and services to victims of prostitution. The relevant embassies, the Section for Human Rights and Democracy and the Section for Global Security Issues and the CIS Countries provide support mainly to larger institutions such as the IOM and UN agencies and for more comprehensive, integrated programmes that are concerned with protection, prevention and prosecution and are not targeted at particular forms of human trafficking. Norad's funding of efforts to combat human trafficking is part of more comprehensive cooperation agreements that often include several countries and cover more comprehensive thematic programmes such as Violence against Women or Protection of Children.

Applications/progress reports

The available documentation consists mainly of applications and reports from support recipients and of contracts and appropriation documents. The documents are mostly descriptive rather than analytical, and they make little reference to lessons learnt, development or learning.

Results

The underlying data for the present desk study have considerable weaknesses with regard to documenting results.

The support provided by the relevant sections of the Ministry is mainly in the form of annual grants, which makes it difficult to assess outcome and impact. This applies even when the grants are given for several consecutive years. The fact that so much of the funding takes the form of annual grants influences long-term planning, and it is seldom possible to document the outcome and impact of the project after only one year. Both applications and reports are thus mainly based on project activities, and quantifiable long-term goals are seldom fixed. Even in cases where the agreement is for several years (those supported by the embassies) the available documentation is in the form of annual progress reports that focus on the individual activities.

A general problem is that the projects do not have a specifically defined baseline, which makes it impossible to document results over a given period.

Many of the projects have objectives that include the terms “reduce”, “combat”, “strengthen”, etc. Such objectives require long-term planning and clear indicators, which are often lacking in the project document.

Political guidelines

According to Article 3 of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (the Palermo Protocol), human trafficking is marked by the exploitation by a person of another person through the threat or use of force or other forms of coercion, abduction, fraud, deception, the abuse of power or a position of vulnerability. Exploitation includes the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.

The Government has published three action plans to combat human trafficking since 2003. All three are based on the Palermo Protocol and its definition of human trafficking.

Brief description of the recent action plans

The Government's action plan to combat trafficking in women and children 2003–2005 emphasises protection and assistance to victims, preventing recruitment through increased knowledge, prevention by limiting demand, intensifying efforts to expose and prosecute such crimes, and strengthening knowledge and cooperation in the field. The plan focuses specifically on women and children and on prostitution.

The Government's action plan to combat trafficking in women and children 2003–2005 emphasised prevention and reducing recruitment and demand, better protection of victims, intensifying efforts to expose and prosecute such crimes, strengthening knowledge and cross-disciplinary cooperation, and supporting efforts to strengthen international frameworks and cooperation. The greatest difference between this and the previous action plan is that the focus is not only on women and children, although the main emphasis is still on prostitution.

The Government's Plan of Action to Combat Human Trafficking 2006–2009, “Stop Human Trafficking”, covers all forms of trafficking, including exploitation through prostitution, forced labour, and trafficking in human organs. The Ministry of Foreign Affairs has particular responsibility in the following areas:

- Prevention (by reducing recruitment in the country of origin).
- Reintegration and protection.
- Strengthening knowledge and cross-disciplinary cooperation (between authorities and NGOs).
- Children as a target group.
- Supporting the efforts to strengthen the international framework and international cooperation.

The main objectives and activities set out in the plan are not ranked in order of priority.

Budget proposition 2007–2008

The budget proposition for 2007–2008 designates human trafficking as an important priority area. The Government attaches special importance to activities for preventing the recruitment of new victims in the country of origin. Assistance to and protection of victims are also key activities, which include safe return and reintegration of the victims in their country of origin. The Council of Europe, the OSCE and UNODC are described as important cooperation partners, and Asia, particularly Central Asia, the Balkans, and the South Caucasus, as particularly important geographical areas. Human trafficking is not specifically mentioned under the “Gap allocation” or “Humanitarian assistance”, but these items emphasise the protection of vulnerable groups and human rights in general.

Memorandums by Ministry sections and embassy work plans

Each department of the Ministry draws up an annual memorandum setting out overall guidelines and priorities for the following year.

The Western Balkans Section has the greatest focus on human trafficking of all the sections. In 2008 the Section intends to reduce support to shelters and instead give priority to capacity-building for public bodies and with regard to regional cooperation. The remaining support will be targeted at

preventive activities for marginal and vulnerable groups such as the Roma people. Kosovo and Albania are priority areas. The importance of increasing employment among women for combating human trafficking and in general for promoting gender equality is emphasised.

The Section for Global Security Issues and the CIS Countries usually funds human trafficking activities in cases that affect women and gender equality, including gender roles, employment, and violence against women.

The Section for Human Rights and Democracy does not mention human trafficking explicitly in its memorandum for 2008. No further support for human trafficking activities is planned for 2008, although some of the existing projects have been permitted to transfer unused funds from 2007. Human trafficking is one of the topics raised in human rights dialogues.

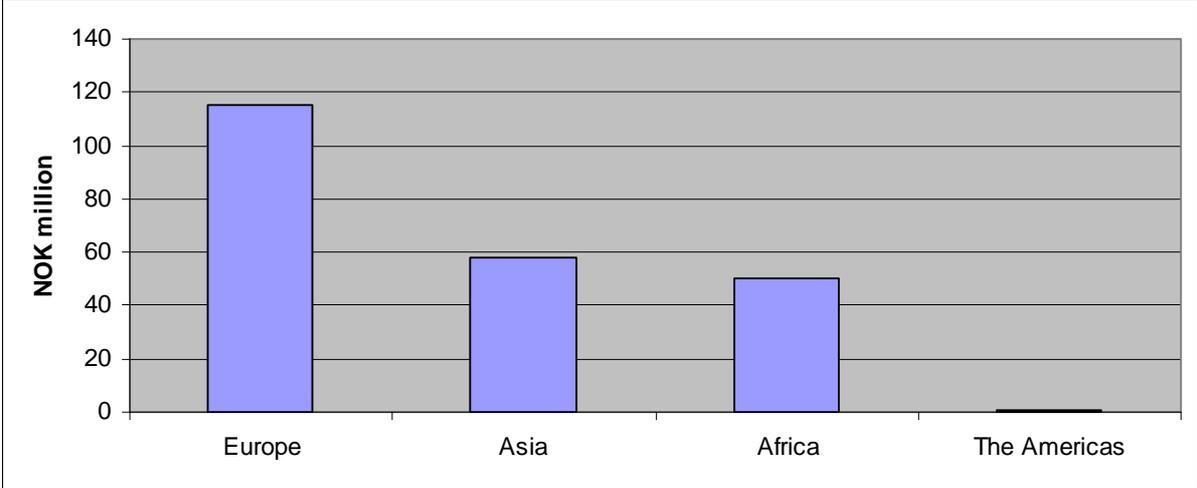
Human trafficking is not mentioned explicitly in either Norad's guidelines for support to NGOs. Funding for human trafficking activities is allocated on the basis of an initiative from the applicant organisation.

Although human trafficking is not mentioned specifically in the embassies' annual work plans, these give priority to human rights issues in general and women's rights in particular.

Description of the current portfolio

During the period 2000–2010 the Ministry of Foreign Affairs (including the embassies and Norad) has funded or is planning to fund 110 projects (192 annual agreements). The total funds allocated for this period amount to NOK 252 million.⁴

Geographical distribution 2003–2010 (total portfolio)

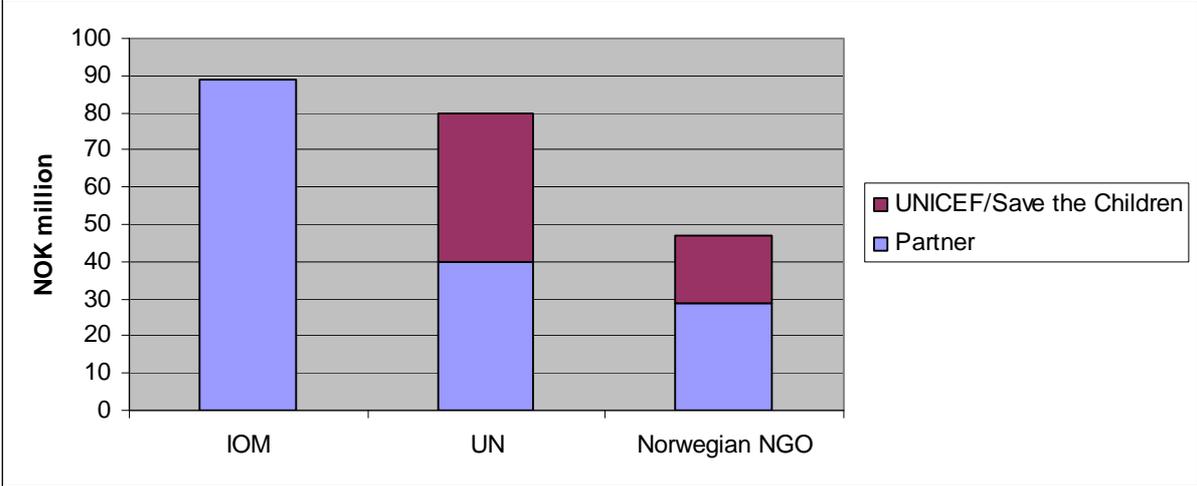


Europe is by far the largest region in terms of funding and receives NOK 115.3 million (52%) of the total allocation for the period. Bosnia and Herzegovina is the largest single recipient country, and receives NOK 31.7 million (14%). Other major recipients are Albania and Macedonia. NOK 58.8 million (26.7%) has been allocated to Asia and NOK 47.9 million (21.7%) to Africa. The Southern African Counter-Trafficking Assistance Programme (SACTAP) under the auspices of the IOM receives almost NOK 30 million of the total NOK 47.9 million to Africa.

⁴ Annual Report of the Ministry of Foreign Affairs 2007: the Ministry's activities to combat human trafficking under the Government's Plan of Action.

In 2006 UNODC published the report *Trafficking in Persons: Global Patterns*, which is based on reported cases of human trafficking. According to the report, a large number of European countries, apart from Albania, Romania, Bulgaria and Moldova, are now destination countries. Of the African countries, Nigeria is a particularly large origin country. South East Asia appears to be a major region of both origin and destination. In the Americas, Brazil, Colombia, Guatemala and Mexico are origin countries while the US and Canada are destination countries.

Norway's most important partners (total portfolio)



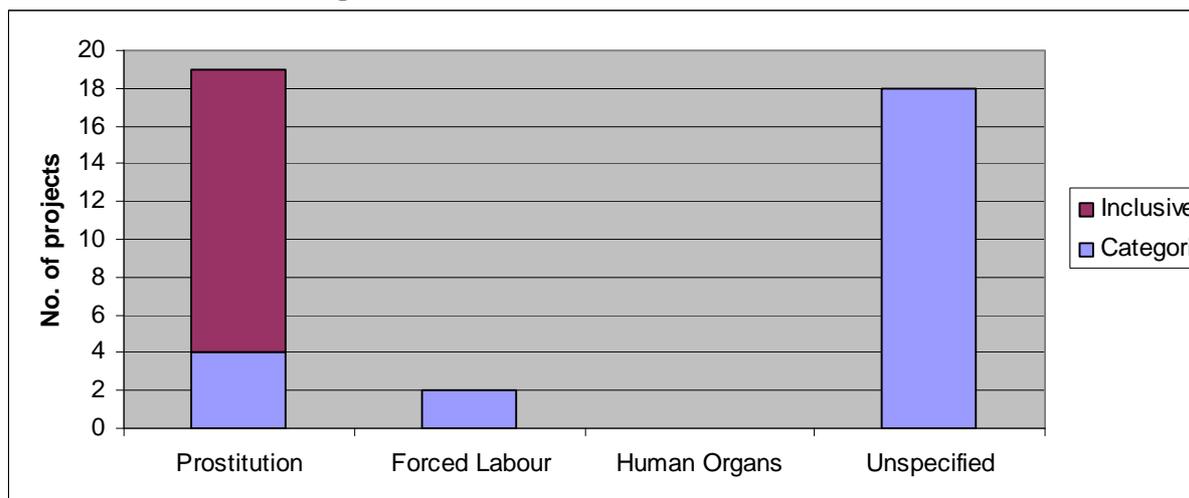
The largest single partner is the IOM, which receives about NOK 89 million altogether. A total of NOK 78.9 million is allocated to UN agencies, about NOK 40 million of which goes to UNICEF. A total of NOK 46.7 million is allocated to Norwegian NGOs, NOK 18 million of which goes to Save the Children Norway. Several of these organisations include human trafficking activities in larger, more overall programmes such as Gender-based Violence and Child Protection.

Findings and studies based on the selected projects

Causes of human trafficking

In general the project documents attribute the causes of human trafficking to social conditions such as poverty in the origin country, unemployment and social exclusion of vulnerable groups. Another cause that is often mentioned is women's a low social status, which results in violence against women and discrimination of women, and in the view that women are objects that can be bought and sold. The Roma people are classified as a particularly vulnerable group, and so are children and youth from dysfunctional/vulnerable families.

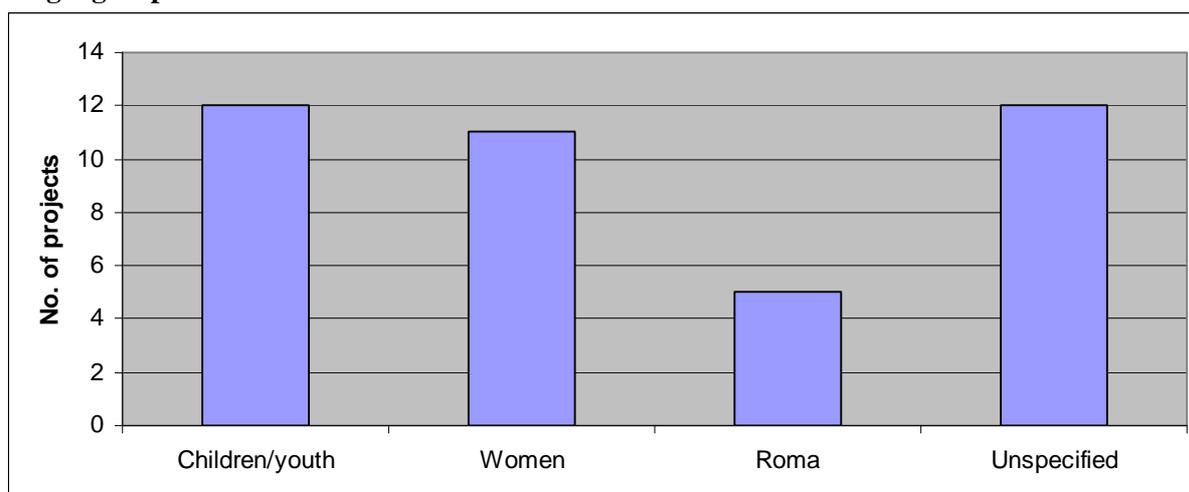
Forms of human trafficking⁵



Four of the 25 projects have specifically defined prostitution as the focus and a further 15 projects include prostitution as a priority area. Only two of the projects, both of which are under the auspices of the IOM, give specific priority to forced labour. None of the projects address trafficking in human organs, while 18 do not specify the particular form of human trafficking they are addressing.

In other words the main emphasis of the portfolio as a whole is on the prostitution aspect of human trafficking, which is the best known and most commonly addressed form of trafficking in persons. The Government's Plan of Action mentions all three of the above-mentioned forms of human trafficking but does not rank them in order of priority. UNODC's report *Trafficking in Persons: Global Patterns* shows that the majority of reported cases of trafficking in persons are in the area of prostitution. However there is reason to believe that forced labour is seriously underreported, and most of the Ministry's partners state that finding and identifying victims of human trafficking is a major problem.

Target groups⁶



⁵ Projects that include more than one form of human trafficking are included in more than one column.

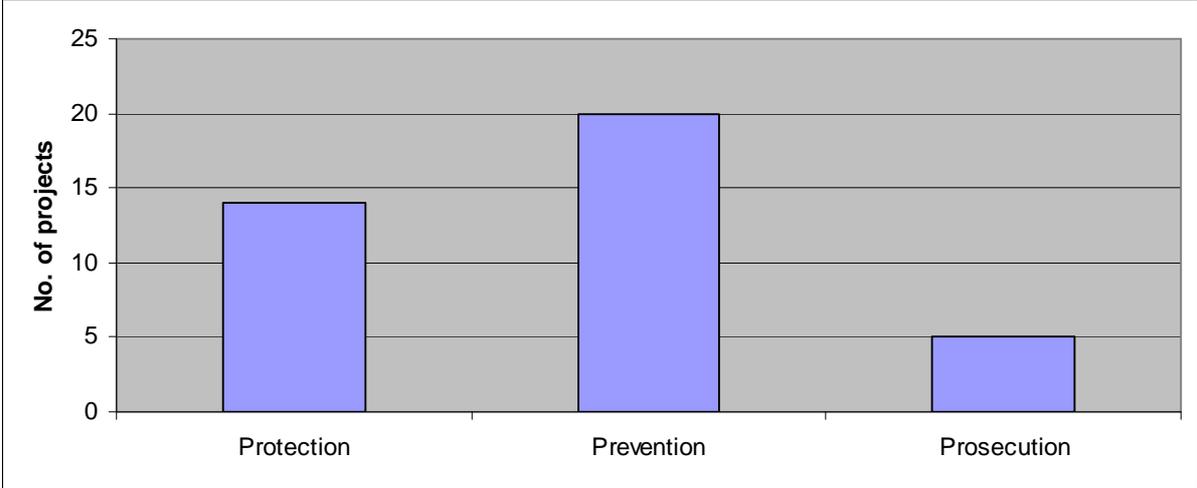
⁶ Projects that include more than one form of human trafficking are included in more than one column.

Twelve projects have children/youth as a target group. Eleven have women as a target group and five include activities for the Roma population, while 12 do not specify the age or sex of the target group.

The Plan of Action emphasises that children are an especially important target group. Combating trafficking in children is also one of the priorities set out in Norway's Development Strategy for Children and Young People in the South, "Three Billion Reasons", published in 2006. The Roma people are specified as a separate target group since it has recently been realised that they are especially vulnerable to human trafficking.

UNDOC's report *Global Patterns* showed that most of the reported cases of identified victims are women, young girls and children.

Categories of activities⁷



Fourteen projects contain activities aimed at protecting victims, 20 are targeted at prevention and five at prosecution. Prevention activities consist largely of awareness-raising campaigns, public education activities targeted at specific groups, activities to strengthen local partners, information material and vocational training/providing alternative sources of income. The most common protection activities are establishing safe shelters/ accommodation and hotlines, and various forms of therapy for victims. Prosecution activities include training programmes for police, border officials and the judicial system, efforts to introduce national legislation, and protection of witnesses.

Activities administered directly from Norway are mainly directed at prostitution and are usually fairly specific, with the main emphasis on prevention, sometimes in combination with protection of victims. The target groups for prevention activities vary considerably but the main emphasis is on potential victims, again generally women and girls. Protection activities are also targeted at politicians and the authorities, diplomats and visa personnel, police and border personnel, journalists and other relevant groups. Prosecution of traffickers usually comes under the category of protection of victims and witnesses.

The embassies mainly support long-term (three-year) comprehensive programmes that include prevention, detection and prosecution for all forms of human trafficking, but with a greater emphasis on forced labour than is given in programmes targeted at Eastern European countries.

Under the existing Plan of Action, the Ministry of Foreign Affairs also supports activities that promote cooperation and improve knowledge. Cooperation between the authorities and civil society and cross-border (regional) cooperation are given particular emphasis. All the projects involve broad-based cooperation with several types of partners: NGOs, the authorities and UN agencies. Only a few of the

⁷ Projects that include more than one form of trafficking are included in more than one column.

projects administered from Norway are regional; most of the regional programmes are supported by the embassies.

Most of the projects in the portfolio make clear references to international norms, mainly the Palermo Protocol but also the Convention on the Rights of the Child and the Convention on the Elimination of Discrimination against Women. There are also many references to regional protocols (particularly the Council of Europe Convention on Action against Trafficking in Human Beings) and national legislation and action plans that address poverty reduction.

Areas that receive little attention in the portfolio

The projects selected for review in this report show that the portfolio effectively covers the Ministry's commitments in the field of human trafficking, but the review has identified some areas that have received little attention.

Geography: few activities in North and South America

Very few activities are targeted at countries in the Americas in spite of the fact that human trafficking is a great problem there as well.

Types of activities: few activities targeted at the demand side of human trafficking

The prevention activities in the various projects are mainly targeted at potential victims and little attention is paid to the users of services provided by the victims. The Plan of Action assigns responsibility for activities to reduce demand mainly to the Ministry of Children and Equality and the Ministry of Health and Care Services. However, since many of the projects under the auspices of the Ministry of Foreign Affairs are conducted in countries of destination, it should be possible for the Ministry to do more in this area.

Forms of human trafficking: no activities directed at trafficking in human organs and little emphasis on forced labour

The portfolio focuses on prostitution, especially of women and children, and the Ministry's efforts do not deviate in this respect from those of other donors such as the Swedish International Development Cooperation Agency (Sida). However, the Plan of Action also covers other forms of trafficking, such as forced labour and trafficking in human organs.

Gender: few activities targeted at men

There seem to be few activities targeted at groups of men directly involved in human trafficking. Men may be victims of forced labour and of prostitution. Prevention efforts should also be targeted at men in their capacity as users of trafficked victims, in other words as buyers of sexual services. Insofar as men appear as a target group, they are referred to in terms of their occupation (diplomats, border personnel, police officers, etc) and not as individuals.

Lack of a coherent approach and reference to other sectors

Human trafficking is a complex issue that overlaps with many other thematic areas of development cooperation. However, a weakness of the Ministry's portfolio is that in general the projects are not concerned with relations with other international development sectors.

- It is particularly noticeable that, given the major focus on prostitution, there is no mention of HIV/AIDS.
- No parallels have been drawn between prostitution and sexual and reproductive health on the one hand and human rights on the other.
- None of the projects is linked with humanitarian assistance in cases of, for example, natural disasters or acute crises, which are known to result in large groups of persons becoming vulnerable to human trafficking, and none of the projects has a focus on refugees as a vulnerable group.
- None of the projects focus on persons with disabilities as a vulnerable group.
- No efforts are directed at the flow of money associated with human trafficking.

Lessons learnt and trends and developments in human trafficking

The project documents provide limited information on the experience gained by the partners in their efforts against human trafficking. This may be partly due to the fact that the applications and reports are required to follow standardised formats. Little attention is paid to important issues such as the fact that many victims are recruited by close family members or boyfriends – what does this mean for the possibility of reintegration and not least protection when they return to their home country? Talks with the organisations indicate that the organisations have far more experience than appears in the applications and reports, but that this experience is often not systematised or documented.

In spite of the limitations of the underlying data, the present review of the project documents provides the following impression of trends and developments in human trafficking:

- There is a greater focus on the Roma people and greater awareness of the vulnerability of this group (applies only to the Europe portfolio).
- There is a greater focus on participation by the target group.
- There is a greater focus on social services and outreach activity.
- The reintegration efforts are being made in close cooperation with the victims' families.
- There is a greater focus on age-specific activities (children).
- The number of registered victims in Europe has declined.
- Trafficking routes have changed and more persons are travelling with legal travel documents.
- Larger numbers of boys are being sold into prostitution.

Lessons learnt as reported in the evaluations

External evaluations or reviews have been made for eight of the Norwegian-supported projects. Annex 2 provides a summary of the individual evaluations. These are a mixture of evaluations, reviews and mid-term reviews, all conducted by external consultants, mainly local consultants.

The quality varies. Few of the evaluations note experience and lessons learnt that are specific to the work on human trafficking. There are a number of reasons for this.

The projects differ considerably in both form and content. Some consist of small-scale, focused efforts directed at a specific target group, while others are large generalised regional programmes. This makes it difficult to draw informative, generally applicable conclusions from the data.

Efforts to combat human trafficking are similar in many ways to other efforts in the field of human rights and in development cooperation generally. Activities concerned with human rights and advocacy are conducted in a wide range of areas. Protection activities and awareness-raising and public education campaigns are extensively used in connection with all types of human rights violations. Thus many of the lessons learnt from human rights projects are more applicable to human rights work in general than to human trafficking in particular.

Most of the projects, especially in the field of prevention, include general poverty reduction activities such as job creation and strengthening of local partners. Such activities can be used for many different purposes and types of projects and not only those dealing with human trafficking.

Thus the lessons learnt noted in the present review of the evaluations are often the same as those to be gathered from human rights and poverty reduction efforts in general.

Cooperation with the authorities

Many of the projects note that close, active cooperation with the authorities is one of the key factors for success. The authorities are responsible for fulfilment of international commitments, legislation and national action plans. They decide the framework for the project by the level of priority they give to the issue, and this has a strong influence on the room for manoeuvre of other agencies. For example, CARE comments that combating human trafficking in Montenegro is extremely difficult because in practice the authorities deny that this is a problem. Another reason why cooperation with the

authorities is important is that they are the providers of national services such as child welfare services. Since human trafficking involves moving persons, often across national borders, regional cooperation is also important.

Focus on the most vulnerable

A great many of the projects are targeted at vulnerable groups. Save the Children Norway has pointed out that these efforts need to be even more focused. Vulnerable groups contain children, who are an even more vulnerable group. In a report published in 2007, *Children speak out!*, Save the Children Norway has shown that social conditions such as poverty and unemployment are not the only causes of human trafficking – most poor people are not victims of trafficking. Individual circumstances also play a role. This means that confidence-building among these children is especially important. Save the Children Norway has found that using children/young people in outreach activity has had good results, since children trust other children more readily than adults. In areas characterised by migrancy (both legal and illicit migration) the children of migrant parents also constitute a vulnerable group.

Greater use of community-based care services and outreach activity

A greater emphasis on the local community and community-based care is necessary for a number of reasons. In a number of countries child victims of human trafficking have grown up in dysfunctional institutions. Improving the standard of public child welfare institutions is an important step, but outreach activity is also necessary in order to reach victims who do not wish to return to an institution. Many victims are stigmatised by their local community and stigmatisation must be combated by active efforts directed at families and the community. This is particularly important for long-term integration.

Difficulty in identifying victims

The difficulty of identifying victims of human trafficking is frequently pointed out. One of the problems is that trafficking involves moving persons, often across national borders and often within the framework of organised crime. Furthermore the strong stigmatisation of victims means that such persons do not wish to come forward or admit that they are victims. A number of partners emphasise the importance of a broad-based approach to all types of abuse, including but not restricted to human trafficking.

A coherent approach

As mentioned above, efforts against human trafficking overlap with many other types of development cooperation efforts. Trafficking is linked with other social problems, and the partners emphasise the importance of a coherent, broad-based approach. General activities to reduce poverty, such as vocational training and microcredit, combat human trafficking as well. Efforts to raise women's status, which also include vocational training and microcredit, also combat human trafficking.

The need for more knowledge

The partners point to the need for more research in certain areas such as risk factors, and for comparative studies of specific human trafficking activities. Examples of this type of research are the above-mentioned report *Children speak out!* and the report by the Fafo Institute “Leaving the past behind”.

Good partners

The importance of good partners for implementation and sustainability is frequently emphasised, and capacity-building for partners is a central activity in many of the projects. However, many of the evaluations point to organisational weaknesses, lack of strategies and the need for formalisation.

Conclusion

According to the Norwegian Government's action plans on combating human trafficking, the MFA has a particular responsibility regarding prevention, protection and reintegration. Children is mentioned as a particular important target group. This desk study has shown the the MFA portfolio has main focus on prevention and protection and that women and children are the majority of the target group. Most of the projects are related to trafficking as prostitution. The main conclusion is that the portfolio provides good coverage of the commitments undertaken by the Ministry under the Government's action plans to combat human trafficking in the period 2003–2010. Not all the thematic areas in the action plans have been covered to the same extent, but the plans themselves do not rank the various thematic areas in order of priority.

The underlying data have considerable weaknesses with regard to documenting results and lessons learned. The data builds on documentation from applications and reports from the grant recipients and these documents has mainly focus on performed activities and less on achieved results and changes. The available evaluations are of variable quality give mainly general recommendation. Only a few of them contains results and lessons learned directly related to combating human trafficking. It is therefore concluded that a separate external review is needed in order to obtain more and better knowledge on results achieved and lessons learned in the field of combating human trafficking.

Annex 1. Summaries of the individual projects selected

The projects are selected from the 2007 MFA list of projects with human trafficking as main objective (annex 3)⁸. The following presentation of the selected projects is very short and summarised and not meant to be a complete description of each project.

This review of selected projects has focused on the following factors:

- Relevance and reference to Norway's Action Plan to Combat Human Trafficking 2006–2009
- Reference to international and regional norms
- Reference to national legislation
- Cooperation with other organisations (including regional cooperation)
- Types of measures, activities, lessons learnt and applicability

Western Balkans Section

Albania – Shelter for Trafficked Women and Girls and Those at Risk (2040412, 2050046, 2060217), Norwegian Church Aid, 2004–2008, total NOK 3 688 778.

Main objectives: to reduce the number of girls and women involved in human trafficking in general and to increase the number of trafficking victims who are reintegrated in their local community.

Goals: protection/safe shelters/repatriation of victims, establish safe shelters close to families, close cooperation with families, prevention/information/income-generating activities, education, reintegration of women in normal life, continued cooperation with the authorities through the working group on combating human trafficking.

Target groups: children/women victims of human trafficking and prostitution. Families affected by trafficking, the authorities.

Activities: operation of safe shelters, education, vocational training, labour market measures, entrepreneurship, provision of health services, legal advice, identity cards, protection of witnesses, cultural activities, entertainment, cooperation with families.

Other: reference to international norms (Palermo Protocol) and Norway's Action Plan. Participation in regional cooperation, cooperation with other key organisations in the field. External review planned for summer 2008. The Ministry received a positive impression after several visits.

Croatia – Counter-Trafficking Community Mobilization Project in Croatia (2040012, 2050349, 2060373, 2070254), CARE Norway, 2005–2007, total NOK 3 742 768.

Main objective: preventing human trafficking in youth and women by strengthening national NGOs.

Goal: to strengthen the Croatian PETRA Network.

Target group: organisations working for women sold into prostitution/human trafficking.

Activities: capacity-building among local NGOs that are members of PETRA through education in human rights/gender equality, awareness raising about human trafficking, conferences, lobbying/advocacy, campaigns in the media.

Other: cooperation with the authorities and the Governmental Office of Human Rights. Reference to relevant human rights norms: UN resolution 1325, the Palermo Protocol, national bodies such as the National Committee for the Suppression of Trafficking in Persons, the National Plan for the Suppression of Trafficking in Children, legal framework for assistance and protection of victims. Visited by the Ministry in 2005. Evaluated in 2007.

⁸ Compared with the project list, there is in this presentation of projects occasionally a deviation in the total amount of funding for some of the projects. This is mainly due to deviation between planned and actual spending of financial funds.

Montenegro Anti-trafficking Community Mobilization Project (2040204, 2060182, 2070354), CARE International/CARE Norway, 2004–2007, total NOK 2 900 000.

Main objective: awareness raising about women in slavery.

Goal: to strengthen local NGOs.

Activities: seminars, media campaigns targeted at the authorities/the Government, the judicial system, psychological support and legal assistance to victims, lobbying for women's rights, competence-building for the judicial system.

Other: cooperation with national coordinators in the field of human trafficking, regional cooperation with the OSCE, the UN, Save the Children, local Roma organisations. No direct reference to the Norwegian plan of action or human rights norms. Evaluated in 2007.

Macedonia – Preventing Irregular Migration and Human Trafficking in Roma Communities through Vocational Training and Skills Development Activities (2060072, 2070339), IOM, 2006–2007, NOK 1 030 000.

Main objective: to prevent human trafficking and illegal migration among the Roma people.

Goals: to improve the financial and social situation of vulnerable groups (in terms of income, single parents, etc). Awareness raising among the Roma community regarding the risk of human trafficking.

Target groups: vulnerable groups in the Roma community, both men and women. Addresses human trafficking in general (without defining the form of trafficking such as prostitution).

Activities: vocational training, job creation, follow-up and counselling.

Macedonia – Trafficked Women and Children in Macedonia/Assistance for the Protection, Return and Reintegration of Trafficked Women and Children in Macedonia (2020644, 2050041), IOM, 2002–2005, total NOK 2 098 850.

Main objective: to protect and reintegrate victims of human trafficking.

Target group: women and children.

Activities: establishment of a centre of assistance for identified victims. The victims are identified by the police and referred to the centre by the Ministry of Interior. The centre provides safe accommodation, psychosocial support and medical assistance, and facilitates return (for example travel documents, practical legal aid, safe and dignified return). Campaigns/meetings/information to the police. Based on victims' voluntary acceptance of help.

Other: The number of victims referred to the centre has declined considerably, probably due to weak efforts by the police to identify victims. Reference to the Palermo Protocol, which Macedonia ratified in 2004. Cooperation with ministries and NGOs, coordination between partners, regional cooperation. Macedonia has established a National Commission for Combating Trafficking in Persons and Irregular Migration and developed a National Action Plan to Combat Trafficking in Persons.

Croatia – Preventive Counter-Trafficking: Capacity Building for Croatian Diplomatic and Consular Personnel (2060277), IOM, 2006, total NOK 1 350 000.

Main objectives: prevention through capacity-building and awareness raising, promotion of a multi-disciplinary approach and intra-institutional networks at the national and international levels for suppressing human trafficking.

Goals: to help the Croatian authorities suppress human trafficking by making Croatian diplomats more aware of trafficking through practical training. More effective efforts to protect potential victims of trafficking in origin countries.

Target groups: the Croatian Ministry of Foreign Affairs and European Integration, consular personnel, NGOs, victims and potential victims, journalists.

Activities: education of teachers, development of curriculums and information material, updating information on national and international rules, identifying good examples. The IOM is lobbying for the permanent inclusion of efforts against human trafficking in diplomatic training. Providing information on the consequences of entering Croatia illegally, developing strategies, finalising the agreement with the Croatian Law Centre, providing training for 50 diplomats, publishing brochures. Non-nationals applying for a visa are informed of the risk of exploitation.

Other: cooperates with the Croatian Ministry of Foreign Affairs, Government of Human Rights, Government of Gender Equality, and Croatian Law Centre. The project is directed at human trafficking in general: work, begging, prostitution, marriage. It is in line with Croatia's National Plan for the Suppression of Trafficking in Children 2005–2008 and with the Croatian authorities' responsibility for suppressing of trafficking. Reference to the Palermo Protocol, the Council of Europe, the EU, UNHCR, CEDAW and the OSCE.

Albania – “Not for Sale” – Fighting Child Trafficking Project (2030173, 2040383), UNICEF, 2003–2007, total NOK 13 700 000.

Main objective: protection of children in Albania.

Goals: capacity-building among the authorities involved in suppressing trafficking in children, linking the authorities and civil society, implementing bilateral agreements that strengthen children's interests, Strengthening operational aspects of existing efforts against trafficking under the auspices of the authorities, INGOs and civil society, raising awareness on trafficking in children, capacity-building among civil servants, support for organisations, awareness raising among vulnerable groups.

Activities: cooperation with local NGOs, protection and reintegration through outreach activity, support for bilateral co-ordination, community-based protection. Prevention, protection, voluntary return, reintegration, legal and psychosocial assistance, legal advice, registration of births, strengthening of local structures and services for combating violence, identifying families at risk.

Bosnia and Herzegovina – Development of Sustainable Response to Violence against Women and Children in BiH (2040301, 2050205, 2060176, 2070045), UNICEF, 2002–2007, total NOK 24 650 000.

Main objective: to strengthen the authorities and local NGOs in their efforts to develop policy documents and coordinate the work on violence against children.

Goals: to raise awareness of domestic violence among the authorities and NGOs, increase NGOs' capacity to deliver services to victims of violence, raise awareness on violence against women and children and human trafficking in general among the general public and among women and children in risk groups, raise awareness of gaps and deficiencies in local child protection services, support protection of children at the local level.

Target groups: the authorities, NGOs, children/general public.

Activities: supporting implementation of the state action plan for combating trafficking in human beings, making strategies more relevant by reviewing action plans, supporting cooperation between the authorities in different countries, promoting NGO participation, development of relevant policies, multidisciplinary training for local authorities, raising awareness and improving knowledge, promoting sustainable service delivery by NGOs, cooperating with women's organisations and safe shelters, rehabilitation, psychosocial support, outreach activity, medical assistance, individual counselling, improving health services, supporting research on violence and abuse of children (in line with the UN Study on Violence against Children).

Bosnia and Herzegovina – Child Trafficking Prevention (2040266, 2050073, 2060029) Save the Children, 2003–2007, total NOK 2 459 967.

Main objectives: to increase protection of children, suppress trafficking in children.

Goals: to reduce children's vulnerability to exploitation and trafficking, raise children's awareness of their rights, help them to participate actively in decision-making. The partners have used child-friendly methods.

Target groups: children aged 12–18, children in risk areas, teachers, the authorities, NGOs. Indirectly: parents, siblings, public institutions, ombudsmen, police, social welfare agencies.

Activities: cooperation with local NGOs, competence-building concerning children's rights, promoting children's participation, project development and implementation, workshops on combating trafficking in children with child participants, information material, disseminating information about human trafficking and prevention methods.

Other: Partners are local NGOs and human rights organisations. Reference to Convention on the Rights of the Child.

Regional programme – Child Trafficking Response Programme in South East Europe (2040122, 2060330, 2070176), Save the Children, 2005–2007, total NOK 9 000 000.

(Covers Albania, Bosnia and Herzegovina, Kosovo, Montenegro, Serbia, Rumania, Bulgaria.)

Main objectives: to increase protection and promote the rights of trafficked children and those vulnerable to trafficking in South East Europe.

Goals: to prevent trafficking in children, reduce the duration and seriousness of abuse by improving identification mechanisms, protect victims of trafficking, raise awareness among Save the Children's partners concerning trafficking in children.

Target groups: NGOs, children/youth, especially vulnerable children such as orphans and street children, the authorities, the Roma population/ethnic minorities.

Activities: improving protection mechanisms for children, improving community-based mechanisms in order to reduce behaviour resulting in a higher risk of trafficking, training children and youth as effective agents against trafficking, identification of victims, providing care services and safe and dignified return, improving knowledge about existing mechanisms for identification, providing better access to information and better primary services for victims of trafficking, psychosocial support, raising awareness of/identifying gaps in the legal framework with regard to protection, research on identification of children at risk, training/capacity-building of key personnel (service delivery), providing hotlines, safe shelters, advice/counselling and medical and legal assistance. outreach activity for street children.

Other: reference to national strategies, 2007 report *Children speak out!* Evaluated in 2008.

Serbia Counter-Trafficking Community Mobilization Project (2060216, 2070259) CARE Norway 2006–2007, total NOK 2 747 969.

Main objective: to reduce human trafficking in Serbia.

Goal: to strengthen the capacity of local NGOs so that they can combat human trafficking more effectively in cooperation with the authorities and other civil society organisations.

Target groups: ASTRA, personnel at the Anti-trafficking Centre and Roma Information Centre, women's organisations, human rights groups, ministries and local authorities, general public. Particular emphasis on youth.

Activities relating to capacity-building among partners: conferences, seminars, workshops, administrative grants, training in strategic planning, leadership/management, negotiating skills, public relations, marketing.

Activities relating directly to human trafficking: surveys of young people's awareness and knowledge of human trafficking, establishment of a day centre for victims offering legal assistance, psychological support, medical assistance, advice, self-help groups, psychodrama, training in self defence.

Workshops for inhabitants of certain towns/geographical areas on topics such as violence against women, prejudice, discrimination, human rights, training of resource persons, development of a standard training programme. Evaluated in 2007.

Section for Global Security Issues and the CIS Countries

Armenia – Anti Trafficking Programme: Capacity Building, Support and Victim Assistance (3050193), UNDP, 2005–2007, NOK 7 671 200.

Main objectives: capacity-building, awareness raising, assistance to victims.

Goals: to raise awareness of and increase respect for human rights through harmonisation of legislation and policy frameworks for human trafficking, establish services for victims, strengthen NGOs and authorities so that they are better equipped to combat trafficking, assist authorities in improving protection of citizens' rights, make it possible for Armenians to demand their rights.

Target group: the authorities, NGOs, trafficking victims.

Activities directed at the authorities: review of the implementation of human trafficking legislation, policy recommendations on medical assistance to victims, policy recommendations on reintegration and return, training of medical personnel, training of border personnel, awareness raising among the authorities, education on human rights conventions, identification of victims.

Activities directed at improving the human rights situation: promoting cooperation between ministries, the national commission to combat human trafficking, civil society and the international community,

support for proposed legislation on human trafficking, support for networks of local and regional NGOs, media networks, support for web pages, campaigns using performing artists.

Activities directed at the public: psychological counselling, legal advice, hotlines, safe shelters, distribution of information at border crossings, raising awareness among NGOs, youth, vulnerable groups, orphans.

Other: cooperation with the IOM, UNCOR, UNDP, reference to CEDAW, the CRC, national action plans against human trafficking, the Palermo Protocol. Country studies on human trafficking have been made.

Moldova – Capacity-building Project: How to Improve Services for Vulnerable Migrants and Foster Links between Moldovan Communities Abroad and Their Homeland (3050212), IOM 2005–2006, NOK 1 286 100.

Main objective: competence-building among consular personnel in the Moldovan Ministry of Foreign Affairs and at Moldovan embassies to help them deal with trafficking victims.

Goals: build capacity/raise awareness, promote more efficient identification of victims.

Target groups: diplomats and consular personnel, potential victims, diaspora groups/Moldovans abroad.

Activities: providing advice/counselling to victims, developing a standard system for voluntary return, developing the database for repatriation of victims at the Moldovan Ministry of Foreign Affairs, facilitating dialogue between diaspora groups and Moldovan authorities, including diaspora groups in the development of migration policy.

Moldova – Protecting Victims of Trafficking in Moldova (3070114), IOM, 2007, NOK 1 000 000.
(Continuation of above Capacity-building Project: How to Improve Services for Vulnerable Migrants and Foster Links between Moldovan Communities Abroad and Their Homeland)

Main objectives: to raise the standard and increase capacity among local partners, cooperate closely with the National Committee to Combat Trafficking in Human Beings.

Goals: to strengthen the Ministry of Social Protection, Family and Child (MSPFC) and improve its capacity for coordination.

Target groups: trafficking victims, the authorities.

Activities: providing various forms of assistance, service delivery through partners, strengthening other public agencies and ministries, legal assistance to victims, vocational training, education, job creation, reintegration, promoting better use of medical and social assistance.

Other: cooperation with the MSPFC, which has the main responsibility for Moldova's efforts against human trafficking. Moldova has adopted legislation and an action plan against human trafficking. Facilitate the appearance of witnesses in Norway. Partners are Ministry of Foreign Affairs, Ministry of Health, Ministry of the Interior, Ministry of Finance.

Tajikistan – Stemming Illegal Migration Flows from Tajikistan and Enhancing the Communities' Migration Management System (3060130), IOM, 2006/2007, NOK 2 768 287.

Main objective: to raise awareness/improve knowledge about labour migration and the risks attached to illegal migration.

Target group: potential migrant workers.

Activities: operation of centre for labour migration, advice to potential migrant workers, use of 100 resource centres (UNDP network) to disseminate information in rural areas, establishment of two new information centres for distributing brochures, media campaigns, legal assistance. Establishment of working groups with representatives of all relevant authorities under the national commission for labour migration that are responsible for strategic planning, legislative reform and education based on best practices. Development of software for communication between embassies and the Ministry of the Interior.

Other: cooperation with UNDP, the OSCE, the Ministry of Labour, the State Migration Service, NGOs, human rights groups.

Regional programme - Combating Trafficking in Persons in Central Asia – Prevention, Protection, and Capacity-Building (3060036), IOM, 2006, NOK 2 198 875.

(Four countries: Kazakhstan, Kyrgyzstan, Uzbekistan, Turkmenistan.)

Main objectives: to prevent human trafficking, provide protection and assistance to trafficking victims, strengthen the police and justice sector.

Activities: operating safe shelters, assistance to child victims, capacity-building among local NGOs, awareness raising, research, direct assistance to victims, remuneration for lawyers and psychologists, training of public-sector employees.

Kyrgyzstan – Combating Trafficking in Persons in the Kyrgyz Republic (3070051), IOM, 2007, NOK 1 391 195.

(Continuation of regional programme.)

Main objectives: prevention of trafficking, protection and assistance to victims, helping the police and justice sector to function more efficiently.

Target group: young people, especially women.

Activities: information brochures, training of journalists, hotline.

Protection: repatriation, rehabilitation, reintegration of victims, medical and psychological assistance, social assistance, legal assistance, reception at airports.

Prosecution: capacity-building among the authorities, NGOs and national council on counter-trafficking, training of police and judicial system.

Protection: 300 victims have received assistance, the database has been brought up to date.

Partners: 28 NGOs, nine public-sector bodies.

Section for Human Rights and Democracy

Turkey – Combating Trafficking: Turkey, Local and Direct Assistance (1061133), IOM, 2006–2007, total NOK 5 725 000.

Main objective: to contribute to the Turkish Government's efforts to combat human trafficking. Turkey is a transit and destination country for human trafficking.

Goals: to develop a local anti-trafficking strategy, increase the number of identified victims and preventive measures.

Target groups: victims and potential victims, the Turkish public.

Activities: training of border personnel, persuading victims to act as witnesses, distributing information material on the risk of trafficking at borders, conducting a study on regional trends in illegal migration and human trafficking networks and patterns, developing local strategies against human trafficking in pilot municipalities, campaigns to raise awareness of the effects of trafficking on families and local communities (use of the media, placards, brochures), greater protection of victims by establishing a 24-hour hotline and moving them to safe shelters, improving monitoring of trends in human trafficking through data collection and analysis of regional trafficking routes, supporting ongoing strategies for economic development through local partnerships, synergies with international donors and organisations.

Other: cooperation with the Turkish authorities, local NGOs, border police. Previously supported by the Swedish agency Sida.

Norway – Assistance to Victims of Trafficking in Norway (1071023), IOM Norway, 2007–, NOK 871 400.

Main objective: to establish a mechanism for voluntary return and reintegration in the origin country for victims of trafficking in Norway.

Goals: to offer victims dignified return and services that support safe, permanent reintegration and reduce the risk of re-trafficking.

Target group: all trafficking victims in Norway.

Activities in Norway: information meetings with individuals or groups that come in contact with victims through their work, counselling and information to the target group on return and reintegration, cooperation with the Pro Centre (a Norwegian national resource centre on prostitution

matters and a social service centre for women and men in prostitution), the Nadheim centre for women, etc. Cooperation with the relevant authorities on identification of victims and approving participants in the programme, security evaluation in the home country before return (in cooperation with the IOM in the home country), assistance with obtaining valid travel documents, transport within Norway and to the final destination in the home country, assistance at the airport on departure and in transit.

Activities in the home country: legal advice/assistance to witnesses against trafficking, provision of new identity papers, temporary accommodation/safe shelter, medical and psychological assistance, other forms of treatment, vocational training, job counselling.

Norad

Laos – Strengthening Youth for the Prevention of Trafficking in Savannahket (GLO 0603), Norwegian Church Aid, 2005–2008, NOK 1 701 000.

Main objective: to prevent human trafficking from Laos to Thailand.

Goal: to reduce the number of illegal migrants from Laos to Thailand.

Target group: youth in the Savannahket region of Laos.

Activities: information and awareness raising campaigns on the dangers of illegal labour migration, income-generating activities, cooperation with local NGOs in line with the authorities' action plans against human trafficking. Evaluated by local consultants in 2005.

Embassy in Indonesia

Regional programme – Combating Forced Labour and Trafficking of Indonesian Migrant Workers (RAS-2743), ILO, 2002, 2006–2008, total NOK 8 700 000.

Main objective: to combat forced labour and trafficking in Indonesian migrant workers.

Goals: to reduce the vulnerability of migrant workers to human trafficking and forced labour, provide protection, reintegration and alternative sources of income, build capacity among the authorities and others to effectively combat trafficking.

Target groups: Indonesian migrants in Indonesia, Malaysia, Singapore and Hong Kong, mainly women domestic workers.

Partners: the authorities and NGOs in Indonesia, Malaysia, Singapore and Hong Kong.

Activities: promoting and improving policy and legislation, identifying gaps in existing legislation and action plans, strengthening legislation in the field of labour law, immigration, recruitment, licensing, workers' right to training, security under the law for migrant workers, awareness raising campaigns, advocacy at national and local level directed at the main target group and the general public, providing protection, reintegration and alternative sources of income through technical assistance and capacity-building for national and local authorities, recruitment firms, employee organisations, migrant workers' organisations, NGO networks, capacity-building among the Indonesian authorities, employee organisations, recruitment firms and civil society to combat trafficking effectively through legislation, regional cooperation, research, data collection. Protecting the rights of migrant workers is the main mandate. Evaluated in 2007.

Embassy in Thailand

Regional programme – Coordinated Mekong Ministerial Initiative against Trafficking, Sub-Regional Plan of Action, UNIAP (supported by Human Rights and Democracy Section in 2004, NOK 365 000) (RAS 2723), 2005–2010, NOK 18 200 000.

Main objectives: to establish regional cooperation in the field of human trafficking, establish and further develop the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT).

Target group: the authorities in six Asian countries.

Goals: to recommend and strengthen systems and practical working methods for cooperation between the countries and for regional cooperation on combating trafficking. Establish a coherent regional response that covers all aspects of the problems relating to trafficking and ensures that activities are centred on the victims. Identify successful models that can be used in other countries, develop the countries' capacity to follow up human trafficking in order to ensure that each country's participation at the sub-regional level can be built on existing capacity.

Activities: competence-building among all anti-trafficking personnel to enable them to respond to all aspects of human trafficking, developing an efficient, standardised system for identifying victims, investigating cases and initiating prosecution, exchanging information between countries, improving the quality and implementation of national action plans against human trafficking, developing a strong legal framework for the whole sub-region by amending national legislation and improving procedures, establishing reciprocal procedures for efficient and transparent repatriation. Ensuring effective reciprocal legal assistance and extradition mechanisms between the Mekong countries that can be used in trafficking cases. Improving regional cooperation in order to prevent illegal and/or exploitative middlemen. Cooperating with the tourist sector and expanding its activities to cover the efforts to combat human trafficking and related problems. Evaluated in 2006.

Embassy in Bangladesh

Bangladesh – Prevention and Protection of Victims of Human Trafficking in Bangladesh (BGD 3100), IOM, 2007–2009, total NOK 10 000 000.

Main objective: to combat human trafficking.

Goals: to reduce the vulnerability of potential victims, reintegrate victims, implement legislation, prosecute traffickers.

Target group: women and children in general, vulnerable women and children/potential victims.

Activities: education, awareness raising, workshops, written information material, street theatre, training of teachers, public meetings in marketplaces, surveying social services available to victims, providing vocational training/marketing training and microcredit, training for the police and judicial system.

Other: cooperation with nine ministries and 11 NGOs. Main partner is Ministry of Women and Children Affairs. Similar/overlapping programme evaluated in 2007.

Embassy in South Africa

Regional programme - Southern African Counter-Trafficking Assistance Programme (SACTAP) (REG-2009), IOM, 2003–2008, total NOK 35 000 000.

Main objective: to prevent human trafficking.

Goals: to establish regional cooperation on suppressing human trafficking, raise awareness about trafficking, capacity-building for partners, rehabilitation of victims and witness assistance. The programme covers seven countries in southern Africa.

Target groups: victims, potential victims, authorities, NGOs.

Activities: four main areas: research/data collection, dissemination of information, capacity building for partners, and protection of victims, establishment of safe shelters, medical and psychological therapy, witness assistance, reintegration. Evaluated in 2006.

Embassy in Kenya

Kenya – Counter-trafficking in Kenya: Countering Human Trafficking in Kenya through Capacity Building, Awareness Raising and Assistance to Victims (KEN 2017), IOM, 2005–2010, total NOK 7 181 600.

Main objective: to combat human trafficking by providing assistance to the Kenyan authorities and other stakeholders.

Goals: to raise awareness on human trafficking through campaigns, establish shelters and services for trafficking victims, lobby for ratification of the Palermo Protocol and introduction of national legislation in the field.

Target groups: the Kenyan authorities, other stakeholders, potential victims and trafficking victims.

Activities: establishment of safe shelters, legal assistance, medical treatment, family reunification, vocational training, awareness raising campaigns in the media, popular meetings, outreach activities, lobbying for the introduction of national legislation against human trafficking, systematic data collection and identification of victims/establishment of a database.

Annex 2. Summaries of external evaluations/reviews

- **Strengthening Youth for Prevention of Human Trafficking in Savannahket, Norwegian Church Aid, external evaluation August 2005.**
- **Combating Forced Labour and Trafficking of Indonesian Migrant Workers, ILO, mid-term evaluation December 2007.**
- **Counter-Trafficking Community Mobilization Project in Croatia, CARE International/CARE Norway, external evaluation August 2007.**
- **Coordinated Mekong Ministerial Initiative against Trafficking, Sub-Regional Plan of Action, United Nations Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-Region (UNIAP), external evaluation January 2006.**
- **Montenegro Anti-Trafficking Community Mobilization Project, CARE International/CARE Norway, external evaluation July 2007.**
- **Serbia Counter Trafficking Community Mobilization Project, CARE International/CARE Norway, external evaluation May 2007**
- **Southern African Counter-Trafficking Assistance Programme (SACTAP), IOM, external review February 2006.**
- **Child Trafficking Response Programme in South East Europe, Save the Children Norway, external evaluation May 2008**

Strengthening Youth for Prevention of Human Trafficking of Women and Children in Savannakhet, Laos (GLO-0603), Norwegian Church Aid, 2005–2008, NOK 1 701 000

Main objective: to prevent human trafficking from Laos to Thailand.

Goal: to reduce the number of illegal migrants from Laos to Thailand.

Target group: youth in the Savannakhet region of Laos.

Activities: information and awareness raising campaigns on the dangers of illegal labour migration, income-generating activities, cooperation with local NGOs in line with the authorities' action plans against human trafficking.

Evaluated in 2005 by Mr Sompop Jantaraka and Ms Pornthip Ratanakeree

Objective of the evaluation:

To assess achievement, appropriateness of the project's approaches and strategies, and the impact of the project on different levels in relation to the stated objectives. The evaluation emphasised organisation, capacity-building, sustainability and leadership.

Findings:

- The project fits in well with the priority given by the Laotian government to combating human trafficking.
- The local partners have chosen the right structure for reaching the target group (young people), but understand little about trafficking.
- The strategic approach is effective.
- The awareness raising campaign has been successful, and there is more awareness of the dangers and risks of migrating. This has resulted in a decrease in illegal migration to Thailand. Migrants are now acquiring passports with a tourist visa.
- The after-class activities were found to be very successful and fewer pupils cut lessons when they were followed by social and cultural activities.
- The income-generating activities have raised incomes in the target group in the home country. However, it is not clear whether the positive outcome of these activities has contributed to the reduction of youth out-migration. The activities are based on traditional occupations.
- The project has not been able to reach high-risk youth.
- Youth participation is low at all levels.
- Sustainability is weak, and Norwegian Church Aid is often the moving force behind the project.

Recommendations:

- The project and cooperation with local partners should be continued.
- Activities appropriate for the Lao context should be further developed.
- A programme should be developed to improve the knowledge and skills of local partners with regard to human trafficking.
- The project should establish direct links with the Ministry of Social Welfare and Labour.
- Networking with other national and international NGOs mandated to deal with trafficking problems must be given attention.
- More information must be obtained on the situations and problems of young people (for example by setting up a database) and about how to work with young people.
- The target group should be more closely involved in the planning and implementation process, which will improve sustainability.

Combating Forced Labour and Trafficking of Indonesian Migrant Workers (RAS-2743), ILO, 2002, 2006–2008, total NOK 8 700 000.

Main objective: to combat forced labour and trafficking in Indonesian migrant workers.

Goals: to reduce the vulnerability of migrant workers to human trafficking and forced labour, offer protection, reintegration and alternative sources of income, build capacity among the authorities and others to effectively combat trafficking.

Target groups: Indonesian migrants in Indonesia, Malaysia, Singapore and Hong Kong, mainly women domestic workers.

Partners: the authorities and NGOs in Indonesia, Malaysia, Singapore and Hong Kong.

Activities: promoting and improving policy and legislation, identifying gaps in existing legislation and action plans, strengthening legislation in the field of labour law, immigration, recruitment, licensing, workers' right to training, security under the law for migrant workers, awareness raising campaigns, advocacy at national and local level directed at the main target group and the general public, offering protection, reintegration and alternative sources of income by providing technical assistance and capacity building for national and local authorities, recruitment firms, employee organisations, migrant workers' organisations, NGO networks, capacity-building among the Indonesian authorities, employee organisations, recruitment firms and civil society to combat trafficking effectively through legislation, regional cooperation, research, data collection. Protecting the rights of migrant workers is the main mandate.

Mid-term evaluation of two-year agreement in December 2007 by Donna Leigh Holden.

Objectives of the evaluation:

To draw lessons learnt from the implementation of the project with a view to assessing whether the project goals and objectives are still relevant, and provide input for assessing whether at the end of the current phase the project is likely to have reached a state of maturity where activities can be sustained without further external financial and technical support. Review project achievements to date, review the extent to which the project is on target, review the project's efficiency, effectiveness and sustainability and provide recommendations for further work.

Findings:

- The project design and implementational priorities are strongly aligned with the current context and the support required by the Indonesian Government in its efforts to strengthen the regulatory environment for labour migration and the management of its national labour migration programme. The project is highly relevant.
- The project has effectively delivered on all key activities and is making good progress towards its operational targets and goals.
- Relevant and accountable management mechanisms are in place and ILO has successfully recruited a competent team.
- The project is contributing to efforts to strengthen policy and governance. The technical support is of a high quality and all stakeholders consider it to be highly relevant to current needs and context.
- The project has had good success in supporting the Indonesian Government in mobilising internal resources and embedding strategies and activities within its usual scope of responsibility and activity.
- The project has responded to requests from civil society agencies to pilot alternative livelihood programmes for migrant worker communities in order to expand choices and mitigate poverty-motivated forced migrancy and labour.
- The project has encouraged joint planning and action between government agencies and NGOs and strengthened the capacities of both to deliver more effective and protective services to Indonesian migrant workers.

Recommendations:

- No significant changes are necessary.
- The short-term nature of the project and funding is insufficient. There is a need for long-term, predictable funding.
- The focus should be shifted towards strengthening service delivery to migrant workers at the local level in line with changes in the national regulatory environment.
- Ongoing support is needed for local economic and small business development and provision of alternative livelihoods.
- There is a need for more effective utilisation of migrant worker remittances in order to provide migrant worker communities with broader choices and harness opportunities for poverty alleviation in their home country.
- Recruitment agencies and local service providers should be included in capacity-building activities.
- Ways should be considered of maximising the project's impact by sharing lessons and lessons-to-be-learned from existing project initiatives, and to extend the project's scope of influence to include a broader range of actors working with migrant labourers.

Counter-Trafficking Community Mobilization Project in Croatia (2040012, 2050349, 2060373, 2070254), CARE International, 2005–2007, total NOK 3 742 768.

Main objective: preventing human trafficking in youth and women by strengthening national NGOs.

Goal: strengthening the Croatian PETRA network.

Target group: organisations working for women sold into prostitution/human trafficking.

Activities: capacity-building among local NGOs that are members of PETRA through education in human rights/gender equality, awareness raising about human trafficking, conferences, lobbying/advocacy, campaigns in the media.

Other: cooperation with the authorities and the Governmental Office of Human Rights. Reference to relevant human rights norms: UN resolution 1325, the Palermo Protocol, national bodies such as the National Committee for the Suppression of Trafficking in Persons, the National Plan for the Suppression of Trafficking in Children, legal framework for assistance and protection of victims. Visited by the Ministry in 2005.

Evaluated in 2007 by Aida Bagic.

Objectives of the evaluation:

To examine the project achievements and implementation difficulties, identify lessons learnt and develop recommendations for both project partners: PETRA Network and CARE International.

Findings:

- The project has achieved its main objective: to strengthen the PETRA Network as a partner of choice for other relevant actors in the field of suppression of trafficking in Croatia.
- During the project period, the visibility of the PETRA Network has increased, it receives greater recognition by other actors involved in counter-trafficking efforts, the level of expertise within the Network has risen as a result of experience and knowledge exchange, and the stability and functionality of the Network have increased.
- Media coverage of PETRA's activities has improved, and the media use it as a relevant source of information about anti-trafficking.
- The number of calls to the SOS telephone has increased fourfold.
- Representatives of the PETRA Network member organisations were appointed as members of the National Committee for Suppression of Trafficking in Persons in 2002. PETRA's advocacy efforts have resulted in the introduction of Paragraph 4 in Article 175 of the Penal Code, which provides for the prosecution of users of the services provided by persons who are victims of trafficking.
- The Network has created valuable educational materials.

- The Network demonstrates a considerable level of group cohesiveness, and joint engagement has enabled the member organisations to realise that competition diminished their efforts to raise their individual profiles in the anti-trafficking field.
- The Network's clear focus enabled the organisations to affirm themselves as relevant partner in the field.

Recommendations:

- This provides reason to believe that the Network will be able to sustain itself also without support provided by CARE through this project. However, without funds aimed specifically at the Network's capacity building, as they have been provided within the framework of this project, it may become more difficult to keep up the regular communication needed as a base for joint actions.
- CARE should continue to provide support without imposing its own agenda on the Network but respecting the members' needs and following the Network's natural pace of development.
- The NGOs' anti-trafficking activities should be integrated with a larger framework, especially the efforts to combat violence against women.
- The PETRA Network should build on its experience of educating youth by engaging them as trainers and resource persons in the region.
- All the activities should include cooperation with the state institutions that deal with trafficking in human beings.
- The PETRA Network should consider registering as a separate legal entity in order to facilitate formal cooperation with other actors in the future.
- The PETRA Network members should continue with their efforts to allocate parts of their organisational budgets to developing the network.
- The PETRA Network should define the desired performance standards in writing, which will enable it to measure its own performance and facilitate cooperation with other organisations.

Coordinated Mekong Ministerial Initiative against Human Trafficking in the Greater Mekong Sub-region (supported by Human Rights and Democracy Section in 2004, NOK 365 000) (RAS 2723), UNIAP, 2005–2010, NOK 18 200 000.⁹

Main objectives: to establish regional cooperation in the field of human trafficking, establish and further develop the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT).

Target group: the authorities in six Asian countries.

Goals: recommend and strengthen systems and practical working methods for cooperation between the countries and for regional cooperation on combating trafficking. Establish a coherent regional response that covers all aspects of the problems relating to trafficking and ensures that the activities are centred on the victims. Identify successful models that can be used in other countries. Develop the countries' capacity to follow up human trafficking in order to ensure that participation by each country at the sub-regional level can be built on existing capacity.

Activities: competence-building among all anti-trafficking personnel to enable them to respond to all aspects of human trafficking, developing an efficient, standardised system for identifying victims, investigating cases and initiating prosecution, exchanging information between countries, improving the quality and implementation of national action plans against human trafficking, developing a strong legal framework for the whole sub-region by amending national legislation and improving procedures, establishing reciprocal procedures for efficient and transparent repatriation. Ensuring effective reciprocal legal assistance and extradition mechanisms between the Mekong countries that can be used in trafficking cases. Improving regional cooperation in order to prevent illegal and/or exploitative middlemen. Cooperating with the tourist sector and expanding its activities to cover the efforts to combat human trafficking and related problems.

⁹ Figures compiled by the embassy, deviate somewhat from those in the list of projects.

External evaluation in 2006 by Subur Consulting S.L.

Objectives of the evaluation:

To assess performance with special emphasis on the COMMIT Process and satisfaction among its major partners, to examine effectiveness and efficiency to assess whether UNIAP is working within its comparative advantages, to evaluate the project management structures and the impact of the project on institutions and policies, and to review internal and external barriers to implementation.

Findings:

- The project brought together the six governments of the Greater Mekong Sub-region to formally sign a regional memorandum of understanding to combat human trafficking, as part of the COMMIT process, for which UNIAP deserves most of the credit.
- The success of the project largely depends on adequate resources and is linked to the capacities and skills of the project staff. Fixed-term staff should be engaged, if possible for the whole of phase III.
- Because UNIAP is not bound by any specific form of human trafficking, it has a unique role to play and is able to cover the entire range of human trafficking patterns, including new emerging patterns that are as yet undocumented.
- UNIAP has succeeded in bringing together different stakeholders to create a forum where they can exchange, receive and share information.
- UNIAP has succeeded in identifying examples of good practices.
- The regional training given at the Mekong Institute in Thailand has considerable relevance for the project and has had important results; it received very positive feedback from the participants.
- UNIAP's innovative approach in supporting specific interventions has proved to be a success in some cases, for example in the case of Cambodian child beggars.

Recommendations:

- The third phase of the project should be implemented and include the consolidation of the processes and mechanisms that have come together under COMMIT, with continued and extended support from UNIAP for capacity-building and awareness raising.
- UNIAP should continue to support the various countries in their efforts to implement their national action plans.
- The project document must explicitly state the overall and specific strategies which will be pursued during the third phase. (For example, in Phase II COMMIT was not mentioned in the project document, but was the result of UNIAP's ability to identify windows of opportunity and capitalise on them.)
- The objectives must be more clearly defined. The project documents have been prepared without a clear definition as to what the situation at the end of the project phase should be. There are no parameters against which to appraise progress, and only outputs are mentioned.
- The project needs a proactive strategic vision and a clear delimitation of its core responsibilities and competencies.
- An overall regional strategy is needed together with national strategies for each project office. Cohesion and consistency should be established among these strategies to ensure a regional outlook.
- Phase III should be marked by a further decentralisation of decision-making to the national levels for all activities directly under the national strategy, and continuous monitoring of each country office's progress.
- UNIAP should provide information with a purpose in a dynamic manner that facilitates action.
- The project needs a comprehensive strategy for combating human trafficking that includes identification, fair treatment and support to the trafficked victims, as well as preventive

strategies that include the media, education, anti-gender discrimination measures and labour standards.

- It is important that the project continues to facilitate coordination between and among government agencies and services.
- UNIAP should play a dual role, on the one hand as coordinator and COMMIT Secretariat, and on the other as facilitator and human trafficking focal point in each country.
- Since none of the GMS countries have a trafficked victims association, UNIAP should assist in the creation of a national association of trafficked victims in each of the countries.
- Research and data are the weakest points in the countries' efforts to combat human trafficking. Research is uneven across the six countries and very targeted at specific forms of trafficking. UNIAP should determine a strategy based on research needs.

Montenegro Anti-trafficking Community Mobilization Project (2040204, 2060182, 2070354), CARE Norway, 2004–2007, total NOK 2 900 000.

Main objective: awareness raising about women in slavery.

Goal: to strengthen local NGOs.

Activities: seminars, media campaigns targeted at the authorities/the Government, the judicial system, psychological support and legal assistance to victims, lobbying for women's rights, competence-building for the judicial system.

Other: cooperation with national coordinators in the field of human trafficking, regional cooperation with the OSCE, the UN, Save the Children, local Roma organisations. No direct reference to the Norwegian plan of action or human rights norms.

External evaluation in 2007 by Aleksandar Sasa Zekovic

Objectives of the evaluation:

To assess the level of empowerment, community activism and civic participation among women activists, to assess the level of involvement of the project in the implementation of the National Strategy for Combating Trafficking in Montenegro, to assess the level of increase in the institutional and financial strength of partner organisations, and on the basis of the above analysis, to draw lessons learnt and recommendations for future programming in Montenegro. The evaluation deals with each of the six partner organisations separately.

Findings:

- Partner organisations need to be strengthened.
- The exchange of ideas and experience between institutions has been improved.
- Cooperation between NGOs and between NGOs and the authorities has improved.
- The general public, including the Roma community, had become more aware of human trafficking.
- The topic of human trafficking was to be found more often on the agenda of public bodies and more often dealt with in the media.
- Cooperation had been established between a larger number of ministries.
- Ministries were being lobbied for support for future activities.
- Cooperation with the National Coordinator had been enhanced.
- Regional cooperation with other NGOs had been established.

Recommendations:

- Organisational structures must be strengthened and formalised. There is considerable variation between the organisations, but the majority have a weak organisational structure.
- The organisations should do more to raise awareness about trafficking in the local community.
- The organisations need to improve their financial management. At present it is largely project-based.

- Communication between the organisations needs to be improved. The NGOs should approach the authorities in a more constructive manner.
- It is still not possible to assess project effects in terms of quality and long-term indicators of success.

Serbia Counter-Trafficking Community Mobilization Project (2060216, 2070259), CARE International, 2006–2007, total NOK 2 747 969.

Main objective: to reduce human trafficking in Serbia.

Goal: to strengthen the capacity of local NGOs so that they can combat human trafficking more effectively in cooperation with the authorities and other civil society organisations.

Target groups: ASTRA, personnel at the Anti-trafficking Centre and Roma Information Centre, women's organisations, human rights groups, ministries and local authorities, general public, particular emphasis on youth.

Activities relating to capacity-building among partners: conferences, seminars, workshops, administrative grants, training in strategic planning, leadership/management, negotiating skills, public relations, marketing.

Activities relating directly to human trafficking: surveys of young people's awareness and knowledge of human trafficking, establishment of a day centre for victims offering legal assistance, psychological support, medical assistance, advice, self-help groups, psychodrama, self defence. Workshops for inhabitants of certain towns/geographical areas on topics such as violence against women, prejudice, discrimination, human rights, training of resource persons, development of a standard training programme.

External evaluation in 2007 by Jasmina Kijevcanin and Sever Dzigurski.

Objective of the evaluation:

To analyse the achievement of the planned results and the impact at different levels of society.

Findings:

- The partners have played an important role in the development of the national Strategy for Combating Trafficking in Human Beings.
- The partners have good cooperation with the authorities and with representatives of the media, social welfare system, police and other important stakeholders.
- There was a focus on identifying gaps in the authorities' anti-trafficking efforts.
- Flexibility and adaptability were among the project's greatest strengths.
- The partners had developed a network of associates and ensured their inclusion in the creation of activities, built local ownership of the project and ensured its sustainability.
- There was a high level of commitment among the staff.
- The partners practised a strong participatory approach and inclusion of clients.
- The project strongly contributed to raising awareness among potential victims of trafficking in rural areas that had not previously been covered by anti-trafficking activities.

Recommendations:

- The budget should be increased.
- Activities should be reported against project goals and objectives.
- In future local institutions should be approached in a structural and strategic manner instead of being involved on an ad-hoc basis (according to capacity rather than strategy).
- Coordination should be improved: the activities of partner organisations were individually planned and implemented.
- Mechanisms should be established for inclusion of all relevant stakeholders, and information sharing should be ensured.
- All project activities should be adapted to the needs of all minority and vulnerable groups (the Roma community, different ethnic groups, people with disabilities, etc.).

- Building capacities among the organisations should be continued.
- A quality assurance system for educational activities should be developed.
- A systematic impact evaluation of educational programmes at local and national level should be provided in order to ensure that all activities are implemented in accordance with relevant contexts and needs.
- Visibility of project activities should be planned and regularly implemented in order to increase public awareness.

Southern African Counter-Trafficking Assistance Programme (SACTAP), (REG-2009), IOM, 2003–2008, total NOK 35 000 000.

Main objective: to prevent human trafficking.

Goals: to establish regional cooperation on suppressing human trafficking, raise awareness about trafficking, capacity-building for partners, rehabilitation of victims and witness assistance. The programme covers seven countries in southern Africa.

Target groups: victims, potential victims, authorities, NGOs.

Activities: four main areas: research/data collection, dissemination of information, capacity building for partners, and protection of victims, establishment of safe shelters, medical and psychological therapy, witness assistance, reintegration.

Phase 1 evaluated in 2006 by Alex Duncan, Tove Skarstein and Denise du Toit.

Objectives of the evaluation:

To perform an independent review of Phase 1 of the programme with an emphasis on efficiency and effectiveness, performance, management, quality and regional focus. To present an appraisal of the application for funding for the subsequent phase.

Findings:

- The project has succeeded in getting the issue of trafficking onto the public agenda, getting the Palermo Protocol ratified in five countries and promoting the legislative process in some countries.
- Regarding the dissemination of information, the evidence points to an impact, though how much of an impact is less certain due to lack of quantifiable indicators and a generally unfocused media campaign.
- The project has provided victim assistance in a systematic and sustainable manner (hotline, shelters, counselling/therapy).
- It has given high-quality training to public officials, particularly law enforcement.
- The various activities have reinforced one another//been well coordinated.
- The most important success factors are the professional attitude of the staff, good management and the approach chosen for the project, which included fostering partnership, a sensitive attitude towards victims and cooperation with state agencies at various levels.

Recommendations:

- In Phase II there is a need to broaden the focus of the project so as to have a greater impact on the region as a whole.
- Given the lack of an established regional institutional and organisational framework, the reviewers recommend linking up with the regional SADC inter-governmental organization. The IOM has established cooperation with Interpol, the Migration Dialogue for Southern Africa and SARPCCO.
- Greater emphasis should be given to providing training to high-level officials such as parliamentarians, civil servants and managers in order to promote ownership and sustainability.
- Research activities should be expanded and research cooperation established. Research strategies should be developed.

- Cooperation between the IOM and UNODC should be improved.
- Information activities should be increased and the local NGO network expanded.
- More efforts should be made to increase institutional capacity-building, particularly for those countries with a weak or non-existent legal and policy framework. Training of the authorities and NGOs will not be enough.
- An explicit risk analysis should be performed.

Child Trafficking Response Programme in South East Europe (2040122, 2060330, 2070176), Save the Children Norway, 2005–2007, total NOK 9 000 000.

(Covers Albania, Bosnia and Herzegovina, Kosovo, Montenegro, Serbia, Rumania, Bulgaria.)

Main objectives: increase protection and promote the rights of trafficked children and those vulnerable to trafficking in South East Europe.

Goals: prevent trafficking in children, reduce the duration and seriousness of abuse by improving identification mechanisms, protect victims of trafficking. Raise awareness among Save the Children's partners concerning trafficking in children.

Target groups: NGOs, children/youth, especially vulnerable children such as orphans and street children, the authorities, the Roma population/ethnic minorities.

Activities: improving protection mechanisms for children, improving community-based mechanisms in order to reduce behaviour resulting in a higher risk of trafficking, training children and youth as effective agents against trafficking, identification of victims, providing care and safe and dignified return, increasing knowledge about existing mechanisms for identification, providing better access to information and better primary services for victims of trafficking, psychosocial support, raising awareness of/identifying gaps in the legal framework with regard to protection, research on identification of children at risk, training/capacity-building of key personnel (service delivery), providing hotlines, safe shelters, advice/counselling and medical and legal assistance. outreach activity for street children.

Other: reference to national strategies, 2007 report *Children speak out!*: in-depth studies, coherent approach, research on interaction between factors at the individual level, families, identification of risk factors.

External evaluation in May 2008 by Héilean Rosenstock-Armie.

Evaluation of Phase II of the programme (2005–2008). The programme is supported by the Swedish International Development Cooperation Agency (Sida), the Norwegian Ministry of Foreign Affairs and the Oak Foundation.

Objectives of the evaluation:

To measure the quality and quantity of the outputs against the specific objectives with a particular emphasis on the regional dimension of the programme. To make recommendations for any possible interventions or a Phase III.

Findings:

- A report, *Children speak out!*, was published 2007.
- Community-based child-protection networks (CCPN) have been established in three of the programme countries. Issues relating to confidentiality and shared data information about children have arisen in connection with such networks.
- Regional mapping of the national referral mechanisms was good, but according to the consultant opportunities were not fully exploited and the activity “could have been planned more consistently within the programme”.
- The services offered to trafficked children have become more child-friendly and the number of children using the services has risen.

- Local partners are putting more emphasis on child rights and reaching a larger number of children.
- Child participation increases the effectiveness of an objective or project, especially with regard to the nature of the measures used.
- Save the Children could have put more pressure on the national authorities to make reintegration services more child-centred.
- Reintegration should put greater emphasis on the danger of re-trafficking.
- The intensive communication and information exchange under the programme and the SC/SCEP Position Paper on Preventing and Responding to Trafficking of Children in Europe promoted regional cooperation.

Recommendations for Phase III:

- Support should be provided for Phase III of the programme.
- Follow-up research should be conducted with a larger sample group of trafficked children.
- More outreach work should be considered to find trafficked and at risk children.
- Rules and guidelines should be developed for all child protection networks to ensure that they adhere to the Do No Harm principle. Confidentiality must be assured for all trafficked children.
- Phase III should use the findings of the regional mapping to advocate for the establishment and/or implementation of National Referral Mechanisms in all countries/entities. The appointment of guardians for trafficked children across the region should be advocated for.
- Reintegration should remain a key component of Phase III.
- Links with destination countries should be forged.
- A regional advocacy strategy should be developed and become a core feature of future work.
- The design of monitoring indicators and a log-frame should involve all coordinators and other stakeholders, and further training on monitoring and evaluation is required for programme staff and partners.
- The programme should advocate for a child-rights focus on immigration policy and legislation.
- Children left behind by migrating parents should be seen as an at-risk group.
- Phase III should focus more strongly on factors that put some Roma at risk and at which interventions should be targeted.
- The link between forced marriage and trafficking should be explored further and the programme should take a stance (a position paper) on the issue.
- The programme should focus on child protection as it relates to trafficking.
- An emphasis on gender equality is relevant for any Phase III.

Vedlegg 3

Prosjektliste 2007 Prosjekter med menneskehandel som hovedmål. Prosjekter som er med i utvalget er markert gult/grønt

Ambassade		Land	Prosj.nr	Mottaker	Prosjekt	År	Tilsagn
Ambassaden Abudja		Nigeria	NGA-2029	IOM	Repatriation Nigerian prostitutes from Norway	2007	1922000
Ambassaden Abudja		Nigeria	NGA-2029	IOM	Repatriation Nigerian prostitutes from Norway	2008	1900000
Ambassaden Bangkok		Regionalt Asia	RAS-2743	ILO	Trafficking in migrant Domestic Workers	2002	2900000
Ambassaden Bangkok		Regionalt Asia	RAS-2743	IOM	Cooperation against Human Trafficking	2005	1575000
Ambassaden Bangkok		Regionalt Asia	RAS-2743	ILO	Trafficking in migrant Domestic Workers	2006	3000000
Ambassaden Bangkok		Regionalt Asia	RAS-2743	ILO	Trafficking in migrant Domestic Workers	2007	2800000
Ambassaden Bangkok		Regionalt Asia	RAS-2723	UNDP	COMMIT Mekong regional Coop.against traffick.	2006	3400000
Ambassaden Bangkok		Regionalt Asia	RAS-2723	UNDP	COMMIT Mekong regional Coop.against traffick.	2007	3400000
Ambassaden Bangkok		Regionalt Asia	RAS-2723	UNDP	UNIAP UN InterAgencyProject on human traffick.	2006	2400000
Ambassaden Bangkok		Regionalt Asia	RAS-2723	UNDP	UNIAP UN InterAgency Project on human traffick.	2007	2000000
Ambassaden Bangkok		Regionalt Asia	RAS-2723	UNDP	UNIAP UN InterAgency Project on human traffick.	2008	1000000
Ambassaden Bangkok		Regionalt Asia	RAS-2723	UNDP	COMMIT/UNIAP	2008	1000000
Ambassaden Bangkok		Regionalt Asia	RAS-2723	UNDP	COMMIT/UNIAP	2009	2000000
Ambassaden Bangkok		Regionalt Asia	RAS-2723	UNDP	COMMIT/UNIAP	2010	2000000
Ambassaden Dhaka		Bangladesh	BGD-3100	IOM	Trafficking in children, adolescent girls	2007	2000000
Ambassaden Dhaka		Bangladesh	BGD-3100	IOM	Trafficking in children, adolescent girls	2008	5000000
Ambassaden Dhaka		Bangladesh	BGD-3100	IOM	Trafficking in children, adolescent girls	2009	3000000
Ambassaden Katmandu		Nepal	NPL-2936	UNDP	Trafficking Study	2000	
Ambassaden Lilongwe		Malawi	MWI-2606	KN	Prevention of Human trafficking	2007	805555
Ambassaden Lilongwe		Malawi	MWI-2606	KN	Prevention of Human trafficking	2008	995000
Ambassaden Lilongwe		Malawi	MWI-2606	KN	Prevention of Human trafficking	2009	941000
Ambassaden Maputo		Mosambik	MOZ-2480	diverse	Seminar on trafficking and slavetrade	2005	42231
Ambassaden Maputo		Mosambik	MOZ-3042	Redd B	Children Illegally Moving Across Borders	2006	850000
Ambassaden Maputo		Mosambik	MOZ-3042	Santac	S-African Reg.Network a.Traffick./Abuse Children	2007	96497
Ambassaden Maputo		Mosambik	MOZ-3042	Santac	Advocate Law against trafficking in persons	2007	500000
Ambassaden Nairobi		Kenya	KEN-2017	IOM	Counter Trafficking	2005	681000
Ambassaden Nairobi		Kenya	KEN-2017	IOM	Counter Trafficking	2006	1000000
Ambassaden Nairobi		Kenya	KEN-2017	IOM	Counter Trafficking	2007	500000
Ambassaden Nairobi		Kenya	KEN-2017	IOM	Counter Trafficking	2008	1500000
Ambassaden Nairobi		Kenya	KEN-2017	IOM	Counter Trafficking	2009	2000000
Ambassaden Nairobi		Kenya	KEN-2017	IOM	Counter Trafficking	2010	2000000
Ambassaden Pretoria		Sør-Afrika	REG-2009	IOM	SACTAP	2003	2000000
Ambassaden Pretoria		Sør-Afrika	REG-2009	IOM	SACTAP	2004	2000000
Ambassaden Pretoria		Sør-Afrika	REG-2009	IOM	SACTAP	2005	4000000
Ambassaden Pretoria		Sør-Afrika	REG-2009	IOM	SACTAP	2006	7000000
Ambassaden Pretoria		Sør-Afrika	REG-2009	IOM	SACTAP	2007	14000000
Ambassaden Pretoria		Sør-Afrika	REG-2009	IOM	SACTAP	2008	6000000
Utenriksdepartementet	Seksjon	Land	Prosj.nr	Mottaker	Prosjekt	År	Tilsagn

Avd FN, fred og humanitære spørsmål	FN		1074041	UNICEF	Innocenti Research Center. Children's rights*	2007	2000000
Avd FN, fred og humanitære spørsmål	Globale Initiativ og Likestilling	Brasil		ILO	Forced Labour	2007	1400000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Moldova	3060140	AID	Workshop Anti-Trafficking - Roma	2006	37000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Bulgaria	3022099	Centre Study Dem	Fighting trafficking and corruption	2002	1100000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Moldova	3050113	FAFO	Trafficking Moldova	2006	400000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Romania	3022155	IOM	Combating trafficking in human beings	2002	1700000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Moldova	3050212	IOM	Trafficking Moldova	2005	1295000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Regionalt Asia	3060036	IOM	Combating trafficking in Persons in Central Asia	2006	2500000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Tajikistan	3060130	IOM	IOM Tajikistan - Illegal migration	2006	2768287
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Kirgistan	3070051	IOM	Combating trafficking Kyrgyz Republic	2007	1391195
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Moldova	3070114	IOM	Protection of victims of Trafficking	2007	1000000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Russland	3040035	JURK	Trafficking - Vilnius and St.Petersburg	2004	30000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Moldova	3050191	TV-aksjonen 20	Trafficking Moldova	2005	200000
Avd Sikkerhet og Nærrområder	Globale sikkerhetsspørsmål og SUS-landene	Armenia	3050193	UNDP	Anti-trafficking Programme	2006	2988475

Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1040851	Amb Bangkok	Kredtrakarn Home for traficked women and children	2004	100000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1030434	Diverse	Miscellaneous. Seminar on Trafficking	2003	10000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Tyrkia	1050968	Diverse	Journey of Hope: Migration and Human Trafficki	2005	40000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Vietnam	1061093	FAFO	Desc study on trafficking in Vietnam	2006	200000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Tyrkia	1061133	IOM	Combating trafficking	2006	3600000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1071023	IOM	Return and reintegration, victims of trafficking	2007	871400
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Tyrkia	1061133	IOM	Combating trafficking	2007	2125000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1020682	JURK	Trafficking in women	2002	20000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1030008	JURK	Trafficking - Study on applicants of visa	2003	220000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Malawi	1030200	KN	HIV/AIDS Prevention / Trafficking	2003	446000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Sør-Afrika	1050807	Krisesentersekr	Conference on trafficking in women/children	2005	36900
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Bosnia Hercegovina	2030569	La Strada	Shelter for trafficked girls in Mostar	2003	567481
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Moldova	2030100	ODIHR	Anti-Trafficking Project Fund	2003	1500000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Albania	2010550	Redd B	Anti-Trafficking	2001	3000000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1040537	UNDP	COMMIT Trafficking Greater Mekong Sub-Region	2004	365000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Armenia	2030467	UNDP	Countertrafficking in Armenia	2003	1100000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1010359	UNHCR	Trafficking in persons	2001	750000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Thailand	1030467	UNIAP	Human Trafficking	2003	681000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Libanon	1040939	UNODC	Measures to prevent and combat trafficking	2004	500000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Libanon	1050851	UNODC	Preventing and combating human trafficking	2005	500000

Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1061179	UNODC	Norwegian contribution 2006 Trafficking*	2006	4000000
Avd FN, fred og humanitære spørsmål	MR/Demokrati	Regionalt Asia	1071073	UNODC	Norwegian contribution 2007 Trafficking *	2007	4000000
Avd Europa og handel	Vest-Balkan	Kroatia	2040012	Care	Trafficking in Croatia	2004	1300000
Avd Europa og handel	Vest-Balkan	Kroatia	2050349	Care	Anti trafficking project	2005	1250000
Avd Europa og handel	Vest-Balkan	Kroatia	2060373	Care	Anti trafficking	2006	1815913
Avd Europa og handel	Vest-Balkan	Kroatia	2070254	Care	Anti-trafficking	2007	681166
Avd Europa og handel	Vest-Balkan	Montenegro	2040204	Care	Anti-trafficking in Montenegro	2004	1000000
Avd Europa og handel	Vest-Balkan	Montenegro	2060182	Care	Anti trafficking	2006	1050000
Avd Europa og handel	Vest-Balkan	Serbia	2070354	Care	Anti trafficking Montenegro	2007	850000
Avd Europa og handel	Vest-Balkan	Serbia	2060308	Care	Sex based violence and trafficking	2006	2800000
Avd Europa og handel	Vest-Balkan	Serbia	2060216	Care	Anti trafficking community Mobilization	2006	1345360
Avd Europa og handel	Vest-Balkan	Serbia	2070259	Care	Anti Trafficking Serbia	2007	1402609
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2040118	Caritas	Anti-trafficking	2004	970000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2060229	Caritas	Anti trafficking	2006	900000
							1870000
Avd Europa og handel	Vest-Balkan	Makedonia	2040367	Caritas	Anti-trafficking in Macedonia	2004	1000000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2040251	Diverse	EUPM development for the BiH police	2004	800000
Avd Europa og handel	Vest-Balkan	Europa regionalt	2050431	FAFO	Understanding trafficking victims	2005	1200000
Avd Europa og handel	Vest-Balkan	Serbia	2050234	FAFO	Human trafficking research	2005	129255
Avd Europa og handel	Vest-Balkan	Serbia	2050193	FAFO	Documentary on trafficking of woman	2005	232450
Avd Europa og handel	Vest-Balkan	Serbia	2030313	Flyktningehjelp	OSSE Mona Dia Trafficking Issues Adviser	2003	290000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2050427	FOKUS	TV askjson 2005 Drømmefangeren	2005	1000000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2040339	GCSP	Trafficking in women and children seminar	2004	18972
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2040678	GCSP	Developm. in training material (Trafficking)	2004	68729
Avd Europa og handel	Vest-Balkan	Makedonia	2050364	Happy Childho	Research domestic Trafficking	2005	166000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2060246	ICMPD	Anti trafficking responses. Database	2006	3000000
Avd Europa og handel	Vest-Balkan	Albania	2020601	IGAP	Assistance to Victims of Trafficking	2002	175000
Avd Europa og handel	Vest-Balkan	Albania	2070138	IGAP	Witness Protection Structure	2007	390020
Avd Europa og handel	Vest-Balkan	Makedonia	2020643	IOM	Transitcentre in Skopje - trafficking	2002	1095000
Avd Europa og handel	Vest-Balkan	Makedonia	2020644	IOM	Reintegration victims of trafficking	2002	1076850

Avd Europa og handel	Vest-Balkan	Makedonia	2050041	IOM	Return etc Trafficked Women	2005	1022000
Avd Europa og handel	Vest-Balkan	Moldova	2030523	IOM	Trafficking Moldova. Protection/reintegration	2003	800000
Avd Europa og handel	Vest-Balkan	Makedonia	2030583	IOM	Counter trafficking. prevention assist.	2003	649000
Avd Europa og handel	Vest-Balkan	Makedonia	2030584	IOM	Capacity building on Counter trafficking	2003	1200000
Avd Europa og handel	Vest-Balkan	Regionalt Asia	2030522	IOM	Survey of trafficking in Central Asia	2003	1200000
Avd Europa og handel	Vest-Balkan	Makedonia	2050019	IOM	Economic/Social Anti trafficking	2005	1226000
Avd Europa og handel	Vest-Balkan	Kroatia	2060277	IOM	Preventive counter trafficking project	2006	1350000
Avd Europa og handel	Vest-Balkan	Makedonia	2060073	IOM	Capacity building on trafficking	2006	500000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2060228	IOM	Fight against Human trafficking	2006	799000
Avd Europa og handel	Vest-Balkan	Makedonia	2070338	IOM	Economic and Social Anti-trafficking	2007	1350000
Avd Europa og handel	Vest-Balkan	Makedonia	2060072	IOM	Vocational training Roma	2006	1000000
Avd Europa og handel	Vest-Balkan	Makedonia	2070339	IOM	Vocational training Roma	2007	1030000
Avd Europa og handel	Vest-Balkan	Albania	2030311	IOM/UNICEF	social businesses victims of trafficking	2003	117000
Avd Europa og handel	Vest-Balkan	Albania	202061	IPAG	Assistance to trafficking victims in Albania	2002	173815
Avd Europa og handel	Vest-Balkan	Albania	2040044	IPAG	Assistance to trafficking victims in Albania	2004	265000
Avd Europa og handel	Vest-Balkan	Latvia	2032097	JAUNATNES	Moon Light against trafficking in prostitution in	2003	625000
Avd Europa og handel	Vest-Balkan	Litauen	2032109	JURK	Anti-trafficking info to women	2003	200000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2040643	KEPAD	Conference on trafficking in women/children	2004	90000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2050433	KEPAD	Reg of situa of human trafficking	2005	300000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2060155	KEPAD	One-day workshop in Tirana	2006	44500
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2070029	KEPAD	Strengthening of the Ariadne Network	2007	128750
Avd Europa og handel	Vest-Balkan	Albania	2040412	Kirkens Nødhjelp	Vatra Centre/Counter trafficking program	2004	1213212
Avd Europa og handel	Vest-Balkan	Albania	2050046	Kirkens Nødhjelp	Vatra Shelter	2005	776166
Avd Europa og handel	Vest-Balkan	Albania	2060217	Kirkens Nødhjelp	Vatra Center	2006	799400
Avd Europa og handel	Vest-Balkan	Albania	2070297	Kirkens Nødhjelp	Anti Trafficking Vatra Center	2007	900000
Avd Europa og handel	Vest-Balkan	Kosovo	2060221	Kirkens Nødhjelp	Semi independent living young adults	2006	545300
Avd Europa og handel	Vest-Balkan	Albania	2070290	Kirkens Nødhjelp	Anti Trafficking Awareness Raising	2007	263550
Avd Europa og handel	Vest-Balkan	Kosovo	2050118	Kirkens Nødhjelp	Project for victims of trafficking	2005	558100
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2050273	La Strada	Prev. of traffick. in Women in BiH	2005	1000000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2060318	La Strada	Anti Trafficking	2006	415000
Avd Europa og handel	Vest-Balkan	Estland	2032100	Legal Info Cent	Handbook on Trafficking of Human Beings	2003	65000

Avd Europa og handel	Vest-Balkan	Regionalt Europa	2060193	Norsk Nødhjelp	Stop Trafficking 2006	2006	237731
Avd Europa og handel	Vest-Balkan	Serbia	2020526	OSSE	Secondment Mona Dia Trafficking Issues Advise	2002	293000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2030238	OSSE	SP Anti-trafficking meeting in Portoroz	2003	84000
Avd Europa og handel	Vest-Balkan	Serbia	2020526	OSSE	Secondment Mona Dia Trafficking Issues Advise	2003	290440
Avd Europa og handel	Vest-Balkan	Serbia	2030171	OSSE	Enchancing to deal with human trafficking	2003	607000
Avd Europa og handel	Vest-Balkan	Serbia	2040464	OSSE	Support to serb participation Sexcrimes investigat	2004	22843
Avd Europa og handel	Vest-Balkan	Kroatia	2050248	OSSE	Regional Conference on Trafficking	2005	63405
Avd Europa og handel	Vest-Balkan	Serbia	2040205	POD	Workshop with OCD	2004	158000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2020583	Redd Barna	WT III Trafficking TF Save the Children	2002	1095000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	BHZ-3061	Redd Barna	Research, child trafficking	2003	605000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2040266	Redd Barna	Child trafficking prevention	2004	395000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2050073	Redd Barna	Child Traffic. Prevention	2005	442000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2060029	Redd Barna	Child trafficking prevention	2006	478000
Avd Europa og handel	Vest-Balkan	Montenegro	2040192	Redd Barna	Projects in Montenegro	2004	800000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2040122	Redd Barna	Anti-trafficking response programme	2004	3000000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2060330	Redd Barna	Child trafficking res progr	2006	3000000
Avd Europa og handel	Vest-Balkan	Serbia	2040191	Redd Barna	Projects in Serbia	2004	2728000
Avd Europa og handel	Vest-Balkan	Regionalt Balkan	2032083	Røde Kors	Prevention on trafficking	2003	250000
Avd Europa og handel	Vest-Balkan	Regionalt Balkan	2040923	Røde Kors	Prevention of trafficking	2004	500000
Avd Europa og handel	Vest-Balkan	Kroatia	2050051	Røde Kors	Anti-Trafficking Project	2005	560000
Avd Europa og handel	Vest-Balkan	Serbia	2050229	Røde Kors	Anti-Trafficking Cap. Build. Serbian Red Cross	2005	560000
Avd Europa og handel	Vest-Balkan	Kroatia	2060275	Røde Kors	Anti trafficking project	2006	560000
Avd Europa og handel	Vest-Balkan	Serbia	2060123	Røde Kors	Anti trafficking Serbia and Montenegro	2006	560000
Avd Europa og handel	Vest-Balkan	Serbia	2070111	Røde Kors	Anti Trafficking project	2007	560000
Avd Europa og handel	Vest-Balkan	Moldova	2040499	Soroptimistene	Anti Trafficking conference Moldova	2004	400000
Avd Europa og handel	Vest-Balkan	Albania	2060264	Terre des Hommes	Transnational action child trafficking	2006	921580
Avd Europa og handel	Vest-Balkan	Albania	2070316	Terre des Hommes	Transnational Action against child Trafficking	2007	784297
Avd Europa og handel	Vest-Balkan	Kosovo	2030087	UMCOR	Crises shelter for trafficked persons	2003	1047000
Avd Europa og handel	Vest-Balkan	Kosovo	2040586	UMCOR	Counter Trafficking	2004	523000
Avd Europa og handel	Vest-Balkan	Armenia	2040317	UNDP	Anti trafficking	2004	1088000
Avd Europa og handel	Vest-Balkan	Regionalt Europa	2010482	UNICEF	SP WT III Trafficking Task Force	2001	800000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	BHZ-2058	UNICEF	Prevent THB, Gender violence, HIV/AIDS	2002	5250000

Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	BHZ-2058	UNICEF	Prevent THB, Gender violence, HIV/AIDS	2003	1900000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2040301	UNICEF	Prevent THB, Gender violence, HIV/AIDS	2004	2350000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2050205	UNICEF	Prevent THB, Gender violence, HIV/AIDS	2005	7050000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	2060176	UNICEF	Prevent THB, Gender violence, HIV/AIDS	2006	5600000
Avd Europa og handel	Vest-Balkan	Bosnia Hercegovina	BHZ-2069	UNICEF	Assistance victims of gender violence, trafficking	2003	3000000
Avd Europa og handel	Vest-Balkan	Albania	2040383	UNICEF	Not for Sale. Fighting Child Trafficking project	2004	3777580
Avd Europa og handel	Vest-Balkan	Albania	2040383	UNICEF	Not for Sale. Fighting Child Trafficking project	2005	4000000
Avd Europa og handel	Vest-Balkan	Makedonia	2050031	UNICEF	Combat Trafficking	2005	1000000
Avd Europa og handel	Vest-Balkan	Albania	2040383	UNICEF	Not for Sale Fighting Child Trafficking project	2007	2422420
Avd Europa og handel	Vest-Balkan	Makedonia	2020533	UNICEF	Campaign against Trafficking	2002	1000000

Norad	Avdeling	Land/Region	Prosjekt nr.	Mottaker	Prosjekt	År	Beløp
Norad	Avd Sivilt samfunn	Globalt	GLO-3727	FOKUS	Coalition against Trafficking in Women CATW	2007	648000
Norad	Avd Sivilt samfunn	Globalt	GLO-3727	FOKUS	Coalition against Trafficking in Women CATW	2008	649000
Norad	Avd Sivilt samfunn	Globalt	GLO-3727	FOKUS	Coalition against Trafficking in Women CATW	2009	649000
Norad	Avd Sivilt samfunn	Laos	GLO-0603	Kirkens Nødhjelp	Prevention of trafficking in Savannakhet	2005	340200
Norad	Avd Sivilt samfunn	Laos	GLO-0603	Kirkens Nødhjelp	Prevention of trafficking in Savannakhet	2006	340200
Norad	Avd Sivilt samfunn	Laos	GLO-0603	Kirkens Nødhjelp	Prevention of trafficking in Savannakhet	2007	340200
Norad	Avd Sivilt samfunn	Laos	GLO-0603	Kirkens Nødhjelp	Prevention of trafficking in Savannakhet	2008	324000
Norad	Avd Sivilt samfunn	Laos	GLO-0603	Kirkens Nødhjelp	Prevention of trafficking in Savannakhet	2008	324000
Norad	Avd Sivilt samfunn	Regionalt Asia	GLO-0603	Kirkens Nødhjelp	Mainstream.Trafficking to HIV/AIDS prog.	2005	99144
Norad	Avd Sivilt samfunn	Regionalt Asia	GLO-0603	Kirkens Nødhjelp	Mainstream.Trafficking to HIV/AIDS prog.	2006	145800
Norad	Avd Sivilt samfunn	Regionalt Asia	GLO-0603	Kirkens Nødhjelp	Mainstream.Trafficking to HIV/AIDS prog.	2008	121500
Norad	Avd Sivilt samfunn	Guatemala	GLO-0603	Kirkens Nødhjelp	CEG Human Rights	2005	388800
Norad	Avd Sivilt samfunn	Guatemala	GLO-0603	Kirkens Nødhjelp	CEG Human Rights	2006	291600
Norad	Avd Sivilt samfunn	Guatemala	GLO-0603	Kirkens Nødhjelp	CEG Human Rights	2007	300000
Norad	Avd Sivilt samfunn	Guatemala	GLO-0603	Kirkens Nødhjelp	CEG Human Rights	2008	324000
Norad	Avd Sivilt samfunn	Vietnam	GLO-0603	Kirkens Nødhjelp	Trafficking survey	2007	43740

Shady Traffic

Review of the Portefolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human Beings

Part Three

by
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I. Table of Contents

I. Table of Contents.....	iv
II. Executive Summary.....	v
1. Introduction.....	v
2. Findings: Lessons Learned.....	v
3. Conclusion and Recommendations.....	ix
1. Introduction.....	1
2. Background.....	1
3. Methodology.....	2
4. Recent Trends in the Western Balkans.....	4
5. Review of Two Projects in BiH and Three in Macedonia.....	8
5.1 Save the Children Norway: Child Trafficking Prevention.....	8
5.2 UNICEF: Developing Sustainable Responses to Violence against Women and Children in BiH.....	11
5.3. IOM Projects in Macedonia.....	15
5.3.1 IOM - Program of Assistance for Protection, Return and Reintegration of Victims of Trafficking (VOT) in the Former Yugoslav Republic of Macedonia.....	15
5.3.2 IOM - Economic and Social Stabilization Program for Vulnerable Groups residing in Border Communities (ESS).....	18
5.3.3 IOM - Preventing Human Trafficking in Roma Communities through the Enhancement of Labor Skills.....	21
6. Counter-Trafficking Projects in the Balkans.....	23
6.1 CARE projects in the Western Balkans.....	23
(a) Counter-Trafficking Community Mobilization Project – Serbia.....	23
(b) Counter-Trafficking Community Mobilization Project – Croatia.....	24
(c) Counter-Trafficking Community Mobilization Project – Montenegro.....	25
6.2 Save the Children: Child Trafficking Response in South East Europe Phase II.....	26
7. Projects in Other Regions of the World.....	27
7.1 UN Inter-Agency Project on Human Trafficking in the Great Mekong Sub-Region (UNIAP).....	27
7.2 ILO: Combating Forced Labor and Trafficking of Indonesian Migrant Workers.....	28
7.2 IOM: Southern African Counter-Trafficking Assistance Program (SACTAP), Phase I.....	29
8. Lessons Learned Across Regions.....	30
8.1 Aspects of Programming.....	30
8.2 Approaches.....	32
8.3 The Key Role of Government.....	35
8.4 Other Partnerships.....	36
8.5 Timeframe and Scope of Projects.....	37
9. Conclusion and Recommendations.....	38
10. Annexes.....	41
Annex 10.1: Terms of reference.....	41
Annex 10.2 Programs Field Visits.....	45
Annex 10.3: List of People Met.....	48
Annex 10.4: List of Documents.....	51

II. Executive Summary

1. Introduction

As a response to the growing international and national focus on combating human trafficking, Norway developed its first action plan on trafficking for the period 2003-2005, succeeded by another one to cover the period of 2005-2008 which was replaced by yet another for 2006-2009. A number of ministries and governmental agencies are involved in the implementation of the Action Plan, and the Ministry of Foreign Affairs (MFA) is responsible for supporting initiatives and efforts taken internationally and within the framework of development cooperation. The MFA's main responsibility is to support prevention, protection and reintegration of victims; support the development of knowledge and evidence; promote interdisciplinary cooperation; and strengthen international frameworks and cooperation. Children are considered a priority group and should receive special attention in supported programs and activities.

In early 2008 the MFA commissioned a review of the Norwegian project portfolio on trafficking in human beings. The review was divided into three parts and three separate reports; part one, an external overview of international trends on human trafficking; part two, a Norad desk study of the MFA project portfolio to identify the main patterns of support; and part three, an external review of a sample of projects/partners with a main focus on results and lessons learned. This report is part three of the review.

According to the Terms of Reference (ToR), the main aim of part three was to document results, lessons learned and replicability with a view towards informing future program decisions.

The review is mainly based on two different sources of data. One source of data comes from interviews, observations and material collected during field visits to five different projects in Bosnia-Herzegovina (BiH) and Macedonia. In BiH two projects were selected, both targeting women and children and implemented by Save the Children Norway (SCN) and UNICEF. In Macedonia three projects were selected, targeting women and the Roma community and implemented by the International Organization for Migration. The other data source is recent evaluation reports from the Western Balkans as well as from the African and Asian regions.

2. Findings: Lessons Learned

The following is a collection of lessons learned which the review team believes can be replicated elsewhere in the world and can serve as guidance for designing programs or selecting programs for support. Most of these lessons and perspectives have been derived from the five projects reviewed in-depth; however, many of these lessons are also found in the other evaluation reports surveyed for this report.

Results

It is evident from all the projects reviewed that there is a large variety of tangible results in all areas of prevention, protection, prosecution and policy development. A lot has been achieved in the area of awareness-raising at all levels of society, as well as in the care and protection of

(potential) victims with livelihood schemes and psycho-social treatment. Policy development in terms of establishing laws, sub-laws, regulations and guidelines, has taken place. Improvements have also been made in relation to criminal procedures with an increased number of prosecuted and sentenced offenders. A common finding is the lack of tools and indicators for systematic monitoring and reporting on impact.

Lack of Compatible Data and Statistics

Another common limitation is the lack of compatible data and statistics. Agencies charged with this task should be encouraged to work towards common and shared systems for data collection and analysis. The failure to identify victims and perpetrators needs to be addressed in a concerted and systematic manner, and activities related to identification, registration and streamlining of data needs more attention.

Different Interpretations of the Trafficking Definition

Linked to the above issue on lack of compatible data are the different interpretations of trafficking, which pose challenges for comparing and contrasting data and information on trafficking between countries and regions. The international agencies considered in this review apply the Palermo definition.

Changing Trafficking Trends and Contexts

Another and related challenge is the rapidly changing nature of both the phenomenon and context according to the constant change of migratory flows. Due to the changing nature of both phenomenon and context projects need to be flexible and relatively general in design.

Project Planning

It may be that the needs and concerns of women and girls living in the shelters have not been addressed appropriately or adequately and therefore victims of trafficking avoid identification and placement. Participatory project planning, that is ensuring that beneficiaries are consulted and involved in the running of activities, is an important aspect of project planning.

Research-or Evidence-Based Programming

Research- or evidence-based programming was evident to a varying degree in the projects studied for this review. However, results are likely to be more predictable if they are set against a knowledge base and realistic targets for monitoring and evaluation are easier to set if interventions are built on facts and reliable predictions. Another feature of an evidence-based approach is involving all the stakeholders in the planning process, thus setting the stage for a participatory process throughout the project cycle.

Holistic Approach

One of the main lessons coming out of the projects reviewed is the need to address different aspects and actors simultaneously in order to have a maximum effect and increase the chance of sustainability. This can be done by either supporting single issue-focused projects or by integrating different actors, sectors and activities into one project/program. Either way, the different levels of society from the individual, to the community to the mid- and central levels of government need to be addressed.

Human Rights Based Approach

The human rights based approach (HRBA) puts the emphasis on human rights legal standards, participation and empowerment; on local ownership and government accountability. It shifts the focus from victimization to empowerment of wo(men) and children as subjects in their

own lives and as agents of change. The main principles are participation and empowerment of rights-holders; accountability and transparency of duty-bearers.

Focus on Children

There is substantial evidence that children are integral to implementing anti-trafficking projects, both as active participants in prevention activities and as victims of abuse. It has been noted that children are easy to work with and through; they are active; they are easily motivated; they are creative; and they are knowledgeable. The child-to-child approach and peer education have been found to be effective tools. Activities are often linked to education, but children and youth who are not in school also need to be reached and ways of including them should be integrated into project designs.

Focus on Gender Rather Than Women

Most of the projects considered have more of a woman than a gender approach; women (girls) have been pre-selected as the primary beneficiary group. This may be the most appropriate measure when empowerment of women is the main objective. However, trafficking may afflict both males and females and be perpetrated by both males and females. A gender focus will put the emphasis on how children, girls and boys, young women and young men, are affected differently by trafficking, which should lead to a more gender-sensitive programmatic response. Gender analysis and reporting should be integrated into the design of supported projects.

Beneficiaries: Difficulties in Reaching the Marginalized

Activities have been mainly designed around women and children (girls) who have been trafficked for prostitution. It turns out that often the children and women selected as project beneficiaries or participants are among the more resourceful in the community. The challenge is thus to include the marginalized and excluded groups and individuals. This may be the children and youth who do not attend school, who are ill, who belong to marginalized ethnic minorities, women and men who are extremely poor and/or illiterate, those who live in conflict situations.

Livelihood Support

Livelihood support can be a preventive measure against exposure to trafficking by targeting those most at risk and it can be protective in the sense of providing options for reintegration of victims of trafficking. The question is not only whether beneficiaries are given a better footing in life, but also whether these options do result in fewer trafficking cases. In considering funding to livelihood projects, careful attention should therefore be paid to the link between the livelihood pursued and reducing the risk of trafficking.

Capacity-Building and the Importance of Competent Staff

Evidence from all projects across the regions show that capacity-building is an integral part of the projects. All projects include elements of capacity-building for implementing agency staff, stakeholders, policy-makers, beneficiaries, and partner organizations. Critical voices may ask to what all the training leads? Assessments of results should not only assess their contributions to reducing risk and providing services, but also whether their capabilities are better at the end of the project than at the beginning.

Government Ownership

There is overwhelming evidence of the key role of government and the importance of government ownership. The government, national as well as municipal/provincial, is crucial

for success in the long-term. The government plays an important role in legislation and policy-making, in prosecuting perpetrators, in funding services, in developing systems of identification and referrals, in providing protection and care and in changing attitudes.

Support to the Social Sector

The social sector, comprising social welfare and security, is very often neglected as a sector of support in development cooperation and humanitarian aid. However, the social sector is a key sector for addressing the issue of trafficking, both in terms of prevention, protection and care. It includes social welfare centers, social workers, psychologists and therapists, child welfare and protection agencies, shelters and service institutions. The social sector was found to be under-resourced and under-developed both in BiH and Macedonia, and in need of support.

The Role of Local Civil Society

Local NGOs and other civil society organizations play an important role in promoting the issue, putting it on the agenda and advocating for action and awareness. NGOs can push the issue on to the agenda of local politicians, into schools, into the social welfare offices, onto the desks of lawyers and judges. Local NGOs can respond more quickly and efficiently than governments and international agencies and they know the local situation. Local NGOs have credibility and legitimacy within their own community, region and country. Experience shows, though, that all too often NGOs do not develop exit strategies. NGOs need to put local government bodies in real partner positions from the beginning, working in true partnership through existing structures.

The Role of International Agencies

International agencies also play an important role. They bring with them international standards, best practices, international networks, processes and mechanisms. UN agencies and IOM usually have a unique access to government at all levels and can help local bodies and agencies with access. International agencies often adhere to and promote the highest standards embodied in UN conventions, declarations and other mechanisms.

The Role of Donors

It is evident that donors are valued not purely for the money they transfer to agencies and government partners, but also for the important political role they can play. Donors can influence the agenda, provide advice and moral support, raise the status of issues/policies and they can participate in decision-making. Donors can exert influence at high levels of government, they can share experiences and models from their own countries, and facilitate exchanges between countries.

The Role of Media

The use of media is an important aspect of several of these projects. According to the findings, involving the media was considered essential for two main reasons. On the one hand, they can be very helpful in implementing activities related to awareness-raising and prevention. On the other hand, it should be ensured that the media has a sensitive and appropriate approach to the issue of trafficking.

Regional Action

Regional projects may be a way of creating synergies as countries can learn from each other on an equal peer basis. Both UNIAP and SACTAP are regional projects and both evaluation reports emphasize the value of a regional approach in building cross-country frameworks of

cooperation and action. Regional projects can also promote best practices as well as international standards.

Long-Term Perspective

One of the most important findings in this review is the need for a long-term perspective due to the highly complex nature of human trafficking and the time it takes to adequately address the problem and achieve results. In addressing the issue, one is confronted with a complex set of issues related to prevention, protection, prosecution and policy. This implies the need for raising awareness, changing attitudes, changing behavior, changing structures and systems at different levels.

3. Conclusion and Recommendations

This review confirms that trafficking in human beings is a multidimensional and transnational problem which demands holistic and long-term responses. The national government plays a key role in changing policies and implementing projects. Other partners, including both international and NGOs as well as people in the local communities, in particular children and youth, are important participants in addressing this serious form of human rights abuse. Although women and girls often constitute the majority of the victims, it is important to integrate gender analysis into the situation analysis at the basis of any programming. A great deal of flexibility of programming will allow for the appropriate target groups, new issues and gaps to be identified and included as the trafficking trends change. A multidimensional approach to programming creates synergies when the different components and levels are linked, as found in several of the projects reviewed here.

Although a whole range of results are documented and indications of impact can be observed, there is a lack of systematic monitoring and reporting on the long-term effects. There is clearly a lack of research and knowledge, especially on the magnitude of the problem and identifying victims. However, it may also be a problem of collecting and disseminating existing studies and data which are already out there. In addition, there is clearly a need for more research into causal factors and profiling of victims.

The findings of this third part of the overall review largely confirm the main observations and summaries of parts one and two. Based on the findings, the following recommendations are made for future support to combat trafficking in human beings.

Aspects of Programming

- Programs selected for support should include baseline and indicators for systematic monitoring and reporting on impact.
- UNODC, IOM, UNICEF, ILO and other agencies should be supported in the collection and standardization of data and statistics.
- One should ensure that projects selected for support are based on evidence in the form of research, needs assessments, situation analyses and the like. Furthermore, they should be based on participatory planning and implementation.
- Projects selected should be based on the ‘Palermo Protocol’ definition of trafficking in persons but adapted to the local reality.
- Due to the rapidly changing nature of the trafficking phenomenon and migratory flows in general, projects need to adopt flexible responses to the magnitude of the problem as well as to the type of trafficking.

- The projects supported need to integrate different sectors, actors and activities to ensure sustainability and maximum effect.
- Supported projects should explicitly apply a human rights based approach (HRBA) in line with Norwegian development cooperation and humanitarian policy.
- Support to projects that focus on livelihoods is of strategic value as this also addresses other aspects of poverty and human rights abuses, not only prevention of exposure to trafficking.
- Capacity-building is a key to any project on anti-trafficking. However, projects supported should include indicators for measuring the impact of capacity-building efforts.
- Regional programs and projects are strategically important to support as trafficking is a trans-national phenomenon that requires regional and sub-regional action.
- New issues that need addressing in the future include studies on best practices on reintegration and rehabilitation of victims, studies on causal factors, profiling of victims, organized begging and other forms of forced labor.

Project Beneficiaries and Participants

- Children are both key rights-holders as well as key change agents in any society and projects should either focus specifically on children/youth or include children/youth as project participants or take the effects on children into consideration.
- Projects should incorporate gender analysis of victims, perpetrators, users/abusers as a means to reach all those who need to be targeted either for prevention, protection or prosecution.
- Supported projects should either focus on vulnerable and marginalized groups or design ways of reaching these individuals and groups within the project beneficiary population.

Government as a Key Partner

- The government should always be involved, either as implementing partner or stakeholder.
- Support should go to the social sector as social sector institutions are key actors in many of the activities involved in combating trafficking in human beings, and often under-funded and under-developed.

Partners and Partnerships

- Local NGOs should be involved if they can perform important advocacy and service provision functions.
- Support to international agencies should be considered against available local capacities and the value added of these agencies.
- The Norwegian MFA with the embassies should explore and develop the possibility of influencing policy related to the projects supported not only through financial means but also by taking part in working groups, committees and other public bodies which donors are invited to by host governments.
- Media should be involved in project implementation both as a stakeholder and as a target group.
- The nature of anti-trafficking efforts demands a long-term perspective. The MFA should therefore provide funding for a minimum of three years with a possibility for extension when projects require more time to achieve results and make an impact.

1. Introduction

As a response to the growing international and national focus on combating human trafficking, Norway developed its first action plan on trafficking for the period 2003-2005, succeeded by another one to cover the period of 2005-2008 which was replaced by yet another for 2006-2009. A number of ministries and governmental agencies are involved in the implementation of the Action Plan, and the Ministry of Foreign Affairs (MFA) is responsible for supporting initiatives and efforts taken internationally and within the framework of development cooperation. The MFA's main responsibility is to support prevention, protection and reintegration of victims, further knowledge and evidence, promote interdisciplinary cooperation, and strengthen international frameworks and cooperation. Children are considered a priority group and should receive special attention in supported programs and activities.

The MFA has for the past decade supported a number of different efforts to combat trafficking in human beings worldwide. This includes a wide variety of projects and actors in several parts of the world covering the four main areas of support commonly known as the four Ps, namely prevention, protection, prosecution and policy development. The emphasis has been on supporting prevention and protection activities. A total amount of 252 000 000 NOK has been allocated to counter-trafficking initiatives between the years 2000 and 2010, covering 110 projects in all.

In early 2008 the MFA commissioned a review of the Norwegian project portfolio on trafficking in human beings. The review was divided into three parts and three separate reports; part one, an external overview of international trends on human trafficking; part two, a Norad desk study of the MFA project portfolio to identify the main patterns of support; and part three, an external review of a sample of projects/partners with a main focus on results and lessons learned. This report is part three of the review.

According to the Terms of Reference (ToR), the main aim of part three was to document results, lessons learned and replicability with a view towards informing future program decisions. More specifically, the task was to document main results and assess impact to the extent possible, compare project approaches, assess lessons learned across regions and provide recommendations for future support (see ToR in Annex 1).

2. Background

Part one of the review on international trends concluded with several findings and recommendations for further consideration. First of all, it found that different definitions of main concepts led to incomparable statistics and data, and consequently that there is a need for common definitions and operational terms. This is linked to inconsistent implementation of activities and lack of evidence and knowledge, research and evaluations. There is especially a need for more research on causal factors and contextual variations; as well as on different approaches to prevention. Cooperation and sharing of experience across borders and organizations are important, as well as the gender dimension (especially related to men), forced labor and illegal trade in organs. Trafficking in human beings should be linked to other sectors and integrated into mainstream programs and projects.

According to part two, the desk study on the patterns of MFA support, the profile of the portfolio is characterized by the following. The largest amount of support has gone to Southeast Europe and IOM is the largest individual partner. Most support has gone to combating human trafficking in the form of prostitution and the focus has largely been on women and children. Preventive activities have been supported the most. The study concluded that the portfolio has generally met the requirements of the Government's Action Plans 2003-2010 in a satisfactory manner. The study found, however, that there are limited data on results since the reviews and evaluations focus on activities and often lack indicators and baseline data. Many of the projects only have annual time-spans which limit the possibility to document impact. The lessons and experience drawn from the desk study are similar to those of the overview on trends. Good partners and good cooperation with authorities are of importance; identifying victims is a specific challenge for this type of work; and there is need for more knowledge and more focus on vulnerable groups and community-based care.

These findings and conclusions provide a back-drop for developing questions, focus and direction for this study. However, this report will not answer each and every question raised by the two earlier studies. Although these aspects will be discussed to a certain extent, the analytical focus is on a sample of projects supported by MFA.

3. Methodology

This report is based on the so-called 'Palermo' definition of trafficking in human beings. This definition refers to the UN Protocol that supplements the UN Convention against Transnational Organized Crime, namely the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children.¹ The Palermo Protocol has a three-fold purpose (ref. Art.2) which is to prevent and combat trafficking in persons, to protect and assist victims and to promote cooperation among state parties to meet these objectives. According to this definition trafficking in human beings involves a) recruitment, transportation, transfer, harboring or receipt of person(s), b) by means of threat, force or coercion, abduction, fraud, deception, abuse of power, or by payment/benefit, c) for the purpose of exploitation. It is important to note, however, that for persons under 18 years of age (children) only elements a) and c) are sufficient for trafficking to take place.

The desk study recommended a thematic/geographic approach to the task of selecting projects for more in-depth study and it was decided to focus on the Western Balkans as a region. In order to select projects in the Western Balkans, priority was given to the thematic areas of prevention and protection related to prostitution and different forms of forced labor with a focus on children and women. This was representative of the overall thrust of MFA-supported projects globally, according to findings and recommendations from the other two studies. The Western Balkans region is the largest in terms of financial support and it has a wide range of actors, projects and the longest presence of support. It was therefore expected to be the best place for more in-depth study in terms of richness and diversity of information regarding actors, activities and approaches. Other regions do have sizeable program/project portfolios, most notably Southern Africa and Southeast Asia, but these regions have to a large extent already been subject to recent evaluations. Furthermore, assessment(s) of project(s)/program(s) in individual countries, such as

¹ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the Convention against Transnational Organized Crime, United Nations, 15 November 2000

Kenya, Bangladesh, Nepal or Indonesia, though of interest, would miss the regional dimension we are aiming for here.

In selecting the specific projects, different types of actors were sought out as this would provide an opportunity to compare and contrast approaches from which lessons and recommendations could be drawn. There are three different types of actors in the list of supported programs/projects, namely the UN, NGOs and the intergovernmental organization International Organization for Migration (IOM). According to the desk study, the IOM is the single largest recipient of MFA support and with its particular mandate is therefore an interesting actor to consider more closely. UNICEF is the main UN organization represented on the MFA list of supported programs/projects. UNICEF is interesting because it has a more comprehensive systems approach to protection of children and anti-trafficking work is one of several components. A Norwegian international NGO should give some valuable insights from the perspective of civil society both from a Norwegian and international point of view. Consequently, the team selected IOM, UNICEF and Save the Children Norway, a Norwegian and international NGO.

In Macedonia, IOM has been receiving MFA funding for a number of years and the projects fit the thematic focus and priorities of the review. Two ongoing projects were therefore selected, namely (1) *Preventing Irregular Migration and Human Trafficking in Roma Communities through Vocational Training and Skills Development Activities* and (2) *Economic and Social Stabilization Program for Vulnerable Groups residing in Border Communities (ESS)* as well as one completed, (3) *Trafficked Women and Children in Macedonia/Assistance for the Protection, Return and Reintegration of Trafficked Women and Children in Macedonia*. These projects address prevention issues through livelihood support and protection issues related to trafficking as well as women and children as target groups.

In Bosnia-Herzegovina (BiH), two projects were selected, namely (1) *Child Trafficking Prevention*, implemented by Save the Children Norway (SCN) and (2) *Bosnia-Herzegovina Development Sustainable Response to Violence against Women and Children in BiH*, implemented by UNICEF. The latter is a comprehensive program on child protection which includes a component on anti-trafficking. The first project addresses, as should be obvious from the title, prevention issues related to children as the target group. The second, though much larger in scope, addresses prevention issues as well as protection and policy-making, related to women and children as target groups. These two projects differ in approach, but both are key agencies supported by MFA in BiH and elsewhere. Selecting two projects by different types of agencies provided an opportunity to compare and contrast approaches of different actors in the same situation and context.

During the field visit to each of the projects in BiH and Macedonia, interviews were conducted with key project personnel and the relevant stakeholders, including government partners, local NGOs and agencies, local media and the project beneficiaries and participants themselves. Meetings were also held with government officials in order to be informed about policies, the role of government and their level of engagement in the field of anti-trafficking, as well as with other donors/embassies to collect information on their experiences with similar projects and activities. An interview guide was developed for semi-structured interviews, with separate sets of questions for the different groups of interviewees. It was modified in the course of the field work as more knowledge of the field and the projects was gained.

Project sites were visited to observe activities and seek first-hand accounts from persons directly involved in anti-trafficking activities. Most of these were children and young people involved in

preventive action; either through awareness-raising campaigns in schools or extra-curricular activities outside school or through livelihood activities in communities at risk. This gave the beneficiaries the opportunity to contribute their experiences and recommendations to the review and most importantly, to be heard. It provided for a participatory element to the review. A total number of 120 persons were met/interviewed, out of which 39 (16 in BiH and 23 in Macedonia) were beneficiaries and at least 15 of these were children, 9 girls and 6 boys.

In order to assess whether lessons learned could be transferred within the region or from one region to another, experiences from other countries in the region and from other regions in Africa and Asia were studied, ranging across thematic priorities. These experiences were extracted from secondary source material, namely recent evaluation reports from the Western Balkans region and three different projects in Southern Africa, South-Asia and South-East Asia, all supported by the MFA. These represent a wide variety in size and approach from the small and focused interventions at the local level to the larger regional and more policy-oriented initiatives. In comparing reports between regions, there is always a chance that findings may not be comparable due to the different types of project interventions, data, methods and analyses used. Since this review is focused on qualitative assessments of results, lessons learned and replicability more generally, this problem is not regarded as a significant limitation as whatever lessons can be learnt will have to reflect the multitude of approaches, interventions and varying economic, social and political environments. However, comparing and contrasting projects in terms of effectiveness was not possible due to insufficient and incomparable information.

To sum up, this review is mainly based on two different sources of data. One source of data comes from interviews, observations and material collected during field visits to five different projects in BiH and Macedonia. The other source is recent evaluation reports from the selected region of the field visit as well as recent evaluation reports from three other regions of the world.

4. Recent Trends in the Western Balkans

It is not an easy task to draw clear conclusions on what are the main trends in trafficking within the region. Different agencies are involved in data collection and analysis and their methods and sources differ. UNODC uses a variety of sources, and the most important are governments and national criminal justice agencies (police, public prosecution, the judiciary) and secondly, international organizations (such as IOM and ILO and regional organizations such as Europol, European Commission, the Council of Europe and Interpol). The sources are open sources and comprise anything from government reports to research papers originating from 113 source institutions. These sources are then categorised by the use of content analysis and provide the basis for estimating trends and patterns. Secondary data are the main source for UNODC analysis.

IOM collects information from individuals under their protection and has been managing its Global Counter-Trafficking Database project since 2000. While initially developed as a case management tool, it has become a research tool containing detailed primary data on the approximately 20,000 trafficked persons that have been assisted by IOM in 85 countries. IOM works with their own primary data and does not compile data from other sources.

ILO does not collect data on trafficking as such. Their primary mandate is to assess and assist victims of forced labor and child labor, but both forced and child labor may or may not involve

trafficking in human beings, so there is an inter-linkage between trafficking and labor which is being addressed through the ILO Special Action Programme to Combat Forced Labor in terms of research, informational material and externally supported projects.

Common to all are that data are based on detected or reported cases which may only be the tip of the iceberg as far as the extent of trafficking in human beings are concerned. Estimates of the total volume of trafficking can only be speculative. Nonetheless, certain trends can be detected.

One clear trend emerging from discussions and interviews during the field mission is that cross-border trafficking in the Western Balkans is decreasing. The UNODC study on global patterns (UNODC 2006: 18-19) finds that most of the countries in the region are not high or very high on the list of countries of origin, with the sole exception of Albania. Both selected field mission countries are in the medium category. However, as far as transit countries are concerned, both Bosnia and Herzegovina and Macedonia are ranked in the high category. Albania is once again in the very high category as a transit country and Kosovo and Serbia and Montenegro are both in the high category, indicating that the Western Balkans as a region primarily is a transit point for trafficking routes coming from further east and heading towards Western Europe. It should be borne in mind that the UNODC data run from the mid-90s and up to 2003.

A new UNODC study on global patterns is under way, but was not finalised at the time of visit to the UNODC offices in Vienna. However, some findings were disclosed. While there has been a decrease in trafficking in the region, there has been an increase in actual prosecution of cases with the exception of Albania and this appears to be against the general trend globally. A third trend may be the feminisation of trafficking as women are reportedly overrepresented in cases of trafficking crimes as compared to their average for criminal offences generally.

IOM published a major study of the South-Eastern Europe in 2005, covering the Western Balkans sub-region among other countries (IOM/Surtees 2005: 12-13). These data run up to the end of 2004. Unfortunately, there has not been an annual update since 2005 on trends within the wider region. The study reports the same findings as the UNODC study in that the major countries of origin are outside the Western Balkans (Romania, Moldova, Bulgaria) with the exception of Albania and Kosovo and secondly, that the majority of the Western Balkans countries are either countries of transit or destination. The study does note that internal trafficking is on the increase in several countries, including Serbia and Macedonia which could also be interpreted as the first step towards cross-border trafficking.

The ILO study does not explicitly deal with trafficking from the Western Balkans as such, but with more significant countries of origin such as Albania, Moldova, Romania and Ukraine (Andrees 2008). Based on a survey of 644 returning migrants, among whom 300 were identified as forced labor victims, forced labor cases exhibit many of the features of typical trafficking cases. Poverty, crossed with discrimination on the grounds of gender and ethnicity, is a driving force and most cases point to a “continuum of exploitation, with clear-cut forced labor cases at one end of the spectrum and more subtle forms of exploitation and coercion at the other end” (Andrees 2008:39). This “messy” reality makes it difficult to design appropriate interventions.

Most of the systematic studies do not have data for the last few years so an assessment of the present situation would have to rely on more qualitative estimates. So far there are no regular statistics compiled, though work has reportedly started in the Balkans. One clear trend is the decline of trafficked foreign victims and the concurrent ascent of forms of domestic trafficking.

The overall trend is one of decline throughout the first decade of the 21st century. In Bosnia and Herzegovina, the figures from the State Coordinator are quite clear. From a high point of 255 identified foreign victims in 2002, the figure had dropped to 71 by the end of 2006. The corresponding figures for BiH citizens were 3 in 2002 and 31 in 2006 (State Coordinator 2007: 24). Among the 71 identified foreign victims were 22 from Serbia and Montenegro, indicating that the problem of trafficking is increasingly local and that long-distance trafficking routes are circumventing BiH. Only one male, a boy from Serbia and Montenegro, was identified as a victim of trafficking.

The State Coordinator acknowledges that the rise of internal trafficking confronts the law enforcement agencies with new challenges in the identification of victims and investigation into trafficking offences, considering that internal trafficking is carried out in small, private and secluded locations unlike the organised exploitation through night clubs and similar establishments in the past. Victim identification, particularly of children, has become a major issue for professionals. Sensitivity to other forms of trafficking apart from prostitution is urgently required and the State Coordinator notes that a case of forced begging was prosecuted in court resulting in a conviction, but intensified investigation into forced labor, organised begging, fake marriages (and adoptions), and child pornography and paedophilia are also called for as these forms of exploitation may be closely linked to trafficking. But effective prosecution is constrained by problems of jurisdiction within and between the entities of the State of BiH.

Preliminary figures for 2008 indicate that the trend is continuing, according to State Coordinator Samir Rizvo. Only two foreign victims have been identified so far, but on the other hand, 41 domestic victims have been identified, among them 18 children. Most of the victims were girls and were trafficked for sexual exploitation, but there were also a few instances of forced labor and forced begging, the latter involving Romas. He notes that the *modi operandi* are changing from night clubs to secret locations, making it harder to investigate and collect evidence. Traffickers nowadays use less cruel methods than before, methods of a more manipulative and cunning kind. He also acknowledges that the shift from foreign to domestic trafficking has come as a surprise to officials as counter-trafficking measures have very much targeted foreign victims to the relative neglect of domestic victims.

While poverty and economic deprivation are determining factors of vulnerability to trafficking, social status is also of importance. Single parents and single families are similarly vulnerable, particularly children of such families. The Roma population, disadvantaged by poverty, discrimination, lack of education, low health status and unemployment, is particularly vulnerable to trafficking in the whole region. While low education is a common feature of many trafficked, education in itself may not be a waterproof guarantee against being trafficked. The Surtees study (IOM, 2005) found that some victims had college and university degrees, which may go to show that vulnerability to trafficking can be rooted in purely personal, individual circumstances that are not reducible to socioeconomic or cultural factors.

The same trends that could be observed for BiH could also be observed for Macedonia, according to information from IOM. While Macedonia earlier was primarily a transit and destination country, the trend over the last 3 – 4 years has been that Macedonia is less of a destination country, still a transit country, but to a higher degree than before a source country. While the registration of foreign victims of trafficking reached a high of 257 in 2001 and 220 in 2002, the number had dropped to 14 in 2006 and 13 in 2007. Preliminary figures for 2008 (as per

September) are three. Foreign victims of trafficking now tend to come from outside the region with nationals from India and China and the Caribbean identified at the border crossing points.

The purpose of trafficking has changed as well. While the major trend in the past was trafficking for sexual exploitation, the current trend is more diverse with sexual exploitation still counting for a large number of incidents, but supplemented by forced labor and organised begging. There is less physical coercion, more incentive payments and reportedly a larger extent of family involvement in trafficking than before. As the purpose of trafficking has changed, there is a higher number of male victims, particularly in cases of forced labor. There is also a higher number of children – largely from urban areas, with incompleting primary education and from all ethnic groups. The propelling factor appears to be problematic family relations – as a causal factor for exposure to trafficking risk but also as a contributing factor – as traffickers in most cases are well-known to the trafficked person, hence making it more difficult for the victim to break loose.

Data compiled from the records of the National Referral Mechanism in Macedonia support this trend. There was a rise from 23 national victims of trafficking in 2006 to 37 in 2007. Among them were 16 and 35 children, respectively. Data from La Strada report 9 cases in 2005, 10 in 2006 and 26 in 2007. Among them were four children in 2005, four in 2006 and eight in 2007. But, as said above, there is not a uniform method for collecting these types of data and there are inconsistencies in operational definitions and between different data sources. Furthermore, in cases with more than one accused, they tend to be counted as different cases as though they were unrelated. According to information from the Coalition All for Fair Trials, there are about 20 cases of prosecution of traffickers annually. There is a lack of indicators to differentiate trafficking cases from other types of labor exploitation and secondly, trafficked should be counted separately from illegal migrants. Nonetheless, the trend towards a domestic shift of trafficking patterns does appear to hold up, despite problems of data consistency and secondly, a trend towards more children registered as victims with close relatives actively involved in trafficking.

These trends will have implications for protection policy as shelters will have to accommodate higher numbers of nationals and dwindling numbers of foreigners. As foreigners are accommodated in closed shelters with the ultimate aim of return to their countries of origin, domestic victims of trafficking are usually accommodated in open shelters, based on voluntary entry and the freedom to come and go as one wishes. NGOs would like to keep it that way, even though it is more difficult to work with these shelters and there is some apprehension that state take-over of shelters may imply closing them for reasons of higher security. This may have a negative impact on children.

In general, the trend towards trafficking becoming domestic throws up a number of challenges across all major areas of counter-trafficking action; prevention (higher awareness of local risks and vulnerabilities), protection (higher attention to rehabilitation and reintegration), policy (lobbying for internal trafficking to be recognised as a crime) and prosecution (changed methods of investigation, awareness raising among judges).

5. Review of Two Projects in BiH and Three in Macedonia

5.1 *Save the Children Norway: Child Trafficking Prevention*²

This project has been supported from 2003 to 2007 with a total of NOK 2 459 967.

Background and Activities of the Project

In 2002 Save the Children Norway (SCN) and UNICEF in Bosnia and Herzegovina (BiH) initiated a comprehensive research project to assess the nature and extent of child trafficking and exploitative labor in BiH. The objective was to increase the knowledge of circumstances and conditions of child trafficking and exploitation of children related to both foreign and domestic trafficking. The research project was undertaken in 2003 and involved 13 different NGOs which participated in the data collection. The findings published in the report from 2004 confirmed that a considerable number of children were being trafficked for purposes of sexual exploitation during the period of analysis, 1999-2003, and that nearly all of the reported victims were girls, most of them over the age of 14 and suffering from sexual exploitation. Profiling of the victims revealed that most of them were from dysfunctional families characterized by alcoholism, domestic violence and low educational levels. The findings further revealed that a significant number of children lived and/or worked on the streets and the majority of these children came from the Roma community. Most of these children were under 14, did not attend school and many suffered from illnesses (Eversole and Tahirovic, 2004). In general, it was found that there was a lack of awareness – or even denial – of the existence of trafficking, lack of awareness of laws and regulations, lack of coordination and cooperation among government authorities, and last but not least, a lack of child participation in responding to the problem. A number of recommendations were made which contributed to programmatic and policy responses by civil society organizations and authorities.

SCN's project "Child Trafficking Prevention" was a direct response to the research findings and recommendations. The project started in 2005 and is planned to phase out by then end of 2009. The overall goal was, as revised in 2006, to decrease factors of vulnerability of children in BiH to trafficking in children and violence against children. Specific aims included:

- to actively engage children at all project levels;
- to increase knowledge and cooperation among relevant stakeholders on the issue of child trafficking and violence against children;
- to inform children about trafficking prevention;
- to raise awareness in the local community about the risk of trafficking in children;
- to strengthen the capacities of the implementing agencies and stakeholders in the local community to address the issue.

Informing children and raising their awareness of prevention of trafficking became the cornerstone of the project. A theatre play called "Lean On Me" was created by groups of children in the project areas with the assistance of the writer Ferida Durakovic. The play was staged for many different target groups, such as school classes, teachers, community leaders,

² Project number 2040266, 2050073, 2060029 in MFA project list

politicians, and during public festivals or campaigns. After each performance group discussions were organized with the child/youth actors and the audience about the message and content of the play. In addition, promotional material was distributed and action was taken in relation to concrete cases of trafficking. Capacity-building at the local level was done through meetings, networking with the local stakeholders and peer education.

Implementing Partners and Stakeholders

There are two main implementing partners in this project, namely the NGO “Buducnost” in the town of Modrica and the NGO “Child Rights Center” in the town of Konjic. In addition to these two towns, they covered Doboje, Teslic, Samac, Derвента, Zenica, Prozor, Jablanica, Mostar, Petrovo, Bosanski Brod, Citluk, Capljina, Stolac, Ravno, Neum, Zastrog, Sarajevo, Bijelo Polje and Stolac Potoci. (Sekulic, 2007: 14). In each of the locations groups of youth, school children, their parents, teachers, social workers, police, lawyers, judges, (municipal) politicians and administrators, and journalists were involved as stakeholders in the activities. Meetings with representatives of the stakeholders revealed a high level of involvement and ownership of the project. The total cumulative number of children directly involved in the development of the play and leading the peer education is reported to be 65 between 2004 and 2007, and the number of children who saw the play and those otherwise informed/involved is reported to be 8615 (ibid, 2007: 29-30).

Buducnost, on the one hand, had been focusing on prevention and response related to domestic violence. Before they got involved, first with the research project, and next with the SCN project, they did not have much experience working with children although they had been involved in the issue of trafficking in human beings. The Child Rights Center, on the other hand, had a lot of experience working with children. It was started at the end of the war in 1995 for the treatment and rehabilitation of traumatized and war-affected children which included mainly three categories; returnee children, traumatized children and separated children. SCN has assisted both partners with child rights training, other capacity-building measures, advice, and financial support.

Approach

The project documentation emphasizes a participatory approach with a focus on the principle of participation of children and stakeholders as part of the overall human rights based approach (HRBA). Evidence of this approach was confirmed through discussions and visits with children and adult beneficiaries as well as with stakeholders. First of all, children had been involved in assessing needs at the start of the project. They had been actively involved in designing the project activities (the play and material) and they had been highly active in implementing the activities. The implementing partners, local authorities and children were empowered through the play, through campaigns, training and coordination meetings and the community had taken ownership in several ways. They had made a DVD of the play and plan to integrate the play into the school curriculum are well underway. Police were trained to identify victims and undertake criminal investigations. The social workers were trained in developing and running a referral mechanism as well as in how to deal with victim assistance. They have been planning the phase out of the project as an SCN-project in 2009, but it will continue at the local level in the schools, the police, the social work centers, among other institutions.

Results

A number of results have been reported from the project since its start, as well as aspects that indicate a more long-term impact. The following are the main points put forward by

implementing partners, beneficiaries and stakeholders on these achievements, several of them mentioned in the external evaluation report from 2007.

First of all, everyone talked about the significant change in awareness in the local communities. In the beginning people did not believe and some did not want to believe that trafficking in children and human beings was a problem in BiH, and especially not in their own communities. It was a problem that they either had not heard of before or they defined as something that happened in other places far away. Most importantly, a large number of children and youth became aware of the risks of trafficking and how to react appropriately to a potentially dangerous situation.

Second, the level of activity of children, parents and members of the community has increased around trafficking prevention and the project has brought different members of the local community together and promoted joint action. This has also increased cooperation and coordination between different sectors of society, especially between government and civil society.

Third, there is a notable change in attitude of both children and adults with regard to how trafficking as a phenomenon as well as its victims and perpetrators is perceived. Trafficking is now known as a crime and addressed as such by the police and other local authorities. Victims would often be blamed and stigmatized previously and perpetrators ignored, while raised awareness has led to a more humane and appropriate attitude. According to the informants, the media has played a key role in promoting change in attitudes in the local communities, especially by local TV/radio/newspaper journalists who have been directly involved in the meetings and capacity-building activities of the project.

Fourth, these activities have led to local ownership through institutionalization, mainly into government structures and systems. The local authorities have established referral mechanisms for the prosecution of perpetrators and the treatment and rehabilitation of victims. The theatre play is becoming part of the school curriculum. The project has led to cooperation and coordination between different local authorities, such as the police and the social welfare, the health authorities and the schools. One example was given of a kindergarten which for a long time hesitated to participate in the coordination meetings, but eventually was persuaded.

Fifth, the capacities of the implementing partner NGOs have been strengthened not only on prevention of trafficking of children and violence against children, but also on general knowledge of child rights.

Sixth, children and youth have increased their self-confidence and self respect through the activities, most notably the play and peer education. They regard themselves as full and active members of the local communities, through realizing that they could influence local municipal authorities, their parents and their peers. After a 'safety-mapping' exercise done by a group of youth in Konjic, they raised the issue of their physical safety with the municipal authorities which resulted in a favorable response to their recommendations on how to improve the situation. The participating children have increased their knowledge and capacity, not only on trafficking, but also on child rights and democratic principles in general. They have, for example, been involved in establishing and participating in youth councils. They have also reported on cases of violence against children and trafficking risk cases.

Last but not least, one important consequence as reported by both children and adults is the peace-building effect it has had among youth. The project has brought together children across ethnic, religious and geographic divides. They have also had a chance to go on visits to neighboring countries such as Croatia and Montenegro, which has led to youth networking within and across borders. The youth maintain that ethnicity has not been important in their work on the project. During the field trip in BiH it was observed that ethnicity which usually features so prominently in the country, was actually irrelevant in relation to this project.

Reasons for Success and Limitations

There are several reasons why this project has been a success. The activities are relevant and related to the real situation in the local communities, and have by all accounts been effectively implemented. Internal factors include a strong evidence base provided by the research project (ref. Eversole and Tahirovic, 2004) and other research undertaken within the Save the Children Alliance system (eg. “Children Speak Out” on trafficking in Southeastern Europe from 2007), as well as needs assessments done at the beginning of the project. Other internal factors are a highly competent and professional staff of SCN, implementing partners and a relatively high level of educated and skilled local partners. SCN and implementing partners seem to be well-organized. Regular monitoring was conducted by SCN and reports made. Importantly, local ownership was created increasing the chances for long-term sustainability. Among the external factors is the good relationship between the implementing partners and local authorities and local community, as well as a good legal framework which was improved as a result of SCN and civil society lobbying.

The main internal factor limiting the project is the failure to reach marginalized and excluded children, such as children belonging to the Roma ethnic group. The children involved in the project are top students and come from stable and resourceful family environments. Good grades in school, healthy and stable children, stable and resourceful families, were among the selection criteria of the project. According to the evaluation report there has also been a gender imbalance with an over-representation of girls and few boys³. Our impression is that this is still an issue, although the number of boys was reported to have increased. Another point is the limited coverage of the project. Although it was implemented in several areas outside the two towns of Modrica and Konjic, a limited number of children and communities have been reached in the country as a whole. SCN has actually addressed this limitation by proposing a follow-up project; “Visible, Informed, Strong – Safeguarding vulnerable children against violence in SEE”, to extend coverage to other areas of the country and thus benefit more children and communities.

5.2 UNICEF: Developing Sustainable Responses to Violence against Women and Children in BiH⁴

This project has been supported from 2002 to 2007 with a total of NOK 24 650 000.

Background and Activities of the Project

The MFA first supported UNICEF in BiH through a project called “Preventing Trafficking, Violence against Women and Children and HIV/AIDS in Bosnia and Herzegovina” from 2002 to 2004. In 2003 this cooperation was extended to support the local NGO Medica Zenica, one of

³ In 2007 there were 26 girl and 6 boy educators in the Child Rights Center activities; 18 girl and 3 boy educators in the Buducnost activities (Seculic, 2007: 46)

⁴ Project number 2040301, 2050205, 2060176, 2070045 in MFA project list

UNICEF's implementing partners, and to UNICEF's work to integrate response to violence into the reform of the child protection system in BiH. In 2005 the project "Developing Sustainable Responses to Violence against Women and Children in BiH" was established as a continuation. A total of NOK 18 million has been contributed to this project which will be phased out in 2008. A new project called "Enhancing the Social Protection and Inclusion System for Children" (SPIS) has been designed as a follow-up and the MFA has already started contributing to the project which is currently in a start-up phase.

Since 2003 the main focus of UNICEF's work in the area of developing and implementing sustainable responses to violence against women and children, including trafficking, has been to support service delivery and policy development and to contribute to reducing the disconnect between the two. The main objectives of the project are:

- strengthen government and NGO policy making and coordination;
- increase awareness and skills of professionals;
- increase NGO capacity for sustainable service provision;
- increase general awareness on violence against women and children.

A whole range of activities have been supported, but the following are those most directly related to anti-trafficking. The office of the State Coordinator for Combating Trafficking in Human Beings and Illegal Immigration (State Coordinator) has received technical and financial resources to implement the revised National Action Plan on Anti-Trafficking and the National Action Plan on Child Trafficking. Child Protection Advisory Groups have received support to complete national HRBAP (human rights based approach to programming) assessments of child protection systems to identify gaps and recommendations for remedial action. Furthermore, resources have been given to national and regional workshops and round tables, and a national conference and publication on combating violence against women and children. Technical and financial support has gone to ministries of social welfare for revising child protection legislation. Support has been given to establish "Municipal Management Boards", which are inter-sectoral bodies at the local level responsible for comprehensive planning and implementation of action plans on child protection. Support has been given to victim assistance such as training, development of a referral mechanism for victims, the operation of shelters, outpatient facilities, and telephone hotlines.

Implementing Partners and Stakeholders

The main government partners of UNICEF related to the issue of trafficking in human beings are the office of the State Coordinator on the central level and the Municipal Management Boards on the local levels. The State Coordinator is virtually a one-man office dependent on donor support both in terms of human and financial resources. The Municipal Management Boards also needed both technical and financial support.

The main NGO partner of UNICEF on the issue of trafficking has been Medica in the city of Zenica. Medica Zenica was established upon the initiative of the German NGO Medica Mondiale in 1993 as a counseling center for women and children victims of war. Subsequently it developed into a center for work on violence against women and children. Medica consists of an information and documentation center, "Infoteka", and a shelter and counseling center, the Medica Shelter. The latter has also received direct support from Norad/MFA. Medica Zenica combines direct protection and assistance to the victims of trauma and violence through existing services with advocacy for positive changes in institutions and the community. Medica does

considerable research on its subject-matter and is currently conducting a comprehensive survey on gender-based violence. The research informs programmatic and advocacy responses.

Approach

There are two significant aspects of UNICEF's approach in BiH, which also reflect UNICEF's global approach.

First of all, UNICEF is utilizing and promoting a human rights based approach to development (HRBA). The BiH UNICEF office was one of first two offices to pilot HRBA and is in the forefront on this method. HRBA methodology has been applied both in planning and implementation of UNICEF projects in BiH through training, advice and other capacity-building activities. UNICEF reports that this methodology has influenced significantly the awareness and sensibility of individuals, groups and local communities with respect to the rights of the child.

The other aspect is the systems approach based on UNICEF's concept of building a protective environment for children. The concept of the protective environment is about building systems of child protection and welfare in an integrated and holistic manner. That means linking social services, education services, health services, the judiciary, police and civil society to build systems of identification, referrals and services. This project is bringing these different sectors of government and society together to build systems of child protection. Combating trafficking becomes one of several components, or issues of child protection within a larger system. This systems approach is a change which UNICEF is now implementing globally, and in BiH it will continue with the Social Protection and Inclusion System (SPIS) project.

Results

Many different results have been reported in the two progress reports to the MFA (progress reports January 2006 and December 2007). Indications of more long-term effects (impact) can be observed in several areas, and the following reports what the informants considered most important.

First, UNICEF promoted raised awareness among government officials on the issue of trafficking in children and women, child protection and child rights through working groups on child protection, through the Municipal Management Boards, and through child protection action plans, needs and gaps identification. Reportedly, the relationship between the local authorities at the municipal level and the communities has improved as a result, and the police have become more involved. On the whole, UNICEF has promoted the strengthening of government authorities in several ways and on different levels resulting in increased government ownership.

Second, inter-sectoral structures and systems have been established to address child protection at the local level: the municipal management boards as a structure and the referral system. Previously victims got lost in the system, but with these boards there is a mechanism for identification and referral to services and for criminal investigation. These reforms are most likely to have an impact on future activities.

Third, a large number of professionals in 15 municipalities have increased their capacity, knowledge and skills in dealing with victims of gender-based and domestic violence through training seminars and workshops and practical experience.

Fourth, a number of girls and women have improved their lives significantly through the treatment and care they have received at the shelters and outpatient services. They have been protected and treated at the Medica Zenica shelter, received gynecological and psychological counseling, received health care through mobile clinics, and callers to the SOS-hotline have received assistance. A number of beneficiaries have received legal counseling.

Fifth, UNICEF's focus on promoting good governance has contributed to changes in laws and policy related to trafficking and child protection more generally, such as the creation of sub-laws and regulations on child protection likely to have an impact on future activities. The social welfare centers and social welfare sector in general has been boosted through UNICEF and its implementing partners. The project has also contributed to government ownership both of services and budget. For example, in 2007 Medica Shelter signed an agreement of cooperation with the municipality and the Shelter will subsequently be included into the municipal budget.

Last but not least, UNICEF has assisted BiH in participating in larger international processes, such as helping to contribute to the UN Study on Violence against Children, which was published in 2006 and assisting in the follow-up of its recommendations.

Reasons for Success and Limitations

This project has been relevant and effectively implemented with a large variety of results and indications of long-term impact. One of UNICEF's strengths and reasons for success is similar to that of SCN. Their programs are research or evidence based (ref. UNICEF 2004), drawing upon situation analyses with a focus on children and upon needs assessments. As SCN, UNICEF has the benefit of highly competent and skilled staff both within their own organization and among implementing partners. A great benefit is UNICEF's unique access to the government at different levels and across all sectors. UNICEF as part of a larger, global UN organization rests on a solid foundation of both financial and human resources, and when applying new policies or models, such as the protective environment and the systems approach, can draw upon experiences and best practices from elsewhere within the organization. Among the external factors contributing to UNICEF's success is the competent and educated staff among partner agencies and stakeholders.

The main challenges for UNICEF is the unstable political situation on the one hand, and the highly complex government administration and structure both within and across the two BiH entities. Added to that is a high turnover of government staff and lack of accountability. The lack of data and statistics remains a major challenge as well. Another limitation was a slow start by partners to build their relationship with the local authorities (ref. Medica Zenica shelter's agreement with the local authorities only after three years). Police has been too focused on the foreign trafficking victims, and too slow in recognizing and addressing the increasing problem of domestic trafficking. Another limitation may be that in focusing so much on good governance UNICEF may lose sight of the children, their families and communities. Furthermore, the objective in relation to promoting good governance is not quite clear to outsiders; what does UNICEF want to achieve and how far will they go?

There are a couple of aspects which can be considered in terms of both success and limitation. One is the phenomenon of the empty shelters. This is a success in the sense that there has been a decrease in the number of foreign victims in BiH and that there are shelters ready to be used when needed. However, it is a failure in the sense that it reflects over-capacity, inefficiency and that not enough is being done to identify (domestic) victims. The other aspect is the focus on

women/girls which is part of the global UNICEF strategy. The advantage is that this provides a more focused approach in relation to the main target group of UNICEF which is children. However, it may be limiting in the sense that certain issues and target groups may be neglected if the ‘women’ approach is followed without doing a gender analysis and addressing issues and target groups that involve men as both victims, users and abusers.

5.3. IOM Projects in Macedonia

The basic IOM mission is to ensure a humane and orderly migration, both to the benefit of migrants and society. To this end IOM assists in meeting the challenges in migration management, endeavors to advance understanding of migration issues, encourages social and economic development through migration and upholds the well-being of migrants. The IOM Skopje office was established in 1999 to assist the country in the implementation of the Stabilization and Association Agreement, with particular emphasis on migration management. Since then, IOM Skopje activities have expanded to address a variety of pressing migration related issues including trafficking in human beings, technical cooperation and institutional capacity building in the field of migration. IOM is also active in policy-making through participation in official bodies and working groups on anti-trafficking and migration. It runs a Migrant Information Service Centre in Skopje with a branch in Bitola.

Apart from the projects assessed here, Norway has also supported the “Capacity Building Programme for Lawyers and Post-Graduate Students on Human Trafficking” which ran from May 2006 to the end of January 2007. The purpose of the program was to offer specialized training on anti-trafficking measures to law practitioners and students. Norway also supported “Fostering the Regional Network of Prosecutorial Structures in Macedonia, Albania, Serbia and Montenegro for Enhanced Cooperation in the Fight against Trafficking and Smuggling” which was implemented in the June 2006 – end August 2007 period. The purpose of the project was to offer opportunities for a series of exchange visits by the Macedonian Office of the General Public Prosecutor to other countries of the region for study and for concluding agreements of cooperation and memoranda of understanding between the Macedonian authorities and those of the other countries. A book on legislation and case analyses from all countries was published at the end of the project. These projects, however, are outside the purview of this review.

5.3.1 IOM - Program of Assistance for Protection, Return and Reintegration of Victims of Trafficking (VOT) in the Former Yugoslav Republic of Macedonia⁵

Total financing by MFA has been NOK 2.1 million from 2002 onwards.

Background and Activities of the Project

The purpose of the project is to offer direct assistance, on request from the Government, to trafficked migrants in Macedonia, including unaccompanied and separated children stranded and destitute on Macedonian soil. This direct assistance program comprises pre-departure counseling

⁵ Project number 2020644, 2050041 in MFA project list.

and medical screening, education and vocational training, travel assistance services, safe return and activities for reintegration in the home country.

This program has been implemented in several phases since August 2000 with the support of various donors (SIDA, US and Norway) and has assisted 778 victims of trafficking up to the end of 2007. IOM, according to the final report covering 1 April 2005 to 31 December 2007, has assisted 36 victims of trafficking in the course of this period, among whom 30 foreign nationals and six Macedonians.

The target for this project was 55 cases of trafficking, indicating that the actual number of referrals fell considerably short of the projected number. Males are increasing as a proportion of the total number of assisted and the number of children are increasing relatively compared to previous years, according to IOM. The breakdown by nationality confirms the trend observed in ch.4 above that foreign trafficked come from further a field than the region (China, Dominican Republic) and that the number of domestic trafficked is now higher than for foreign trafficked from any of the other countries within the region. Numbers reveal that the predominant trend of the past, Eastern European women trafficked for sexual exploitation is changing. For the whole 2000 – 2007 period, the Republic of Moldova and Romania counted for 590 out of 783 registered cases. Sexual exploitation counted for 593 and the predominant category for the entire period is women in the 18-24 age bracket, accounting for 462 cases in all. In recent years, irregular migration combined with other forms of labor exploitation has come to assume larger importance.

IOM activities are carried out at the Reception Center for Foreigners, guided by the 2008 Law on Foreigners. For the purpose of the project, the IOM task is specifically to offer services for those irregular migrants that have been identified as being trafficked. This includes accommodation, provision of food, other necessities and daily activities. The main function of the Center is to deal with foreigners who lack travel documents or other foreign ID, foreigners that cannot be moved and children who cannot be transferred. Trafficked are usually within these latter categories and are accommodated separately from the rest. As of the time of visit, 25 persons were accommodated at the Center, all illegal migrants and none of them identified as being trafficked. For 2008, five persons have been identified as being trafficked (out of 86 accommodated), two Chinese females, one Bosnian female and two males from Kosovo.

Implementing Partners and Stakeholders

The main implementing partner is the Macedonian government itself as the Reception Center is staffed by government personnel, in particular uniformed police. IOM has contracted certain services to NGOs and both government and NGOs are involved in reintegration of domestic trafficked. However, for foreign trafficked, the main responsibility will be assumed by the governments of the respective source countries and the resident IOM office once the trafficked have been returned.

The IOM role is to identify who are eligible for assistance by interviewing each arrival. If the screening has determined that the arrival has been trafficked, a direct assistance package is prepared, consisting of psychological and psycho-social services, medical and legal assistance and return and documentation for foreign arrivals and reintegration for domestic arrivals. Psychological and psycho-social services are provided by the NGO “Happy Childhood”, but due to the reduced caseload, only one professional is on duty per day whereas before, three shifts had to be organized to take care of the clients.

Approach

The approach may best be characterized as direct assistance or service delivery, whereby IOM provides a set of services for those irregular migrants that have been identified as having been trafficked. There is no overarching philosophy or general approach as for the BiH projects. The approach is very practically minded. It is guided by standard operating procedures for the identification of potential trafficked individuals and for referral mechanisms that are to be set in operation once an individual has been identified as having been trafficked. These procedures have been formalized in a handbook which is to be used by officials. IOM has been actively involved in the drafting of this handbook through the work of the National Commission. These services are aligned with government policies and procedures.

Results

Services have been provided for the relatively few irregular migrants that were identified as victims of trafficking, including counseling and provisions for return and reintegration to their home countries. As the Centre did not have any residents classified as victims of trafficking at the time of visit, we did not have the opportunity to talk to them directly to get their story and their perceptions. Services for reintegration of Macedonian nationals are not, however, financed under this project which is limited to foreign nationals.

With the shift in profile of trafficked from foreigners to nationals, IOM has found that most of the arrivals at the Center are not eligible for direct assistance as there may be clear-cut cases of irregular migration, but not elements of forcible or exploitative situations. However, there are unmistakable indications of Macedonia becoming more of a transition country for irregular migration.

In view of this trend, IOM has reoriented training of police and social workers towards being better aware of the new mode of trafficking. IOM has also funded psycho-social and medical treatment services at the Reception Center which should normally be thought of as government responsibilities. However, there are indications that the government is prepared to take over financing of shelters and services aimed at domestic trafficked, including provincial centers, and to finance an institutional shelter for domestic trafficked and foreign trafficked on a temporary residence permit, either by using existing shelters or open a new one. IOM is also considering a gradual phase out of providing services at the Residence Center.

For a program of this kind, it is difficult to assess impact in the wider sense as services are tailored to the needs of discrete individuals. One longer-term outcome that may be discerned is the extent to which victims of trafficking are successfully reintegrated in society, but information on these objectives may be hard to obtain and the review team was not able to track individual cases during a brief field mission.

Reasons for Success and Limitations

The program has been a success in the sense that it has responded to government policies and carried out the activities in an effective manner. As we have not met with trafficked, we cannot judge to which extent the project has been appropriate and relevant to their needs. As the project also aims to strengthen the institutional and civil society capacity to combat trafficking in human beings, IOM has pushed for better gender and ethnic balance in counter-trafficking units and raised the awareness and competence of public officials, in particular social workers and police officers. However, the problem of rapid turnover at lower and middle levels of public

officialdom raises doubts about whether competences are sufficiently maintained at the institutional level.

Another issue which cuts both ways is whether IOM has been too close to government in carrying out functions and services which should be the responsibility of the government itself. IOM is aware of this issue and is planning a phase-out as the government is increasing its funding of protection services, but whether the government will be able to fully carry out its responsibilities is at the moment not entirely clear.

The program has not been as effective as could be desired and this has very much to do with the changed nature of trafficking as noted above. IOM thought that the decrease in referrals was a temporary phenomenon, but it turned out to be a long-term trend and IOM did not readjust its program sufficiently to accommodate this shift. IOM was certainly not alone in this miscalculation as it affected all agencies and partners involved in the whole referral process. Police is reportedly less active in investigating potential trafficking cases which may indicate that their social profile of the typical trafficking victim is outdated. As trafficking is reportedly becoming less coercive, the willingness of the trafficked to recognize herself as a victim and to denounce the trafficker(s) may be less obvious than before. Hence there is an oversupply of services at the moment, due to these external circumstances.

Another limitation is the overall short-term nature of the projects as they usually run as one-year work plans, leaving little space for thinking ahead and fashioning a longer-term strategy for how to deal with the changing nature of trafficking. A longer project cycle may also be a better instrument for determining impact. As it stands, a 12-month project cycle does not allow for much else than monitoring of activities and ensuring that designated outputs are met in accordance with work plan and budget.

5.3.2 IOM - Economic and Social Stabilization Program for Vulnerable Groups residing in Border Communities (ESS)⁶

Total financing by the MFA has been NOK 2.56 million for the 2005-2008 period.

Background and Activities of the project

This project aims at preventing or minimizing the risk of trafficking for vulnerable groups of women. It targets women in urban border municipalities. The two areas selected were Tetovo in the western part of the country and Kriva Palanka in the eastern part, and then the project was replicated in two other urban locations, Kumanova in the North and Bitola in the South. The project activities in Tetovo and Kriva Palanka have been completed while the replication project in Kumanova and Bitola is still on-going. In the following, the focus will be on the completed project in Tetovo and the on-going project in Bitola as these were the two locations visited during the field mission.

The main instrument for realising the objective is to provide women with the opportunity to set up their own business. In Tetovo, the project was announced through local media and 80-90 applications were received. In the course of the selection process, the number of beneficiaries was whittled down to 20. Two withdrew, one for health reasons while another got married and

⁶ Project number 2050019 in MFA project list.

emigrated. All together 18 beneficiaries were assisted at 13 locations as some set up joint businesses and some chose to work from home.

In Bitola information about the project was provided through the local Center for Social Work and application forms were given to those interested. In the first round, 70 applications were received and in the second round another 15. Almost all were registered at the Center as recipients of social welfare and many are single mothers. In most cases, the first choices of potential beneficiaries were accepted. As for the former project, 20 women were ultimately selected for financial and other assistance. At the time of visit, 15 businesses had opened with five more to go.

In Tetovo, the selection criteria were manifold, with the 18-30 age group targeted as the most vulnerable. Socio-economic conditions, lack of parental support, parents without income, younger girls without higher education, victims of domestic violence still living with husbands, single mothers on social welfare were key selection criteria. In brief, economically dependent younger women were regarded as the primary target group.

Setting up and running a micro-business requires some elementary skills and women with completed primary and high school education were given priority. This meant that the poorest and perhaps most vulnerable were not targeted by the project as they could not meet the minimum educational requirement. The chosen businesses in Tetovo were reportedly the primary wishes of the beneficiaries and most chose what may be called traditional female vocations such as hairdressing, cosmetics and tailoring (for a full list of occupations, see Annex 10.3). The choice was to some degree influenced by economic considerations and market potential and what types of training facilities could be offered, given capacity constraints at vocational training institutions such as the Workers' University and time constraints given by the one-year project cycle.

The model in Bitola is similar with regard to selection criteria, training and start-up assistance for businesses. Here labor market analysis was offered by a consulting firm by surveying 150 start-up companies and 150 potential customers. The survey recommended agriculture and service-related small businesses as the safest avenue, neighborhood mini-markets in residential areas as fairly safe but manufacturing as more risky (due to costs) and trade (due to high competition). The educational requirement was completed primary school, preferably with gymnasium/art school or vocational high schools as additional pluses.

Implementing Partners and Stakeholders

In both projects, IOM cooperates with locally based NGOs. In Tetovo, the partner is the Women's Forum, formerly the Forum for Albanian Women. The Women's Forum is also active in areas of women's political empowerment as it attempts to contravene the system of proxy voting by which the male head of the family votes for all family members, including voter eligible women. This practice is apparently wide-spread in the Albanian-dominated areas of Macedonia.

In Bitola, IOM works with the Semper NGO, with social workers at the Center for Social Work, with the Workers' University for vocational training and with the Municipality for overall clearing and coordination. Labor market analysis has been subcontracted to local consultancy firms which have actively collaborated with the municipal government and public bodies and with IOM and the NGOs involved.

Approach

The approach for this type of project can best be described as livelihood support. The basic assumption behind the project(s) is that economic insecurity and dependence on others makes individuals vulnerable to dangers such as being susceptible to trafficking. Economic security and independence are means towards reducing this risk. This is not an unreasonable assumption and can no doubt be backed up by evidence. However, it is premised on the idea that socio-economic factors are the main causal factors behind trafficking and even though it may be true in many cases, it is not true in all, particularly when trafficking is reducible to personal, individual factors relatively independent of social status and economic well-being. This type of income-generation approach is reliant on careful planning and phasing of activities. It combines a number of elements; labor market analysis, selection of beneficiaries in collaboration with social workers, vocational training as needed and start-up capital for self-employment. In all phases, there is a close cooperation between the municipal government, particularly social workers and public training institutions, relevant NGOs with IOM as an overall coordinator and close monitor of activities.

Results

In Tetovo, most beneficiaries appeared to be doing well. Some chose to run their businesses from home to cut costs. The age criterion was generally followed, but an exception was made due to special social concerns. They were all grateful for the assistance provided and planned to continue their businesses and to expand, if possible.

The project has clearly been achieving results in terms of economic security, but could probably have benefited from more time given to the selection process. Lower educational requirements (less than completed primary school) may have included the poorest and perhaps the most vulnerable. The selection of more “progressive” vocations may have contributed more towards gender equality, but these objectives would have to be weighed against market demand and the needed competence to run a micro-business. Nonetheless, the project contributes to the economic empowerment of women by giving selected beneficiaries the opportunity for higher economic independence from husband and family. For the second round, the educational criterion was relaxed and provided opportunities for returning to formal education, particularly for women setting up home-based, agricultural businesses in rural areas

For the Bitola activities, it may be premature to make an assessment of their business potential as all five businesses were started in September, but at least two businesses saw a possibility for expansion. Revenue from two months of operation varied considerably, but some were definitely above the average wage in Macedonia. Four of the beneficiaries had children. Most were within the age target group, again with an exception made for social reasons. All got to know about the project through the Center for Social Work. Most had to rent premises, while one activity was located on family premises.

All beneficiaries in Tetovo and Bitola stressed the point of economic independence, whether it was former dependence on grandparents, parents, brothers or husbands. The sense of independence contributed to better family relations, but also to better relations with their children and not the least, to better self-esteem. All expressed a desire to continue and would like to see more projects of this type. It's quite clear that the project has had a strong micro-impact and despite initial skepticism, particularly among the minorities, the project has generated its own demand with potential applicants wanting to enroll if activities were to continue.

Reasons for Success and Limitations

While micro-level success has been achieved, however, as far as macro-impact is concerned, it is unlikely to make much of a dent on the unemployment rate, approximately 20 per cent in Bitola, and on social welfare recipients, amounting to 2600, out of which about 10 per cent are single mothers. The project is, however, in line with municipal policies emphasizing entrepreneurship, though the potential is seen to be best for skilled workers in the textile industry. The project has clearly succeeded in promoting women entrepreneurs in an environment where men have been the main breadwinners.

The general objection may also be raised that by selecting social clients, those with skills and with their own means are automatically excluded, thus potentially missing entrepreneurs with good business ideas. It should be kept in mind, though, that selection is based on a risk analysis by social workers with personal knowledge of their clients and their perceived vulnerability to trafficking which, as noted above, is increasingly becoming a domestic phenomenon.

While the project has generated income and economic security, it may not have removed the desire for beneficiaries to seek work abroad. In an evaluation done by Emancipation, Solidarity and Equality of Women in December 2006, many of the beneficiaries from Tetovo felt ready to accept an offer to work abroad, but were aware of the dangers of doing so. However, the project has managed to create awareness of the risk of trafficking among the beneficiaries, thus making them better prepared for outside employment.

5.3.3 IOM - Preventing Human Trafficking in Roma Communities through the Enhancement of Labor Skills⁷

Total funding by the MFA has been NOK 2.03 million for the 2006-2008 period.

Background and Activities of the Project

This project follows the model of the ESS project above; offering skills and (self)employment opportunities to groups or sub-groups of populations thought to be at risk of being trafficked. The purpose is to address economic root causes of the risk for trafficking which are poverty, unemployment and poor living conditions as well as low education. The following is based on a field visit to Kumanova which is one of the two locations for the second round of this project.

While women as a category may be variably exposed to trafficking, there is little doubt that the Romas as a group or as a people are highly exposed due to the afore-mentioned causes. The drop-out rates from primary school are high and there is a concerted drive with monetary incentives to get children to finish primary and secondary school. The problem of statelessness of as many as 5000 - 8000 Romas makes it harder for them to be registered and later enrolled in school. Keeping girls in school may be a way to avoid them being married away at an early age or even sold to older men for sexual exploitation.

While there is a minimum educational requirement for the ESS projects, this requirement has been relaxed for this project. Low level of education, low level of qualifications, lack of previous experience with the labor market and single parenthood are among the criteria for eligibility to

⁷ Project number 2060072, 2070339 in MFA project list.

the project. Hence, elementary education for adults has been offered; registration at the Agency for Employment for those unregistered; and referral to the local Chamber of Commerce for all beneficiaries. During the processing of questionnaires prior to the selection, it was noted that all wanted to emigrate, given the chance. Combined with lack of relevant qualifications, migration could raise exposure to potential trafficking. Gainful employment is a way towards integration in society as well as a possible way to stem irregular migration.

Altogether 123 applied for inclusion in the project, out of which 45 in Kumanova were found eligible. Social criteria combined with a demographic focus on the 18-36 age group, were applied to select the beneficiaries. Vocational training was provided for an assortment of professions including plumbing, baking, tailoring, domestic device repair, hairdressing. Following the training, a maximum of 30 will be picked for one-year guaranteed employment in a private sector enterprise. While vocational training has been extended previously, the additional component of on-the-job training is new to the second round. For those registered at the Agency for Employment and having the requisite business skills, access to EUR 3000 in start-up capital is possible, though not a part of this project.

Implementing Partners and Stakeholders

This project is in its second phase, similarly to the ESS project. The first phase took place in the municipalities of Skopje and Prilep and the second phase, which is ongoing, is being implemented in the municipalities of Bitola and Kumanova. In Kumanova IOM cooperates with the NGO DROM which is an advocacy and assistance organization for Romas. According to DROM, there are about 6000 Romas in the municipality and most (85%) are on social welfare, equivalent to 30 Euros per month.

Approach

The approach is the same as for the ESS project above; improved livelihood through employment will reduce the exposure to trafficking and to irregular migration generally. The assumption is that economic security will reduce the risk of being trafficked. As most irregular migrants from Macedonia are Romas, this risk may be quite real. Selection is based on social, age and educational criteria, provision of relevant training and a guaranteed one-year employment at an enterprise in the private sector combined with on-the-job training. As the beneficiaries are less educated and less suited for setting up their own business, the emphasis for this project is on skills training, the provision of tools and future employment. As for the ESS project, this project is clearly preventive – preventing trafficking through addressing the socio-economic causes thought to lead to trafficking or raise the risk of trafficking.

Results

According to the NGO DROM, the main results are increased self-confidence and self-esteem, better integration into mainstream society as the beneficiaries are employed at enterprises in the city center, well outside the confines of the Roma settlements. Better qualifications in the labor market and potential self-employment may open the eyes for further opportunities ahead. The beneficiaries met by the team, four tailoring trainees and six domestic device repair trainees, reported that they had learned useful skills and expected to get a job or set up their own business and earn a living with the acquired skills. They had also increased their awareness about the risk of trafficking. Nevertheless, for some this was an opportunity to increase their chances of legal migration to other countries with higher standards of living and better pay.

As the project is ongoing, it is premature to try to estimate the longer-term effects on skills and employment. The documentation on the first phase with the Romas in Skopje and Prilep does not indicate effects beyond the completion of activities. A questionnaire that was distributed at the end of the project cycle, recorded their satisfaction with the skills and equipment received and they thought that both will enhance their future employment potential. Whether this potential would be fully realized beyond the project period, cannot be known at this point.

Reasons for Success and Limitations

It is premature to fully determine success and limitations for this project as the main objective is development of skills for future use in the labor market. The vocational training and businesses observed seem to be relevant and popular among the beneficiaries. The implementing partners have professional staff capable of carrying out the activities as planned. While the skills and the minimum guaranteed employment are incentives to get young Romas into the mainstream of society, temporary employment is probably not sufficient in itself. The beneficiaries expressed a need for additional training in other areas, such as computer and languages. The NGO DROM emphasized housing and education as other areas where Roma need assistance. The labor market will require skills upgrading in the future and priority will be given to education attuned to demanded skills in the labor market. The success of these projects in the medium-term will most likely depend on multi-sector initiatives from several donors, including the EU. The limited scope and time-frame is a clear limitation, however IOM is attempting to address this by covering several areas over time.

6. Counter-Trafficking Projects in the Balkans

This section briefly summarizes other counter-trafficking projects in the Balkans, projects that were not visited in the course of the field mission. The basic source material is review and evaluation reports. The main emphasis here is on results obtained and experiences that can be drawn from these projects.

6.1 CARE projects in the Western Balkans

(a) Counter-Trafficking Community Mobilization Project – Serbia⁸

Total funding by the MFA has been NOK 2.75 million for the 2006-2007 period.

The goal of this project was to increasing the capacity of key Serbian NGOs in order to make them better able to respond to human trafficking in partnership with the government and other NGOs. Specifically, three NGOs have been targeted with the objective of strengthening their capacity for counter-trafficking activities, namely ASTRA, Anti-Trafficking Center (ATC) and Roma Information Center (RIC). The response of local authorities was to be strengthened and awareness among Roma young people was to be raised through education and public campaigns.

The project had a direct anti-trafficking component as ASTRA operated a day center for victims in which clients were offered various therapeutic and medical services and also conducted an awareness campaign among youth. ATC conducted basic trainings on anti-trafficking for a

⁸ Project number 2060216, 2070259 in MFA project list.

variety of participants, from municipal officers to members of private organizations and more advanced trainers' training for the most motivated participants in the first group. An educational model has been developed and adopted by the Faculty of Defense. RIC has held training sessions for peer educators who have used their skills to raise awareness in five different towns. Both ASTRA and ATC are participating in the Working Groups of the National Team to formulate a Strategy for counter-trafficking and all NGOs have struck good partnerships with government as well as encouraged local ownership by the use of peer educators, according to an evaluation done in 2007 (Kijevcanin and Sever Dzigurski 2007) .

According to the evaluation, the activities have been implemented in a flexible and adaptive manner and outreach has been achieved by better including rural areas previously unexposed to preventive activities. Government relations have been positive and partners have been active and committed at national and local levels. Nonetheless, improvements can be made in adapting to the needs of all minorities and vulnerable groups and in including all relevant stakeholders. Visibility can be increased, educational quality can be improved and presentation skills provided for those entrusted with local dissemination. Overall coordination could be improved, particularly in approaching municipal authorities.

It is difficult to draw conclusions about experiences made from the documentation available. The evaluation does not provide any contextual or situation analysis of the character and magnitude of the trafficking problem and how a project of this kind can make a contribution towards resolving it. As the project is basically concerned with capacity-building of the selected partners, the expected outcome is that they will be better prepared to deal with trafficking issues in the future, both regarding preventive and protective activities.

(b) Counter-Trafficking Community Mobilization Project – Croatia⁹

Total funding by the MFA has been NOK 2.75 million for the 2006-2007 period.

The objective of the project is strengthening the ability of local partners to advocate for and respond to trafficking issues that emerge with their communities and at the national level; specifically the local partners of the PETRA network; and generally to raise the awareness and response capacity of different segments of society through advocacy and education. Total financing by Norway has been NOK 5.04 million for the 2004-2007 period.

The PETRA network comprises 11 NGOs, thematically women's organizations dealing with a range of concerns. Among results achieved noted by the evaluation of the project (Bagic 2007), the network has received recognition from the government by its participation in national bodies on anti-trafficking, but most of this participation appears to be informal with very few formal agreements concluded between the network members and government ministries and agencies. One notable advocacy achievement was the insertion of a clause in the Penal Code, making it illegal to purchase sexual services from trafficked women. Educational materials have been produced by the project, both printed and visual media and there has been good response among youth, particularly those involved in training for peer educators. The PETRA network reports a positive change in attitude from their educational activities, but there are no surveys to back up this claim. The network operates a 24-hour telephone hot line to respond rapidly to potential

⁹ Project number 2020012, 2050349, 2060373, 2070254 in MFA project list.

instances of trafficking, but most calls were requests for further information on trafficking and less than 10 per cent of calls concerned potential trafficking cases.

One lesson to be drawn from this project is that the network as such has not been formalized as a separate entity apart from its members and one recommendation is to make it into a legal body so as to formalize its cooperation with the public authorities and NGO partners. The network has the advantage of being a recognized partner of government on anti-trafficking, but there are significant differences among members on the extent to which activities are focused on anti-trafficking as such with only one member organization being full time on this issue. This raises the issue of how anti-trafficking activities can best be framed and one potential solution, as suggested by the evaluation, is to integrate it into the wider framework of violence against women, about which the members have considerable expertise.

(c) Counter-Trafficking Community Mobilization Project – Montenegro¹⁰

Total funding by the MFA has been NOK 2,9 million for the 2004– 2007 period.

This project extends support to six different women’s organizations in Montenegro, spearheaded by the Montenegro Women’s Lobby, based in Podgorica. The others are Women for Better Tomorrow in Bijelo Polje, New Horizons in Ulcinj, Stela in Cetinje, SOS in Niksic and Woman Heart in Podgorica. The objective is to strengthen their ability to advocate and respond to trafficking issues, their position in local communities and to increase capacity and awareness of local municipal staff as well as national bodies charged with counter-trafficking activities.

An evaluation has been conducted, dealing with the external environment as well as internal organizational matters (Zekovic 2007). Achievements are reported in the areas of empowerment, community activism and civic participation. Civic participation in NGO activities is rising, but there are large variations from community to community and traditional, patriarchic attitudes still remain. Young people in general show higher interest than elderly. They report positive experiences from working at the local level, one organization trying to mix the serious with having fun. The Woman Heart works specifically with the Roma community in Podgorica and finds that funding has helped to raise their visibility among Roma NGOs, dominated by men and traditional conceptions. In general, activities have increased visibility, aided by media, but in terms of changing attitudes, much work still remains to be done.

At the national level, relations with the government are reportedly mixed. One key point raised by the Montenegro Women’s Lobby with reference to the external environment was that the government does not appear to take the issue seriously and only looks at individual cases without considering the larger picture. Trafficking is “presented” officially as prostitution. There is at present no inter-ministerial team to deal with trafficking, despite a concluded memorandum to develop a national strategy. Most of the selected organizations have not participated in drafting a national strategy for combating trafficking and some have not even heard of it.

One important lesson to be drawn from the project is to work for better relations with the government and the evaluation finds that the NGOs should address the state institutions in a more constructive manner and that it is necessary to work on the creation of a common vision by institutions and NGOs as a starting point for an enhanced communication. The Montenegro

¹⁰ Project number 2040204, 2060182, 2070354 in MFA project list.

Women's Lobby should take a lead as the coordinator for the network and involve the other members as information about the national strategy work has not been spread across the network.

6.2 Save the Children: Child Trafficking Response in South East Europe Phase II¹¹

Total funding by the MFA has been NOK 9 million for the 2005-2007 period.

This is a regional project covering Albania, Bosnia and Herzegovina, Kosovo, Montenegro, Serbia, Romania and Bulgaria. The objective is to protect and promote the rights of children exposed to trafficking and those at high risk of trafficking in South East Europe. Activities cover a wide range of concerns; research on children at risk, lobbying to identify and fill gaps in legislation, training of key personnel, therapeutic, medical and legal services, and counseling and reintegration assistance to victims.

An evaluation of Phase II (Rosenstock-Armie 2008) notes a number of significant results deriving from the project. First, the evaluation observes that an evidence-based approach to project implementation is central to Save the Children (SC) and the research has been undertaken with the full participation of children and resulted in a publication, including a child-friendly version. The research reveals a complex relationship between macro, interpersonal and individual factors and provides a solid background for future interventions. However, more accounts by trafficked children would have made the research even more solid.

Secondly, community-based protection networks have been established in three countries, but there are issues of confidentiality and information sharing to be resolved and standard operating procedures should be put in place to replace current ad-hoc procedures.

Thirdly, national referral mechanisms in the various countries were mapped, but the evaluation noted that the findings from the mapping exercise were not fully utilized in advocacy work to propel countries into adopting national referral mechanisms.

Fourthly, services have become more child-friendly, evidenced by higher use of children and the ASTRA day center (see above under CARE project in Serbia) is mentioned as a good example of a child-friendly service.

Fifthly, reintegration activities were implemented in several of the countries and the evaluation recommends SC to use its lobbying capabilities to address shortcomings in countries like Romania where reintegration is found inadequate and the danger of re-trafficking is present.

Sixth, as trafficking is often cross-border, the regional dimension was important, as stated in the project documents, though in implementation the project still had a character of weakly linked individual national programs. The evaluation notes that this dimension should be linked to developing information exchange between sending, transit and destination countries, including drafting a position paper on trafficking of children in Europe as a starting point for a regional advocacy strategy.

¹¹ Project number 2040122, 2060330, 2070176 in MFA project list.

Among general lessons to be learnt for the next phase, the evaluation emphasizes the nexus of trafficking and migration and the issue of left-behind children of migrated parents. The issue of inclusion related to minorities should be better addressed, in particular the Roma community. As trafficking may be linked to domestic violence, a wider child protection frame of reference should be adopted.

A summary of achievements and experiences from the Western Balkans region will be done by way of a more comprehensive discussion on lessons learned in Chapter 8 below. First we will, however, consider projects in other regions of the world.

7. Projects in Other Regions of the World

In this section we shall briefly summarize projects supported by Norway outside the European region. We have selected projects that have an explicit cross-country dimension.

7.1 UN Inter-Agency Project on Human Trafficking in the Great Mekong Sub-Region (UNIAP)¹²

Total funding by the MFA is NOK 17.5 million for the 2004-2010 period.

The objective is to create a tangible and sustained impact on human trafficking in the Great Mekong Sub-Region through the continued advancement of a more cohesive, strategic and incisive response. The project comprises the six countries of Cambodia, China, Lao PDR, Myanmar, Thailand and Vietnam. Further, it draws upon a range of UN agencies and programs, including UNDP, UNESCAP, UNICEF, ILO and IOM, as well as NGOs such as Oxfam International and the Save the Children Alliance.

The most important achievement up to late 2006, was the creation of a Coordinated Ministerial Initiative against Trafficking (COMMIT) comprising all participating countries. An evaluation by Subur Consulting (2006) regards this as a highly positive outcome of the role of UNIAP as a facilitator, being able to bring the various stakeholders across borders to the table and to create a forum in which different opinions can be heard and information exchanged. Another positive result has been the training sessions conducted at the Mekong Institute in Thailand whereby officials get to know the complexity of the issues and are able to forge personal links in order to better deal with cross-border issues. A third positive achievement has been the flow of information within the project, but the evaluation finds that UNIAP should give more direction to the information so as to facilitate action. Another advantage has been that UNIAP is not bound by any agency-specific definition of trafficking and can cover the entire field and try to uncover emerging trends. Some specific interventions were highly regarded and attributed to UNIAP's catalytic role, such as working with Cambodian street beggars in Bangkok.

UNIAP is basically a coordinating secretariat for all the partners involved – governments, international agencies and NGOs. The evaluation found the project to be understaffed and recommended building better monitoring and evaluation procedures to assess the impact of the activities. Research was a domain that needed better consolidation, in the sense of identifying

¹² Project number RAS 2723 in MFA project list.

gaps in knowledge and systematising existing knowledge. Data should be consolidated in order to get an estimate of the magnitude of the problem regarding victims, prosecutions and convictions, returns and reintegration.

More importantly, the project needs a regional strategy, based on national strategies harnessed into a coherent and consistent whole at the regional level. This strategy should try to specify the end state or what the project aims to achieve at the end of the project. This would require a proactive strategic vision, drawing on the lessons learnt during the first two phases. Two other gaps were identified in the evaluation; the absence of a victims' association which would enable their participation in the design of the project and in measures taken under the project and secondly, the absence of a UNIAP field presence which leaves some uncertainty about how policy decisions will be implemented at the field level. As for UNIAP itself, it should also act as a focal point for anti-trafficking within each participating country, in addition to and apart from its role as a coordinator of the COMMIT process.

7.2 ILO: Combating Forced Labor and Trafficking of Indonesian Migrant Workers¹³

Total funding by the MFA from 2006 to the end of 2008 is NOK 8.7 million.

This project targets Indonesian migrant workers in Hong Kong, Singapore and Malaysia. It aims to provide protection prior to migration, during employment overseas and after return by contributing to a more effective migrant placement system. This is to be achieved by reducing migrant domestic workers' vulnerability to trafficking and forced labour through (1) public awareness and policy and legislative protection measures; (2) by outreach, livelihood and reintegration services for vulnerable and actual victims of such practices; and (3) by capacity-building of government officials and other key stakeholders. The project has five strategic components; policy and legislative protection; awareness raising and advocacy; outreach, protection, livelihood activities and reintegration services; capacity-building of key stakeholders; and research, data collection and dissemination systems.

A mid-term evaluation (Holden 2007) found that the project was well aligned with ILO priorities regarding key international labour standards and with its Decent Work Country Program in Indonesia. It is also aligned with Government requirements for strengthening the regulatory framework and improving the management of its labour migration programme. Apart from the policy framework, the project has also been responsive to local needs by piloting initiatives for improved service provision to migrant workers. Another positive feature has been its gender focus by specifically targeting domestic migrant workers who are overwhelmingly women. Their vulnerability to exploitation is underscored by the fact that their employment is private and outside the public domain such as factories and manufacturing plants.

The evaluation notes a number of achievements regarding (1) international networks on domestic workers, support to the Department of Foreign Affairs on awareness-raising and capacity development, regional consultations on migrant workers' rights, media interventions, legal analyses of Indonesian legislation's compliance with its human rights obligations, assistance to drafting of policy, legislative and administrative frameworks, and research and

¹³ Project number RAS 2743 in MFA project list.

case analyses to influence policy and planning. With reference to (2), achievements include training provided to local government service providers, civil society organizations on migration management, pre-departure briefings and para-legal training; training on how to start a business, development of local ordinances for the protection of migrant workers in local communities and support to establish international networks. As regards (3), achievements include training and support to the National Migration Board; training modules on the protection of migrant workers for the Indonesian Foreign Service, considering the higher responsibilities of the Foreign Service in view of recent administrative changes.

The evaluation found that there is no need to change the substantive focus or direction and highlights service provision by non-government actors as a continued priority. It found that the project is solidly grounded, has encouraged cooperation between government and civil society organisations and has made a considerable contribution to the migration sector. The high competence of staff was one aspect highlighted for successful implementation. In view of changes in the general governmental administrative framework, the evaluation foresees a shift in programming towards strengthening local service delivery and including recruitment agencies and service providers in capacity-building activities. Among challenges to be tackled is the short programming framework in relation to the broad scope of activities and clarifying the division of labor and responsibilities between the various government agencies involved and the Department of Manpower. Another main recommendation was to improve gender analysis among partners and stakeholders and developing more indicators for monitoring and reporting on gender-related performance.

7.2 IOM: Southern African Counter-Trafficking Assistance Program (SACTAP), Phase I¹⁴

Total funding by Norway is NOK 35 million for the 2003-2008 period.

This project is another sub-regional project with the main objective of preventing trafficking. The main components comprise research and information, legislation, institutional capacity-building as well as a protective component on rehabilitation and assistance services to victims.

A review undertaken of Phase I of the program (Duncan, Skarstein and du Toit 2006) finds that the project has succeeded in getting the issue of trafficking on the public agenda, including getting the Palermo Protocol ratified in five countries and pushing the legislative process in some countries, raised the awareness of trafficking among stakeholders and the public at large, provided victim assistance in a systematic manner and given high-quality training to public officials, particularly law enforcement.

Regarding more specific achievements, research on the magnitude of trafficking is still inconclusive, particularly on trafficking patterns outside South Africa and whether it is on the rise or decreasing. The research undertaken so far is sufficient for targeted counter-trafficking interventions. As for legislation, at the time of the review it was not in place in any of the countries covered by the program, except for draft legislation underway in South Africa. Regarding the dissemination of information, the evidence points to an impact, though how much of an impact was less certain, due to lack of quantifiable indicators and a generally unfocused

¹⁴ Project number REG 2009 in MFA project list.

media campaign. As for institutional capacity-building, that is training, it appears to have been well received, indicated by continued demand for training courses, particularly for police personnel in South Africa.

On protection, there were, at the time of the review, no public services specifically catering for trafficking victims, but a hotline had been established in South Africa to notify authorities about trafficking incidents and targeted ads through TV programs had led to more frequent use of this facility. Shelters exist mostly in South Africa, as it is the destination country for trafficking within the region, but shelters are also being established in neighbouring countries. For the return of trafficked, IOM can draw upon its network of country offices and thus organize physical return as well as service packages after return to the home country.

SACTAP is a regional project, but it appears from the review that most of the activities in Phase I have been focused on South Africa, so the review suggests linking up with the regional SADCC inter-governmental organization in order to broaden its focus and have a real regional impact. With a view towards Phase II of the program, the review specifically recommends more efforts towards institutional capacity-building, particularly for those countries with a weak or non-existent legal and policy framework which in practice means most countries outside South Africa. It would mean following the broad strategy of linking research, legislation, institution-building with specific services for trafficking victims. The review regards this linking of the prevention, protection, policy and prosecution components to be one of the inherent strengths of the program. In general, the evaluation recommends continued and expansive activities within research, legislation, information and capacity-building, particularly for the countries outside South Africa in addition to training to target high-level officials such as parliamentarians, civil servants and managers.

8. Lessons Learned Across Regions

The following summarizes Chapters 5, 6 and 7 into a collection of lessons learned which the review team believes can be replicated elsewhere in the world and can serve as guidance when designing programs or selecting programs for support. Most of these lessons and perspectives have been derived from the five projects reviewed more in-depth; however, many of these lessons are also found in the other reviews and evaluations.

8.1 Aspects of Programming

Results

It is evident from all the projects reviewed that there is a large variety of tangible results in all areas of prevention, protection, prosecution and policy development. A lot has been achieved in the area of awareness-raising at all levels of society, as well as in the care and protection of (potential) victims with livelihood schemes and psycho-social treatment. Policy development in terms of establishing laws, sub-laws, regulations and guidelines has resulted from a number of the projects reviewed. Improvements have also been made in relation to criminal procedures with an increased number of prosecuted and sentenced offenders. Although it is perhaps too early to detect long-term effects there are several indications that these projects are having an impact both at the individual and societal levels in terms of changed awareness, attitudes and

behavior. However, there is lack of systematic measuring of impact across the board. A common finding is the lack of tools and indicators for systematic monitoring and reporting on impact.

Lack of Compatible Data and Statistics

Another common limitation is the lack of data and statistics. The data that exist are often not compatible or comparable due to different agency mandates and ways of registering and compiling data. UNODC, OSCE, IOM and ILO (particularly on forced labor) all collect data on trafficking as do national governments, but in different ways and to varying degrees. Furthermore, it is difficult to determine the magnitude of the problem due to insufficient identification of victims and perpetrators. The failure to identify victims and cases could be due to lack of awareness, capacity, recognition, vigilance, danger or difficulty. There should be an emphasis among concerned agencies on promoting common systems of identification and registration of victims, perpetrators, cases and so on. As reliable research and data are lacking, overestimates of the demand for services may result as pointed out in one evaluation report on a project in Bangladesh (Rahman, 2007). Similar over-projections can be seen in the Western Balkans in terms of empty shelters.

Different Interpretations of the Trafficking Definition

One of the challenges in dealing with this issue at a regional or global level is the different interpretations of the trafficking definitions that exist. The international agencies considered in this review apply the Palermo definition. However, in BiH and Macedonia the criteria of movement and crossing of borders does not cover the entire problem as far as definitions go. Consequently, trafficking is either 'domestic' or 'foreign'. As seen in the Western Balkans, the trend is now an increase of trafficking in domestic girls and boys and a decrease in foreign victims. This difference in interpretation of the Palermo definition poses difficulties for data collection on a global level and for purposes of comparison within and between regions and countries as there is an assumption that trafficking is cross-border and that internal or domestic trafficking is something else entirely. Nonetheless, we are of the opinion that the definition of trafficking given in the Protocol applies to domestic trafficking as much as it applies to cross-border trafficking.

Changing Trafficking Trends and Contexts

Another and related challenge is the rapidly changing nature of both the phenomenon and context according to the constant change of migratory flows. There are several examples of constant flux and changes in the Western Balkans. The end of the war saw a decrease in demand as soldiers left; the opening up of borders of countries of origin, such as Bulgaria, Romania and some former Soviet states, led to changing of routes to EU countries and to a decrease in foreign victims and an increase in domestic. It is assumed that membership in the EU will make it easier to move between borders and thus increase the risk of trafficking. Other changes are also significant, such as the changing methods of the perpetrators (traffickers) to become more subtle and manipulative towards the victims; and the increase in children for forced labor such as organized begging. Due to the changing nature of both phenomenon and context, programs need to be flexible and relatively general in design. They should not be overly ambitious in their objectives as it is difficult to make an impact on migratory flows including trafficking.

Project Planning

However, there may another reason for the empty shelters. It may be that the needs and concerns of women and girls living in the shelters have not been addressed appropriately or adequately and therefore victims of trafficking avoid identification and placement. Participatory project

planning, that is ensuring that beneficiaries are consulted and involved in the running of activities, is an important aspect of project planning (ref. human rights based approach below).

Research-or Evidence-Based Programming

Research- or evidence-based programming requires a detailed problem analysis prior to interventions, with careful attention to gaps and challenges that need to be addressed by the project. Results are likely to be more predictable if they are set against a knowledge base and realistic targets for monitoring and evaluation are easier to do if interventions are built on facts and reliable predictions. Another feature of an evidence-based approach is surveying the opinions and wishes of target groups so that projects respond to expressed needs and not to preconceived or assumed needs (of others). This should be done in a participatory manner (see paragraph on human rights based approach below) so that the target groups are actively involved right from the planning phase. In other words “participatory action research” is an advantage for designing good projects.

One of the main lessons from both SCN and UNICEF projects in Bosnia is that a sound evidence base laid the foundations for the nature and scope of the projects, which proved to be very useful and was one of the reasons for success. Both are based on comprehensive research projects undertaken over a two-year period before the projects started. Furthermore, UNICEF has developed a practice of conducting a nationwide situation analysis on children (and women) in their countries of operation which inform program development and priorities. Implementing partners of both SCN and UNICEF, Buducnost and Medica Zenica (Infoteka) conduct their own research as a basis for their programming. At present Medica Zenica is conducting a comprehensive research on violence against women and children and Buducnost has also done research on domestic violence. The UNIAP project in Southeast Asia, the ILO project in Indonesia and the SACTAP program in Africa all have research components, providing better grounding for interventions.

8.2 Approaches

Holistic Approach

One of the main lessons coming out of the projects reviewed is the need to address different aspects and actors simultaneously in order to have a maximum effect and increase the chance of sustainability. This can be done by either supporting single issue-focused projects, such as the IOM projects, or by integrating different actors, sectors and activities into one project or program. Either way, the different levels of society from the individual, to the community to the mid- and central levels of government need to be addressed. All relevant issues, not only prevention and protection, but also prosecution and policy development should be addressed because all these areas are inextricably linked. Several of the informants maintained that the reason for success is the fact that alongside prevention and protection activities, legal frameworks were developed and action taken against the perpetrators. Such a multi-dimensional approach creates synergy effects, as found in several of the projects, for example SACTAP I for the Southern African region. All activity areas (research, legislation, awareness-raising, capacity-building and victim support) were mutually supportive and “dropping any one would have weakened the overall program” (Duncan et al 2006: 2).

UNICEF's systems approach is another way of addressing the issue of counter-trafficking in a holistic manner. The point is to avoid the compartmentalization of the issue of trafficking which can lead to duplication of efforts or inefficient use of funding. One example is the empty shelters (see above). Shelters built for multi-purpose use would address this problem. Anti-trafficking components should be built into more comprehensive child protection programs; domestic and peer violence programs; poverty reduction programs, community development programs and so on. In conflict-affected areas, anti-trafficking should become a component of rehabilitation and peace-building efforts. Vice-versa, anti-trafficking initiatives should also build into them other related aspects, such as reproductive health issues (awareness of HIV/AIDS and STDs), peace-building in areas of conflict, education, life skills, vocational training and livelihood activities. One of the achievements of the SCN project in BiH was to promote communication and action of youth and children across ethnic, geographic and national boundaries and thus had a peace-building function in addition to the counter-trafficking function. Another example is ILO in Indonesia combining the issue of trafficking into the overall problem of forced labor and labor migration.

Human Rights Based Approach

The human rights based approach (HRBA) is very important as it puts the emphasis on human rights legal standards, participation and empowerment; on local ownership and government accountability. It shifts the focus from victimization to empowerment of women and children as subjects in their own lives and as agents of change. The main principles are participation and empowerment of rights-holders; accountability and transparency of duty-bearers. Organizations using the human rights based approach would typically work across the Ps and have a policy component as part of their mandate – with a view to lobby for legislative and policy change within their recognized area of competence.

SCN and UNICEF in BiH have adopted this approach to programming. The local implementing NGOs had been given freedom to define their own project; the children involved were defining and running activities; other members of the community, such as the parents and community leaders, had become actively involved in the design and implementation of the project. UNICEF globally has been at the forefront in applying the HRBA and was according to UNICEF BiH the first agency to implement it there. It is important that HRBA trickles down to partners, the target groups and stakeholders. The ILO project on domestic migrant workers in Indonesia is similarly based on relevant international labor standards and is part of their Decent Work agenda.

Focus on Children

There is substantial evidence that children are a key to implementing anti-trafficking projects, both as active participants in prevention activities and as victims of abuse. It has been noted that children are easy to work with and through; they are active; they are easily motivated; they are creative; and they are knowledgeable. In other words, they are key change agents in their communities. The child-to-child approach and peer education have been found to be effective tools. Activities can be linked to school education as it has been done in BiH where it was observed that every child completing primary school should have adequate awareness of the issue. However, children and youth who are not in school also need to be reached and ways of including them need to be integrated into the project designs. Child participation should be part of every anti-trafficking project which involves local and aggregated communities; either as a child-focused program or integrated into another program.

Focus on Gender Rather Than Women

Most of the projects considered have more of a woman than a gender approach; women (girls) have been pre-selected as the primary beneficiary group. This may be the most appropriate measure if the empowerment of women is the main objective. However, trafficking may afflict both males and females and be perpetrated by both males and females. In the Western Balkans typically women and girls have comprised the large majority of victims of trafficking for sexual exploitation, and men have comprised the large majority of the perpetrators. However, this picture is changing, as has been pointed out in chapter 4 above. If a focus on women and girls is retained inevitably there will be the chance of excluding important groups such as the male victims and perpetrators. Given the changing trends and nature of trafficking there is a need to move from the exclusive focus on women to gender. A gender focus will put the emphasis on how children, girls and boys, young women and young men are affected differently by trafficking, which should lead to a more gender-sensitive programmatic response. It should result in more focus on boys as victims, and (young) men as both victims and perpetrators (recruiters and buyers). A gender analysis as part of a needs or situation analysis will clearly map this aspect.

Beneficiaries: Difficulties in Reaching the Marginalized

Activities have been mainly designed around women and children (girls) who have been trafficked for prostitution. The target groups of prevention and protection efforts in BiH and Macedonia are mainly women at risk, victims of trafficking and school children/youth. The children and women selected were often among the more resourceful in the community. In the case of SCN Buducnost, the criteria for selecting the children were based on high educational achievements and family stability. The IOM livelihood projects for women at risk also excluded the uneducated and thus the most marginalized. Hence the challenge is to include the marginalized and excluded groups and individuals. IOM Macedonia has made an effort by targeting the Roma community as such through their livelihood projects. The Roma suffer from poverty, discrimination, violence, and marginalization not only in Macedonia, but in the whole region.

Livelihood Support

IOM supports livelihoods in Macedonia (and elsewhere) both for preventive purposes and for reintegration and rehabilitation of victims of trafficking. Although the coverage is limited, the businesses supported seem to be a success though the long-term effect has not been established. Vocational training and a grant to start the business is a part of the livelihood support. A weakness is the limited coverage and relatively high cost per individual, however, it must be seen as a contribution to poverty alleviation and development of the local community in general.

The main question in assessing results is not only whether beneficiaries are given a better footing in life, but also whether these options do result in fewer trafficking cases. This question is again linked to the criteria for selection which are designed for selecting individuals from the most vulnerable group(s). Giving an answer to these questions inevitably touches on counterfactuals – what would have happened if this individual had not been given this assistance package? An answer could be given in an experimental laboratory setting, but real life rarely offers the opportunity for testing such propositions. Hence assessing results for this type of project is two-fold – better livelihood and reduced risk.

Capacity-Building and the Importance of Competent Staff

Evidence from all projects across the regions show that capacity-building is an integral part of the projects. All projects include elements of capacity-building of stakeholders, policy-makers,

beneficiaries, and other partner organizations. Capacity has been increased of service providers, policy-makers, professionals, girls and boys, women and men, parents, police, lawyers, prosecutors, judges, local and central government employees. UNIAP has perhaps had the most systematic approach to capacity-building by developing a training program with different modules which has been institutionalized at the Mekong Institute in Khon Kaen in Thailand. Training has been a key to UNIAP for the establishment of MOUs, national policy and legislation, development and implementation of action plans nationally and sub-regionally. The ILO project in Indonesia also benefits from highly skilled and competent project partner staff with relevant technical skills and strong human rights orientation.

Critical voices may ask what all the training leads to? Assessments of results are not only about the contributions of the beneficiaries to reducing risk and providing services, but also whether their capabilities are better at the end of the project than at the beginning. One question to put is the time perspective – is a one-off investment in future capability enough or is a longer engagement necessary, keeping in mind that a cut-off point has to be set? The experience with the three projects in BiH and Macedonia as well as that of SACTAP in South Africa show that one of the reasons for success of these projects is the highly professional, experienced and competent staff of SCN, UNICEF and IOM as well as their implementing partners. Training is also an integral component of the UNIAP and ILO projects in Southeast Asia. Capacity-building is a crucial part of the CARE support to women's organizations in several Western Balkans countries, both for their better functioning, network communication and advocacy locally and nationally as well as exchange of experiences at the regional level. Clearly capacity-building needs to be part of anti-trafficking efforts, but the (long-term) effect and impact of training and capacity-building activities needs to be monitored and documented.

8.3 The Key Role of Government

Government Ownership

There is overwhelming evidence of the key role of government and the importance of government ownership. The government, national as well as municipal, is crucial for success in the long-term. The government plays an important role in legislation and policy-making, in prosecuting perpetrators, in funding services, in developing systems of identification and referrals, in providing protection and care and in changing attitudes. In the Western Balkans projects, the government at different levels has played an important role and working with municipalities is a key aspect of several projects. However, it is perhaps in projects like UNIAP and COMMIT that the potential of governments becomes most evident not only in their own countries but in creating regional concerted and coordinated action. Often government entities responsible for addressing trafficking, such as the State Coordinator's office in BiH, need both financial and human resources and support to such government bodies may be necessary, at least in the short term. Government ownership should be the goal of all supported projects and while international organizations and local NGOs may be instrumental in initiating services, these should gradually be transferred for the government eventually to assume full responsibility. Another important task of the Government is to ensure the coordination of both local and international agencies so that duplication of efforts is avoided.

Support to the Social Sector

The social sector, comprising social welfare and security, is very often neglected as a sector of support in development cooperation and humanitarian aid. However, the social sector is a key sector for addressing the issue of trafficking, both in terms of prevention, protection and care. It includes social welfare centers, social workers, psychologists and therapists, child welfare and protection agencies, shelters and service institutions. The social sector was found to be under-resourced and under-developed both in BiH and Macedonia and in need of support. Consequently, NGOs have been filling the gaps temporarily, running shelters and other services which can be important for a period of transition but ultimately this is a government responsibility. It normally includes a range of services; medical, therapeutic, legal counseling and assistance, psycho-social counseling, physical protection, vocational training, child-care, providing for daily needs, as a way back towards a normal life. The social sector is essential not only as a protective, but also as a preventive measure in decreasing the risk of return to trafficking once the victim is reintroduced into civil life. Yet it is not without its inherent problems, though. One is estimating the magnitude of the problem which in the Balkans led to overcapacity of services and shelters. Another is the question whether this form of protection and care for victims is what they need and want, given the low number of occupants. A third is adequate follow-up to ensure successful reintegration which in the case of foreign trafficked, requires a follow-up apparatus in the home country and this follow-up may not be safe enough.

8.4 Other Partnerships

The Role of Local Civil Society

Local NGOs and other civil society organizations play an important role in promoting the issue, putting it on the agenda and advocating for changes in attitudes and policies. They can push the issue on to the agenda of local politicians, into schools, into the social welfare offices, onto the desks of lawyers and judges. Local NGOs can act more quickly and efficiently than governments and international agencies and they know the local situation. Local NGOs have credibility and legitimacy within their own community, region and country. On the one hand, they function as implementing agencies for both international organizations and the government. On the other hand, they are important watch-dogs in the local community and at the national level.

Experience shows, though, that all too often NGOs do not develop exit strategies. NGOs need to put local government bodies in real partner positions from the beginning, working in true partnership through existing structures. NGOs should beware of building parallel structures and need to be better coordinated to avoid competition for funding and duplication of efforts.

The Role of International Agencies

International agencies, both NGOs and UN agencies including IOM, are equally important to support. They bring with them international standards, best practices, international networks, processes and mechanisms. UNICEF and SCN brought attention to the UN Study on Violence against Children published in 2006 and UNICEF is responsible for assisting countries to follow up on its recommendations. ILO is actively promoting international labor standards through technical assistance as in the project for domestic migrant workers in Indonesia. UN agencies and IOM usually have a unique access to government at all levels and can help local bodies and agencies with access. International agencies, especially UN agencies, adhere to and promote the highest standards embodied in UN conventions, declarations and other mechanisms. Informants

noted, however, that donors like Norway need to continue to make international organizations relevant, not only UN agencies but also international NGOs.

The Role of Donors

During the field trip the role of donors was discussed. It is evident that donors are valued not purely for the money they transfer to agencies and government partners, but also for the important political role they can play, also in relation to the implementation of projects. Donors can influence the agenda, provide advice and moral support, raise the status of issues/policies and they can participate in decision-making. Donors can exert influence at high levels of government, they can share experiences and models from their own countries, facilitate exchange visits, and so on. In Macedonia, donors participate actively in the secretariat of the National Commission for Combating Trafficking in Human Beings and Illegal Migration and thus have access to decision-makers. However, there were also critical voices of the role of donors when they push their agendas and when they are not flexible enough with regard to project funding. Donors need to listen to the needs of NGOs and let the NGOs define their projects according to needs and evidence. Another observation from BiH is that donors are not sufficiently coordinating amongst themselves.

The Role of Media

The use of media is an important aspect of several of these projects. According to the findings, involving the media was considered essential for two main reasons. On the one hand, they can be very helpful in implementing activities related to awareness-raising and prevention by reporting and discussing in newspapers, radio and TV. On the other hand, media may act counter-productive to project implementation. Work needs to be done to ensure that they have a sensitive and appropriate approach to the issue of trafficking in their reporting and investigations. The SCN project in BiH has included journalists in their stakeholder group and actively involves them in the work. For SACTAP in South Africa and for the UNIAP and ILO projects, TV and radio play important parts in executing the project successfully.

8.5 Timeframe and Scope of Projects

Regional Action

Regional projects may be a way of creating synergies as countries can learn from each other on an equal peer basis. Both UNIAP and SACTAP are regional projects and both evaluation reports emphasize the value of a regional approach in building cross-country frameworks of cooperation and action. Regional projects can also promote best practices as well as international standards. COMMIT, the sub-regional coordination mechanism for human trafficking involving six countries in the Mekong sub-region, is considered a unique and remarkable achievement. All six governments have signed Memoranda of Understanding, developed national action plans which are being implemented and participate in regional coordination processes and mechanisms. SACTAP was also designed to have outreach to the other countries of the region with a base in South Africa. However, the evaluation found that SACTAP remained largely a South African program in its first phase, although it is encouraged to implement the regional aspects in phase II. Other evaluations point out that projects need to develop a genuine regional vision and strategy to avoid the pitfall that projects become a collection of national action plans without a coherent and consistent regional whole.

Long-Term Perspective

One of the most important findings in this review is the need for a long-term perspective due to the highly complex nature of the human trafficking phenomenon and the time it takes to adequately address the problem and achieve results. This is a consistent finding across the different stakeholders, partners and other informants in BiH and Macedonia and is confirmed in other reports. Trafficking in human beings is often hidden, unknown, unrecognized, downplayed and some of its forms may be taboo in local communities. In addressing the issue, one is confronted with a complex set of issues related to prevention, protection, prosecution and policy. This implies the need for raising awareness, changing attitudes, changing behavior, changing structures and systems at different levels. All these aspects imply a relatively long-term process over several years. Long-term funding and commitment by the donors are essential, points emphasized by most of the key informants. Short-term funding of one-year cycles has been common among donors including the MFA, although currently the MFA and the Norwegian embassies more frequently fund three-year cycles. Three-year funding should be the minimum and with possibilities built-in to extend beyond three years.

9. Conclusion and Recommendations

This review confirms that trafficking in human beings is a multidimensional and transnational problem which demands holistic and long-term responses. The national government plays a key role in changing policies and implementing projects. Other partners, including both international and NGOs as well as people in the local communities, in particular children and youth, are important participants in addressing this serious form of human rights abuse. Although women and girls often constitute the majority of the victims, it is important to integrate gender analysis into the situation analysis at the basis of any programming. A great deal of flexibility of programming will allow for the appropriate target groups, new issues and gaps to be identified and included as the trafficking trends change. A multidimensional approach to programming creates synergies when the different components and levels are linked, as found in several of the projects reviewed here.

Although a whole range of results are documented and indications of impact can be observed, there is a lack of systematic monitoring and reporting on the long-term effects. There is clearly a lack of research and knowledge, especially on the magnitude of the problem and identifying victims. However, it may also be a problem of collecting and disseminating existing studies and data which are already out there. In addition, there is clearly a need for more research into causal factors and profiling of victims.

The findings of this third part of the overall review largely confirm the main observations and summaries of parts one and two. Based on the findings, the following recommendations are made for future support to combat trafficking in human beings.

Aspects of Programming

- Projects selected should be based on the 'Palermo Protocol' definition of trafficking in persons, but adapted to the local reality.

- Programs selected for support should include baseline and indicators for systematic monitoring and reporting on impact.
- UNODC, IOM, UNICEF, ILO and other agencies should be supported in the collection and standardization of data and statistics.
- One should ensure that projects selected for support are based on evidence in the form of research, needs assessments, situation analyses and the like. Furthermore, they should be based on participatory planning and implementation.
- Due to the rapidly changing nature of the trafficking phenomenon and migratory flows in general, projects need to adopt flexible responses to the magnitude of the problem as well as to the type of trafficking.
- The projects supported need to integrate different sectors, actors and activities to ensure sustainability and maximum effect.
- Supported projects should explicitly apply a human rights based approach (HRBA) in line with Norwegian development cooperation and humanitarian policy.
- Support to projects that focus on livelihoods is of strategic value as this also addresses other aspects of poverty and human rights abuses, not only prevention of exposure to trafficking.
- Capacity-building is a key to any project on anti-trafficking. However, projects supported should include indicators for measuring the impact of capacity-building efforts.
- Regional programs and projects are strategically important to support as trafficking is a trans-national phenomenon that requires regional and sub-regional action.
- New issues that need addressing in the future include studies on best practices on reintegration and rehabilitation of victims, studies on causal factors, profiling of victims, organized begging and other forms of forced labor.

Project Beneficiaries and Participants

- Children are both key rights-holders as well as key change agents in any society and projects should either focus specifically on children/youth or include children/youth as project participants or take the effects on children into consideration.
- Projects should incorporate a gender analysis of victims, perpetrators, and users/abusers as a means to reach all those who need to be targeted either for prevention, protection or prosecution.
- Supported projects should either focus on vulnerable and marginalized groups or design ways of reaching these individuals and groups within the project beneficiary population.

Government as a Key Partner

- The government should always be involved, either as implementing partner or stakeholder.
- Support should go to the social sector as social sector institutions are key actors in many of the activities involved in combating trafficking in human beings, both for prevention and protection.

Partners and Partnerships

- Local NGOs should be involved where possible if they can perform important advocacy and service provision functions.
- Support to international agencies should be considered against the available local capacities and the value added of these agencies.
- The Norwegian MFA with the embassies should explore and develop the possibility of influencing policy related to the projects supported not only through financial means but also by taking part in working groups, committees and other public bodies which donors are invited to by host governments.
- Media should be involved in project implementation both as stakeholder and target group.
- The nature of anti-trafficking efforts demands a long-term perspective. The MFA should therefore provide funding for a minimum of three years with a possibility for extension when projects require more time to achieve results and make an impact.

10. Annexes

Annex 10.1: Terms of reference

SHADY TRAFFIC

REVIEW OF THE NORWEGIAN MINISTRY OF FOREIGN AFFAIRS' PORTFOLIO ON COMBATING TRAFFICKING IN HUMAN BEINGS

1. Background

Trafficking in human beings is a multi-million international business estimated to involve several million victims currently. Most trafficking is for prostitution and different forms of labor exploitation, but trading in human organs is also known to exist. Trafficking covers adults as well as children, males as well as females, though most of the attention has been focused on the more visible aspects of the business, in particular women in prostitution. Trafficking is a form of organized crime and has been legally recognized as such, but it is also a form of forced labor and thus is also legally subsumed under internationally recognized labor standards.

Under both national and international law Norway is required to take various measures to combat trafficking in human beings. As a result of this commitment, Norway has during the past decade developed three action plans on trafficking in human beings. These plans cover the period 2003-2005, 2005-2008 and 2006-2009. They contain a number of activities and several ministries and directorates have been involved in implementation, notably the Ministries of Health and Care Services, Justice and Police, and Children and Equality. The MFA is responsible for activities to promote prevention, reintegration and protection, children as an important target group, increased knowledge and interdisciplinary cooperation, strengthening of international frameworks and cooperation.

The Ministry of Foreign Affairs (MFA) is responsible for a large volume of anti-trafficking activities, mainly abroad. The activities are funded both from different sections in the MFA, through the embassies and through Norad. Although activities have been supported in all areas, i.e. *prevention, protection, prosecution* and the making and implementation of *policy*; the main area of support has been prevention but also to some extent protection. A number of evaluations and reviews have been made of the various program and projects, but a more general and comprehensive analysis of the trafficking portfolio as such has not yet been undertaken.

Consequently, the MFA has commissioned from Norad a review of the Norwegian program portfolio on trafficking in human beings. The review consists of three parts: part 1 – an overview of international trends on human trafficking; part 2 – a document study of the MFA portfolio and part 3 – an external review of a sample of projects in the MFA portfolio (Appendix 1). Parts 1 and 2 have been completed but not published and this document is the terms of reference for part 3.

2. Aim and Purpose

The main aim of the external review is to document results, learning and replicability with a view towards informing future program decisions.

The purpose of the review is to identify lessons learned from activities related to combating human trafficking in order to guide future action in this area. The task is to provide an overview and analysis of the MFA program portfolio on trafficking in human beings with a focus on results, learning and replicability. Findings and recommendations will be presented to the Ministry of Foreign Affairs by the end of the year.

The review will provide guidance for decision-makers at the national government level in terms of future policies and programs. The review will also provide information and feed-back to partners and other actors involved, such as national and international civil society actors, the UN, inter-governmental agencies such as IOM, as well as government partners.

3. Scope of Work

The review shall provide information, assessments and recommendations with regard to the following issues:

- Identify a small sample of projects/programs from MFA's annual report on anti-trafficking in 2007 (Appendix 2)
- Identify priorities and target groups of selected programs/projects;
- Document the main results achieved in programs/projects supported by Norway in the selected area;
- Compare and assess different program/project approaches in terms of effectiveness;
- Identify the main factors behind success/failure. Assess how much is due to external or internal factors;
- Assess to the extent possible project/program impact in terms of changes and trends in human trafficking at the regional/sub-regional levels;
- Assess to which extent experiences/lessons for the selected projects/programs in the region/sub-region can be transferred to other regions of the world in which there are similar activities;
- Provide recommendations for future programmatic Norwegian support to anti-trafficking activities abroad, drawing upon findings and observations made during document study and field visits.

Issues of sustainability and cost effectiveness are outside the scope of this review.

4. Methodology

In doing the review, the reviewers shall employ the following methodology, to be further specified as appropriate:

- Review documents pertaining to overall patterns and trends in trafficking in selected area/region;
- If possible and feasible, seek base line data against which to measure progress and changes;
- Review all relevant project/program-related material for the agencies/areas selected;
- Conduct interviews with representatives of agencies/organizations active in the field and supported by Norway;
- Conduct interviews with relevant stakeholders – other donors/agencies/government officials/civil society organizations or anybody expected to have information and experiences of relevance and importance for the review;
- Review documents, including evaluations and other studies, from other regions in which similar activities are undertaken in order to assess comparability and whether experiences can be transferred across regions;
- If possible and feasible, seek first-hand accounts from persons directly involved in trafficking activities.

5. Organization of the team

Norad has commissioned the Chr. Michelsen Institute (CMI) in Bergen, Norway to undertake this external review of Norway's portfolio on trafficking in human beings. Two researchers from CMI, staff member Hugo Stokke and associate consultant Kate Halvorsen comprise the review team.

6. Outputs

- An inception report of maximum five pages
- A draft report for MFA/Norad comments
- A revised final report submitted to MFA/Norad

7. Timeline

The review will be carried out in the September – December period and consist of three parts:

- (1) Document study and preparation of field visit in September/October;
- (2) Field visit in October/November; and
- (3) Analysis and report-writing in November/December.

An inception report shall be submitted by 8.October.

A draft report shall be submitted to MFA/Norad by 1 December 2008.

A revised final report shall be submitted to the above by the end of the year.

The budget frame is limited upwards to 500 000 NOK.

8. Reporting

The report should be submitted in English and to be approx. 30 pages long excluding attachments. It should contain an executive summary with main conclusions on findings and lessons learned and recommendations.

- Appendix
1. ToR for the whole review (part 1,2 and 3)
 2. List of projects/programmes

Annex 10.2 Programs Field Visits

Agenda

Review of Norwegian MFA portfolio on human trafficking: field visit to Bosnia

BiH, October 22 - 31, 2008

Time	Activity
Wednesday, October 22, 2008	
9:00	Meeting with Mr Samir Rizvo, State Coordinator for Combating Trafficking in Human Beings and Illegal Immigration – Address: Trg BiH 1, Zgrada zajednickih institucija (zgrada BH Vlade- BiH Government Building)
11:00	Meeting in SCN SEE with Bjorn Hagen, Director; Andrea Zeravcic, Regional Program Manager, Aida Bekic, CP Program Manager Address: Travnicka 2, 71000 Sarajevo Tel: +387 33 550 531 Aida Bekic mobile (+387 61 500 051)
13.30	Meeting in UNICEF with June Kunugi, Representative and Selma Turkic, Child Protection Project Officer Address: Kolodvorska 6, Sarajevo Tel: +387 33 723 342
Thursday, October 23, 2008	
07.00-19.00	Field visit to NGO Buducnost Modrica – part of SCN SEE Child Trafficking Prevention Project – <i>the visit for 2 hours but due to travel maybe better to keep the whole day for this trip – SCN SEE arranging and providing transport</i> Also discuss UNICEF’s funded project “Piloting of GBV and CA referral mechanisms” , which is building on results from NORAD funded project 2004-2006 (Development of sustainable responses to violence) Address: Zivojina Mishica 4, Modriča, BiH Phone: +387 53 820 700, 820 701
Friday, October 24, 2008	
08.00-13.00	Field visit to Child Rights Center – part of SCN SEE Child Trafficking Prevention Project – <i>SCN SEE arranging and providing transport</i> Address: Orasje 1. Konjic Tel: +387 36 728 740
13.00-20.00	Field visit to La Strada Mostar Address: Bulevar Revolucije 35, 88000 Mostar

	Tel: + 387 36 557 191
Sat – Sun, October 25 - 26, 2008	
Monday, October 27, 2008	
10.00 – 11.00	Meeting with Gabrijela Jurela, OSCE premises Address Fra Andela Zvizdovicha 1, 71000 Sarajevo Tel:+ 387 33 752 100 (UNITIC Skyscrappers)
11.30-13.00	Meeting with Regina Boucault, IOM Address: Vilsonovo shetalište 10, 71000 Sarajevo Tel: +387 33 648 137
14.00 – 15.00	Visit to the Norwegian Embassy. Meeting with the Ambassador Mr. Jan Braathu and Lisa Golden, First Secretary Address: Ferhadija 20, 71000 Sarajevo. (This is near or at least in the same part of the town as ASTRA Garni hotel) Tel: +387 33 254 000
15.30 – 17.00	Meeting with Dr Zarko Papic, Director of NGO IBHI, implementing partner on Development of Sustainable Responses to Violence Address: Shacira Sikirica 12, 71000 Sarajevo . Tel: + 387 33 219 781 and 268 750
Tuesday, October 28, 2008	
08.00- 16.30	Field visit to NGO Medica Zenica, part of UNICEF Development of Sustainable Response to Violence against Women and Children Program Meeting with Medica shelter Meeting with Medica Infoteka Address: Krivache 40, 72000 Zenica Tel: +387 32 463 920
Wednesday, October 29, 2008	
08.00-20.00	Field visit to Lara Bijeljina Address: Beogradska 38, 76300 Bijeljina Tel: +387 55 220 255 and 220 251
Thursday, October 30, 2008	
09.00 10.00	Meeting with Ms. Lejla Hrustanovic, EU Delegation, Sarajevo Debriefing with SCN SEE Address: Travnicka 2, 71000 Sarajevo Tel: +387 33 550 531 Aida Bekic mobile (+387 61 500 051)
11.00	Meeting with Mr. Tomaso Andria, Embassy of Italy, Sarajevo
12.30	Meeting with Mrs. Zubejda Kadic, CTO for trafficking portfolio USAID BiH Restaurant Cappuccino

	Address: Grbavicka 8, 71000 Sarajevo Phone: + 387 33 702 300 (USAID Phone)
15.00	Debriefing with UNICEF Address: Kolodvorska 6, Sarajevo Tel: +387 33 723 342
Friday, October 31, 2008	
	Travel to Macedonia



**Agenda: Norwegian MFA Review of Human Trafficking:
Skopje
31 October-6 November 2008**

DATE/DAY	ACTIVITY
FRIDAY 31st OCT	Arrival (12.10) – pick up from the Airport 15.00 Briefing @ IOM Skopje
SATURDAY/01st NOV	09.00-16.00 Field Visit to Tetovo/closed project –ESS phase I -Meeting with Project Partners -Meeting with Project beneficiaries 17:00 Return Skopje
SUNDAY/02nd NOV	Free
MONDAY/03rd NOV	10.00-10.50 Meeting with the Norwegian Embassy 11.00-12.00 Ministry of Labor and Social Policy/ Sector for Technical Support to the Minister 12.00-13.00 Lunch 13.00-16.30 Field Visit to Kumanovo -Meeting with Project Partners -Meeting with Project beneficiaries 16.30-17.30 Return to Skopje
TUESDAY/04th NOV	09.00-10.30 Visit to the Reception Centre for Foreigners (Meeting with Border Police Representatives and NGO “For a Happy Childhood”) 11.00-12.00 Meeting with Institutional Counterpart (National Commission, Sector for Combating Trafficking and Illegal Migration, National Referral Mechanism) 12.30-13.30 Meeting with Open Gate/La Strada, Coalition All for fair Trials 13.30-14.30 Lunch 15.00-16.00 Meeting with UNHCR 16.30-17.00 Meeting with OSCE and UNICEF
WEDNESDAY/05th NOV	08.30-17.30 Field Visit to Bitola (2 and a half hours drive one way) -Meeting with Project Partners -Meeting with Project beneficiaries
THURSDAY/06th NOV	09.30-10.30 Meeting with US Embassy 11.00-12.00 Meeting with SIDA 12.30-13.30 Wrap up session/ IOM Skopje Transfer at the Airport 15.30 Departure Flight @ 16.55

Annex 10.3: List of People Met¹⁵

In Oslo:

Vigdis Halvorsen, Advisor, Norad
Eva Hermstad, Advisor, MFA
Astrid Helle Ajamay, Project Coordinator Migration and Development, MFA
Unni Poulsson, Senior Advisor, MFA
Nils Ragnar Kamsvåg, Deputy Director General, MFA
Tobias Frambe Svenningsen, Assistant Director General, MFA

In Vienna:

Muki Jernelov, External Relations Officer, UNODC
Julie Platou Kvammen, Associate Expert, UNODC
Troels Vester, Crime Prevention Expert
Riikka Puttonen, Officer in Charge
Fabrizio Sarrica, UNODC
Ruth Pojman, Deputy Coordinator, OSCE
Liliana Sorrentino, Advisor, OSCE

Bosnia and Herzegovina

In Sarajevo:

Samir Rizvo, State Coordinator for Combating Trafficking in Human Beings and Illegal Immigration, BiH
Bjørn Hagen, Director, SCN SEE
Andrea Zeravcic, Regional Program Manager, SCN SEE
Aida Bekic, Child Protection Program Manager
June Kunugi, Representative, UNICEF
Selma Turcic, Child Protection Project Officer, UNICEF
Gabrijela Jurela, Trafficking Coordinator, OSCE BiH
Regina Boucault, Chief of Mission, IOM BiH
Bojana Jovanovic, Counter Trafficking Project Assistant, IOM BiH
Ruth Rosenberg, International Consultant, IOM BiH
Lisa Golden, First Secretary, Norwegian Embassy BiH
Jan Braathu, Ambassador, Norwegian Embassy BiH
Zarko Papic, Director, Independent Bureau for Humanitarian Issues (IBHI)

Buducnost (Modrica) project staff, stakeholders and participating children:

Jelena Misic, Assistant
Irena Sarcevic, Pedagogue
Biljana Dukic, Coordinator
Gordana Vidovic, Director
Jovana Arambasic, Teacher

¹⁵ Names of participants and beneficiaries of the projects are not listed due to confidentiality

Sanja Samardzic-Marjanovic, Journalist

Marija Blagojevic, Journalist

Zorica Vasiljevic, Pedagogue

Ljiljana Jovanovic, Psychologist

Biljana Maric, Municipality

Participants in the project; two parents, five girls and two boys (15-17 years old)

Child Rights Center, Konjic project staff, stakeholders and participating children:

Dijana Z. Spago, Teacher

Nadira Muhibic, Social worker

Alma Mujic, Director

Asja Alikadic, Program Assistant

Zerina Krivic, Pedagogue

Ilko Zelenika, Local police

Participants in the project; four parents, six girls and two boys (11-18 years old)

In Mostar:

Abida Pehlic, Social Assistance Manager, La Strada

Alma Kajlaz, Office Assistant, La Strada

Medica (Zenica) project staff and clients Medica Infoteka and Medica Shelter:

Edita Ostojic, psychologist, Medica Infoteka

Duska Andric-Ruzicic, Manager, Medica Infoteka

Sabiha Husic, Executive Director, Medica Shelter

One female client of the shelter

Lara (Bijeljina) project staff and stakeholders:

Mara Radovanovich, Vice President, Lara

Divcic Radomir, Border Police

Vesna Savic, Center for Social Work

Ljubinka Vukasinovich, Assistant, Lara

Marija Lazic, Project Coordinator, Lara

Macedonia

In Skopje:

Anna Eva Radicetti, Chief of Mission, IOM

Ivona Zakoska, Project Assistant Counter Trafficking Unit, IOM

Sonja, Project Assistant, IOM

Herman Baskår, Deputy Ambassador, Norwegian Embassy in Macedonia

Mabera Kamberi, Assistant Minister, Ministry of Labor and Social Policy

Biljana Trnkovska Alulovska, Manager, Reception Center for Foreigners

Likija Velkovska, Police Advisor for Illegal Migration and Cross-border Crime

Asprovski Jovanco, Senior Police Advisor for Illegal Migration and Cross-border Crime

Sofia Arnavdova, Psychologist, For a Happy Childhood (local NGO)

Kiro Todorovski, Senior Advisor, National Commission, Sector for Combatting Trafficking and Illegal Migration

Svetlana Cvetkovska, Coordinator, National Referral Mechanism

Blagica Petrovska, Senior Inspector, National Referral Mechanism
Jasmina Rajkovska, National Coordinator/President, Open Gate/La Strada Macedonia
Maja Varoslija, Manager Social Assistance, Open Gate/La Strada Macedonia
Mihail Gotovski, Project Coordinator, Coalition All for Fair Trials
Carlos Maldonado, Representative, UNHCR
Tihomir Nikolovski, Protection Assistant, UNHCR
Jasna Dobricik, National Rule of Law Officer, OSCE Macedonia
Katerina Matevska, Child Protection Assistant, UNICEF Macedonia
Matt Keener, Political Officer, Embassy of the United States
Mentor Kadriu, Ast Programme Officer, Human Rights & Social Cohesion, SIDA Skopje

In Tetovo:

Xnane Kreshova, President, Women Forum
Sladjana Josifovska, Member, Women Forum
Seven female beneficiaries of the project

In Kumanovo:

Ahmet Jasharevski, Director, DROM (local NGO)
Six male beneficiaries of the project
Seven female beneficiaries of the project

In Bitola:

Natasa Alabakovska, Project Assistant IOM Skopje
Soka Popovska, President of Association of Social Workers
Dzala Bojkonka, President of NGO "Semper"
Igor Nedelkovski, General Manager of Euro-Regional Technology Center
Violeta Gapzovska, Director of Centre for Social Work
Five female beneficiaries of the project

Annex 10.4: List of Documents

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