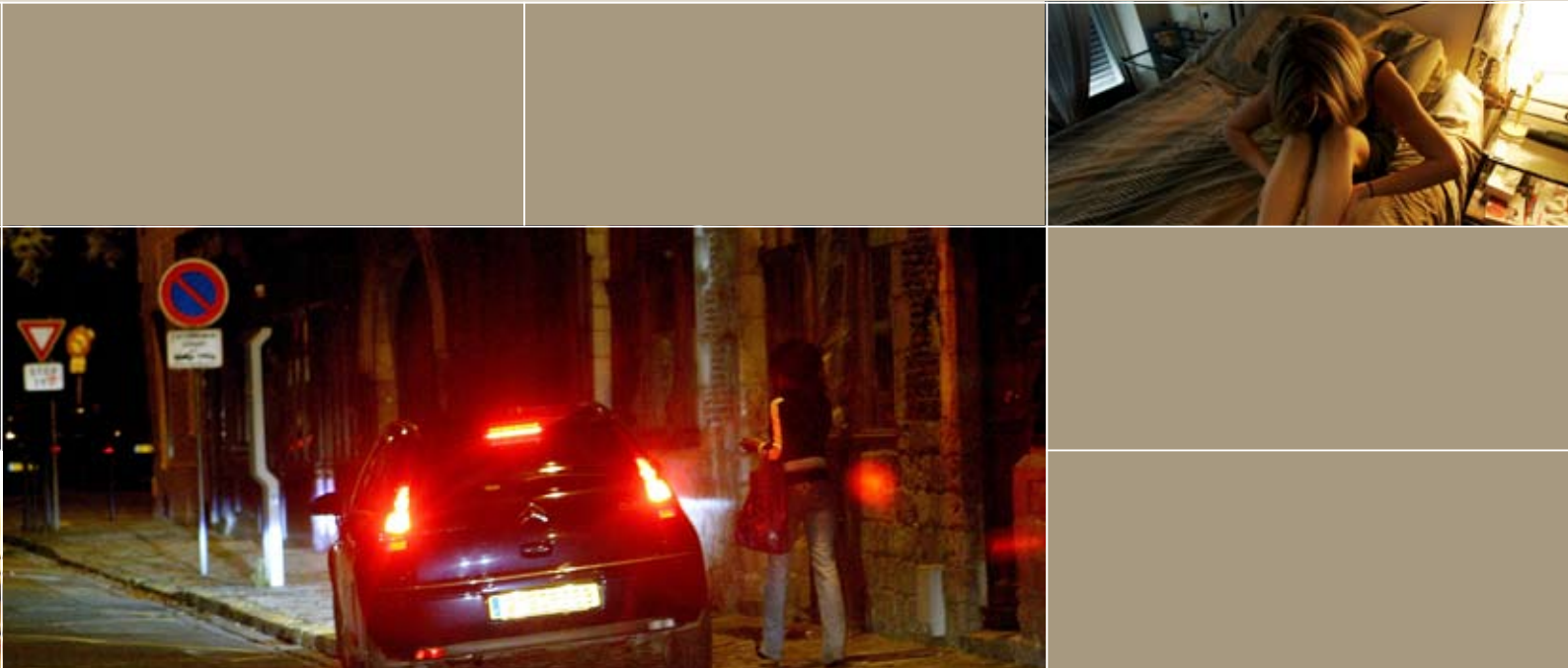




Shady Traffic

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



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

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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 Zeravic, Regional Program Manager, SCN SEE
Aida Bekic, Child Protection Program Manager
June Kunugi, Representative, UNICEF
Selma Turkic, 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, Reseption 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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