



Tool 2.7 National action plans and strategies

Overview

This tool contains an overview of responses to trafficking in persons, recommended resources and some examples of national strategies and plans.

Overview of responses to trafficking in persons

Structure

Comprehensive national anti-trafficking responses should cover two levels, both of which should reflect guiding principles (see Tool 2.6):

- *Strategic level* (Strategy)

Refers to “what” should be achieved. The strategy should include:

Preamble

Background/analysis

Strategic goals

Indicators for each strategic goal and specific objective

- *Operational level* (National action plan)

Refers to “how” the strategic goals can be achieved. The national action plan identifies concrete actions to achieve the strategic goals and specific objectives identified in the strategy. It should include:

Activities/sub-activities

Assigned responsibilities and timelines

Resource plans and budget

Indicators



Source: Guidelines for the Development and Implementation of a Comprehensive National Anti-Trafficking Response (Vienna, 2006), International Centre for Migration Policy Development. For more information about this resource visit www.icmpd.org

Content

The content of each plan is obviously dictated by national circumstances, but effective plans usually share some of the same features. Good plans:

- State the major objectives to be pursued and around which there can be a consensus for action
- Delineate the strategic actions that must be taken to achieve those objectives

- Set priorities
- Identify who is responsible for implementing their various components and identify the resources that are required for their implementation
- Delineate how progress towards the achievement of specific goals and objectives is to be monitored and eventually evaluated
- Address the need for enhanced international cooperation

In some cases, national strategies are built on providing support for local initiatives. For instance, in the United Kingdom of Great Britain and Northern Ireland, the national strategy is based in part on implementing local measures to combat human trafficking.

Recommended resources

Guidelines for the Development and Implementation of a Comprehensive National Anti-Trafficking Response

The International Centre for Migration Policy Development (ICMPD) has developed *Guidelines for the Development and Implementation of a Comprehensive National Anti-Trafficking Response*, (Vienna, 2006). This resource is available from ICMPD. The guidelines provide a succinct overview of the structure of a national trafficking response.



For more information on this resource visit www.icmpd.org

Crime Reduction Toolkit on trafficking of people

The United Kingdom Home Office Crime Reduction Toolkit on trafficking of people, particularly its section 4, offers some suggestions on the development of local strategies against trafficking. It is intended for use by senior officers responsible for developing crime-reduction strategies and by officers and staff in relevant agencies responsible for implementing them.



The toolkit can be consulted at:
www.crimereduction.gov.uk/toolkits/tp00.htm

Guidelines for National Plans of Action to Combat Trafficking in Human Beings

The Stability Pact for South Eastern Europe Task Force on Trafficking in Human Beings has created guidelines for establishing national anti-trafficking action plans. The guidelines address objectives, activities and achievement indicators and suggest entities that might assume responsibility for implementing action plans. They cover the areas of research and assessment, awareness-raising, prevention, victim assistance and support, return and reintegration, law reform, law enforcement, and international law enforcement cooperation and coordination.



The guidelines can be consulted at:

www.stabilitypact.org/trafficking/atap-2001-guidelines.doc

Promising practice

Albania

The Albanian National Strategy Framework and National Action Plan for Combating Trafficking in Human Beings 2005-2007 can be obtained at:

www.caaht.com/resources/NationalStrategy_2005-7_ENGLISH.pdf

A report on the implementation of the Albanian National Strategy in 2006 can be found at:
http://tdh-childprotection.org/rcpp_content/doclib/477_EN.pdf

Armenia

The Action Plan for Prevention of Trafficking in Persons from the Republic of Armenia 2004-2006 can be obtained at:

www.armeniaforeignministry.com/perspectives/040716_traff_en.doc

Australia

The Action Plan to Eradicate Trafficking in Persons of the Government of Australia is based on four central elements:

- Prevention
- Detection and investigation
- Criminal prosecution
- Victim support and rehabilitation

The Action Plan can be obtained at:

www.ag.gov.au/www/agd/agd.nsf/Page/Publications_AustralianGovernmentsActionPlantoEradicateTraffickinginPersons-June2004

Bangladesh

In 2001, the Ministry of Women and Children Affairs established a core group consisting of national and international non-governmental organizations, and United Nations agencies to assist the Government of Bangladesh in adopting a national plan of action. The result was the National Action Plan against Sexual Abuse and Exploitation of Children, including Trafficking, which is commendable for the participatory approach taken to its formulation. Not only were the views of non-governmental organizations, Governments, divisional and district-level officials solicited for the plan of action, but children's views were also sought.

Bosnia and Herzegovina

The State Coordinator for Combating Trafficking in Human Beings and Illegal Migration issued the State Action Plan for Combating Trafficking in Human Beings 2005-2007. The anti-trafficking response is based on:

- (a) Principles of human rights;
- (b) Participation (including clearly delineated roles of authorities);
- (c) An interdisciplinary and multisectoral approach;
- (d) The principle of non-discrimination;
- (e) The principle of the inclusion of civil society;
- (f) The principle of sustainability.

The State Action Plan is available at:

www.anti-trafficking.gov.ba/fajlovi/state_action_plan_2005-2007.doc-51.doc

The Operational Plan for its implementation is available at:

www.anti-trafficking.gov.ba/fajlovi/Operativni_plan_za_2007_eng.pdf-97.pdf

Brazil

The work of an intergovernmental working group under the Brazilian Ministry of Justice and the Special Secretariats for Human Rights and Women's Policy led to the issuance, after extensive public consultation, of Decree 5.948, which is the basis for the development of a national action plan to combat trafficking. The proposed national action plan sets out guidelines, priority actions and specific objectives to be executed by relevant Government ministries, and targets for implementation.

The cooperative spirit with which the national action plan has been drafted will have to be maintained after its approval by presidential decree; most actions under the plan are at the state and local levels, although the federal Government maintains overall responsibility for programmes and objectives to be carried out by various ministries and sectors. Cooperative agreements with states will be obligatory to ensure the implementation of the actions and activities called for in the National Action Plan.

Further information about the development and implementation of the National Action Plan of Brazil is available, in Portuguese, on the UNODC Brazil website at:

www.unodc.org/brazil/programasglobais_tsh.html

Cambodia

In 2002, the Ministry of Women's and Veterans' Affairs of Cambodia adopted a concept paper entitled "Strengthening mechanisms and strategies to counter trafficking".

The document can be obtained at: www.humantrafficking.org/publications/346

On 17 March 2000, the Council of Ministers of Cambodia adopted the Five-Year Plan against Sexual Exploitation of Children, 2000-2004.

The plan can be obtained at:

www.ecpat-esp.org/documentacion/planes-nacionales/Camboya.pdf

Colombia

After the Colombian Congress adopted Law 985/2005, the national anti-trafficking strategy of Colombia was raised to the level of public policy. The national strategy was drafted in line with both Colombian Law 985/2005 and the Trafficking in Persons Protocol. UNODC hosted a three-day workshop for officials from 14 national agencies which produced a draft document articulating public policy and coordinating relevant authorities. The Integral National Anti-Trafficking Strategy, which resulted from this process, is based on five pillars:

- Prevention and training
- Criminal prosecution
- International cooperation
- Protection and assistance to victims and witnesses
- Information systems

Croatia

The Government of the Republic of Croatia has adopted the National Programme for Suppression of Trafficking in Persons 2005-2008 and the yearly Action Plan for Suppression of Trafficking in Persons. The Action Plan covers the key issues of:

- Legislative framework
- Identification of victim and prosecution of traffickers
- Assistance and protection
- Prevention
- Education
- International cooperation
- Coordination of activities

Mindful of the distinct issues relating to trafficking in children, the National Committee for the Suppression of Trafficking in Persons has also released the National Plan for the Suppression of Trafficking in Children, October 2005-December 2007. This plan follows the same pattern but reflects children's particular rights, including:

- The best interests of the child in planning and implementation
- Non-discrimination between children of all nationalities
- Active participation of the child
- Communication in the child's mother tongue
- Protection of the child's personal data
- Acceptance of the child's long-term interests
- Efficiency and urgency of decision-taking, to avoid additional suffering
- The child's right to information
- The child's right to protection

Both national plans are available at:
www.ljudskaprava-vladarh.hr/default.asp?ru=188

Denmark

In 2007, the Government of Denmark adopted a revised National Action Plan to Combat Trafficking in Human Beings 2007-2010. This plan replaces the former national action plan, which ran until 2006. It focuses on four key areas of intervention:

- Strengthening investigative measures
- Strengthening social services to support victims
- Limiting demand and increasing public awareness to prevent human trafficking
- Improving international cooperation to prevent human trafficking

The National Action Plan is available at:
http://ligeuk.itide.dk/files/PDF/Handel/Menneskehandel_4K.pdf

Finland

The Government of Finland, at its general session on 25 August 2005, approved the National Action Plan on Combating Human Trafficking. The plan was drafted in accordance with human rights principles. A central component is the rapid identification and assistance of victims, promoted through the education of authorities and civil society actors. The Plan also places strong emphasis on public awareness raising and on the prosecution of offenders.

The Plan of Action is available at:
<http://formin.finland.fi/public/default.aspx?nodeid=38595&contentlan=2&culture=en-US>

Greece

The "Actions against Trafficking in Human Beings" completed by the Special Committee in 2004 were based on coordinated efforts of ministries to conduct a range of actions including:

- Monitoring human trafficking
- Victim identification and protection

- Establishing and operating shelters
- Medical and psychological support
- Legal and administrative assistance
- Repatriation
- Rehabilitation
- Education, vocational training and employment integration for victims
- Police training and education
- Education of prosecutors and the judiciary
- Public awareness-raising

The updated anti-trafficking programme of Greece and the 2006 progress report are available at:

www.greekembassy.org/Embassy/content/en/Article.aspx?office=1&folder=904&article=19612

Indonesia

The Indonesian National Plan of Action for the Elimination of Trafficking in Women and Children was enacted in 2002. Its overall objectives are:

- To guarantee improvement and advancement in efforts to protect the victims of trafficking in persons, especially women and children
- To formulate preventive as well as punitive measures in the campaign to prevent and combat trafficking in persons, especially trafficking involving women and children
- To encourage development and/or improvement of the laws dealing with trafficking in persons activities, especially activities that involve women and children

In order to meet these objectives, the plan has the following five main elements, each containing a list of activities to be conducted by the Government at the national, provincial, district and local levels:

- Legislation and law enforcement: establishing legal norms and empowering law enforcement to take effective action against traffickers
- Prevention of all forms of human trafficking
- Protection and assistance for victims: providing rehabilitation and social reintegration for victims of trafficking
- Participation of women and children (empowerment)
- Building cooperation and coordination (national, provincial, local, regional and international; bilateral and multilateral)

See Ruth Rosenberg, ed., *Trafficking of Women and Children in Indonesia* (Jakarta, International Catholic Migration Commission and American Center for International Labor Solidarity) at:

www.icmc.net/pdf/traffreport_en.pdf

Israel

In 2007, the State of Israel elaborated two national action plans against trafficking. One, dated August 2007, is entitled “National Plan regarding the Battle against Trafficking in Persons for the Purpose of Prostitution”. The other, dated April 2007, is entitled “National Plan regarding the Battle against Slavery and Trafficking in Persons for the Purposes of Slavery or Forced Labour”. The former (and more elaborated of the two) is based on recommendations of a subcommittee appointed by the Committee of Directors General regarding the Battle against Trafficking in Persons. This plan is commendable for addressing both cross-border and internal trafficking, and for its prioritization of specific goals. Its five highest priorities are strengthening of the border with Egypt, awareness-raising with regard to criminal activities, the creation of a victim identification toolkit, promotion of safe return of victims to their country of origin and provision of adequate medical treatment to victims with legal status in Israel.

Kosovo

The drafting of the Kosovo Action Plan to Combat Trafficking in Human Beings took place in a post-conflict and transitional climate giving rise to particular challenges, ranging from socio-economic problems to war trauma and weakened infrastructure and mechanisms to fight cross-border crime.

The process of drafting the Action Plan was highly cooperative. It was undertaken at the initiative of the Advisory Office of Good Governance, Human Rights, Equal Opportunities and Gender Issues and was led collaboratively with the Office of the Prime Minister. Representatives of the Provisional Institutions of Self-Government, the United Nations Interim Administration Mission in Kosovo (UNMIK) Department of Justice and the UNMIK police, and local and international representatives of the judiciary in Kosovo participated in the drafting process, which was also supported by other UNMIK agencies, international organizations and non-governmental organizations. The drafting process was carried out in several phases of consultation and finalized in April 2005. The main principles on which the Action Plan is based are:

- Government ownership
- Civil society participation
- Human-rights-based treatment of victims
- Interdisciplinary cooperation at the ministerial and local levels and between Governments, international organizations and non-governmental organizations
- Evaluation and sustainability

The framework offered by the plan centres on the strategic objectives of prevention, protection and prosecution. An organizational chart for implementation is provided.

The Action Plan is available at:

www.unmikonline.org/civpol/gender/doc/Kosovo_trafficking.pdf

Combating Human Trafficking in Kosovo: Strategy and Commitment (United Nations Interim Administration Mission in Kosovo)

UNMIK has a “zero tolerance” policy on trafficking in persons. In its May 2004 Strategy and Commitment document, it evinces a multidimensional coordinated approach that includes stakeholders such as the police, the justice sector, health and social services departments, United Nations agencies, other organizations such as IOM and non-governmental organizations. The key elements of the UNMIK approach to fighting trafficking in persons are:

1. Prioritizing human trafficking in the overall fight against organized crime
2. “Zero tolerance” enforcement against traffickers and pimps
3. A strong human rights framework to protect and assist victims
4. Strict enforcement against UNMIK staff violating the UNMIK Code of Conduct
5. A regional approach to address the project within the framework of international cooperation
6. Sustainability through local involvement in a multidimensional approach

The Strategy and Commitment document is available at:
www.unmikonline.org/justice/index_pillar1.htm

Moldova

The National Action Plan to Prevent and Combat Trafficking in Human Beings was approved by Government Decision No. 903 of 25 August 2005 and published in Official Monitor No. 119-122/987 of 9 September 2005. The OSCE report *Trafficking in Human Beings in Moldova—Normative Acts* contains the National Action Plan. Visit www.osce.org/documents/mm/2006/06/19678_en.pdf

Myanmar

In March 2007, the Government of Myanmar, with the assistance of UNIAP, convened a national workshop of Government agencies, law enforcement officials, United Nations agencies, international and national non-governmental organizations and other anti-trafficking stakeholders to review the country’s draft national plan of action. The proposed national plan of action (2007-2011), drafted in accordance with the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) Subregional Plan of Action, requires Myanmar:

1. To implement effectively prevention, prosecution, protection and rehabilitation activities;
2. To strengthen activities among relevant ministries, organizations, national and international non-governmental organizations and the private sector;
3. To strengthen cooperation with regional and international agencies in combating transnational trafficking.

In response to these requirements, the proposed national plan of action contains five substantive areas: policy and cooperation; prevention; prosecution; protection; and capacity-

building. The highly collaborative approach to the drafting of the national plan of action hopefully signifies that a similarly collaborative approach will be taken towards its implementation.

Further information about this process is available at:

<http://uniap.law.pku.edu.cn/article/Details.asp?NewsId=864&Classid=-9&ClassName=>

Netherlands

The Government of the Netherlands has adopted an Action Plan to Combat Human Trafficking.

Norway

The Government of Norway issued the action plan for the period 2006-2009, to stop trafficking in persons, both nationally and internationally. The plan contains 37 measures aimed at facilitating coordinated, coherent efforts to stop trafficking and assist and protect victims. The measures include extending the reflection period so that presumed victims may be granted a temporary work permit for up to six months, expanding the free legal counsel scheme and increasing the provision of free legal aid for victims of trafficking, providing assistance to ensure safe repatriation and resettlement for victims who wish to return to their country of origin. The plan of action is available at:

www.regjeringen.no/en/dep/jd/Documents-and-publications/Reports/Plans/2007/Stop-Human-Trafficking.html?id=458215

Thailand

The Government of Thailand has adopted a plan of action to prevent trafficking, protect and reintegrate victims and prosecute traffickers. The national policy calls for a total elimination of the involvement of children in commercial sex activities. The use of violence, threats, intimidation and exploitation in the sex industry is to be prohibited and all persons who take part in the prostitution of children should be punished. The policy also calls for the punishment of officials negligent in, or choosing to ignore, their duty to enforce compliance with relevant policies, law, rules and regulations. The comprehensive plan includes prevention measures, victim protection measures, measures for the repatriation and reintegration of victims, as well as measures for the criminalization and prosecution of offenders involved in human trafficking for the purpose of exploitative sex.

A summary of the plan can be consulted at:

http://humantrafficking.org/action_plans/14

The full version is available (in Thai) at:

www.no-trafficking.org/content/National_Plan/national_plan_thailand.htm

United Kingdom

In the United Kingdom Action Plan on Tackling Human Trafficking, the Home Office of the United Kingdom aims to balance protecting and assisting victims with law enforcement work that seeks to prevent the commission of crimes. The March 2007 Action Plan is available at: www.homeoffice.gov.uk/documents/human-traffick-action-plan?version=1

Viet Nam

In July 2004, the Government of Viet Nam adopted a national action plan to prevent and combat trafficking in women and children for the period 2004-2010. The plan has several important dimensions:

- Advocacy and education in the community on the prevention of trafficking in women and children
- Action against traffickers of women and children, including law enforcement
- Support for women and children from other countries who are victims of traffickers
- Border control
- Strengthening of the legal framework

The action plan is available at:

http://no-trafficking.org/content/web/40national_plan/vietnam/vietnam_national_action_plan_english.doc