



# Conference of the Parties to the United Nations Convention against Transnational Organized Crime

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Conference of the Parties to the United Nations  
Convention against Transnational Organized Crime  
Fourth session  
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## Background Paper for the Round Table of Technical Assistance Providers

### Note prepared by the Secretariat<sup>1</sup>

1. At its second session, in its decision 2/6, the Conference of the Parties to the United Nations Convention against Transnational Organized Crime established an open-ended interim working group on technical assistance, to advise and assist the Conference in the implementation of its mandate on technical assistance. The working group met during the third session of the Conference and formulated recommendations that the Conference endorsed in its decision 3/4. Pursuant to that decision, the working group held, prior to the fourth session of the Conference, a second meeting, in Vienna from 3 to 5 October 2007. It formulated further recommendations for consideration by the Conference at its fourth session.

2. The Working Group requested the Secretariat to organize, during the fourth session of the Conference, a round table for the technical assistance providers represented at the session to facilitate the exchange of information on technical assistance being provided and the promotion of, and closer coordination in, the delivery of such assistance; and to report to the Conference on the outcome of the discussion of the round table.

3. The Working Group further recommended that the Conference, at its fourth session, give thorough consideration to the issue of coordination and ways to obtain a global picture of the technical assistance provided and to the outcome of, best practices in and lessons learned from that assistance, including through the relevant reports of the Secretariat.

4. The Working Group also welcomed the role of the Secretariat in gathering all the relevant information on technical assistance service providers and reporting to the

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<sup>1</sup> This conference room paper has not been edited. It is hereby submitted to the Conference of the Parties to the United Nations Convention against Transnational Organized Crime pursuant to Conference decision 3/4.



Conference, although concern was expressed about the inability of the Secretariat – owing to the lack of replies and information – to submit a report, pursuant to Conference decision 3/4, on the outcome of its consultation process with relevant departments or agencies of the United Nations, other international organizations, regional organizations and financial institutions such as the World Bank and other multilateral development banks. At same time, the responsibility of States and organizations to provide such information was underscored.

5. This paper attaches the inputs received to date from technical assistance providers on activities being undertaken in support of the United Nations Convention against Transnational Organized Crime and its protocols.

## Japan

1. The United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI) which is jointly managed by the Government of Japan (the Ministry of Justice) and the United Nations, conducted a training course from 22 August to 7 October 2006, entitled "Challenges in the Investigation, Prosecution and Trial of Transnational Organized Crime" with the participation of 20 criminal justice officials from 12 countries: Afghanistan, Brazil, China, Indonesia, Myanmar, Namibia, Pakistan, Panama, Thailand, Tunisia, Yemen and Japan. UNAFEI also conducted another training course from 2 September to 12 October 2007, entitled "Corporate Crime and the Criminal Liability of Corporate Entities" with the participation of 19 criminal justice officials from 12 countries: Botswana, Brazil, Indonesia, Malawi, Mexico, Niger, Panama, Philippines, South Africa, Sri Lanka, Thailand and Japan. The matter of international cooperation in the investigation, prosecution and trial were also discussed in both training courses.

2. The Japanese National Police Agency (NPA) has sent experts on anti-drugs and the crime laboratory investigation to Indonesia since 2001 with a view to assisting the reform of the Indonesian National Police. The NPA has also provided the anti-drugs project for Thailand since 2002, aimed at improving the ability of drug analysis in Thailand and neighboring countries including Cambodia, Laos, Myanmar, and Vietnam, and has sent experts there for technical assistance since 2006. Furthermore, the NPA has sent experts and provided other projects on forensic investigation for the Philippines, and is planning to provide new projects regarding countermeasures against firearms starting from this autumn in order to achieve comprehensive assistance for the capacity building of countermeasures against crime in the Philippines by connecting the projects with the other existing components. The NPA has also held seminars such as the "Asia-Pacific Operational Drug Enforcement Conference" with the participation from police officials from developing countries.

**The Norwegian Ministry of Foreign Affairs'**

**measures to combat**

**HUMAN TRAFFICKING**

**under**

**the Government's Plan of Action**

**Report on efforts carried out 2007**

**Section for Global Initiatives and Gender Equality,  
Department for UN, Peace and Humanitarian Affairs**

**5 February 2008**

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## 1. INTRODUCTION

Human trafficking, which is also referred to as “slavery in our time”, is both a ruthless form of exploitation of poverty-induced vulnerability and a serious form of profit-motivated crime that threatens the most fundamental principles of human dignity. Human trafficking entails exploitation of others, for example through prostitution, forced labour or trade in human organs, based on violence, threats, abuse of a vulnerable situation or other reprehensible behaviour. It includes exploitation of men women and children, but women and girls are particularly vulnerable. It is difficult to measure the scope of the problem, but the OSCE estimates that at least 500 000 people a year are sold into prostitution in Europe. The ILO estimates that around 2.4 million people worldwide are in forced labour. A great deal of criminal exploitation takes place in Western countries, where there is a strong demand for sexual services and cheap labour, and immigration is restricted. The UN estimates that the profit from human trafficking worldwide amounts to around NOK 40 billion and that approximately four million women and children become victims each year.

In Norway, human trafficking is illegal under Norway’s human rights legislation and under Section 224 of the General Civil Penal Code. We are also committed to fighting human trafficking under international instruments such as the Palermo Trafficking Protocol<sup>1</sup> and Council of Europe Convention on Action against Trafficking in Human Beings.<sup>2</sup> With a view to achieving the goal of combating all forms of human trafficking, nationally and internationally, the Government has launched plans of action for the periods 2003–2005, 2005–2008 and 2006–2009. The most recent of these, which is called *Stop human trafficking*, sets out a total of 37 measures to limit recruitment, ensure appropriate follow-up for victims, expose and prosecute human traffickers, improve knowledge about human trafficking, and strengthen the international framework and cooperation. The responsibility for following up these measures has been delegated to six ministries: the Ministry of Justice and the Police, the Ministry of Foreign Affairs, the Ministry of Labour and Social Inclusion, the Ministry of Health and Care Services, the Ministry of Children and Equality and the Ministry of Defence. The Ministry of Foreign Affairs is responsible alone or together with other ministries for 16 of the measures. An inter-ministerial working group chaired by the Ministry of Justice and the Police has been established to coordinate efforts and monitor progress.

This report gives an account of the Ministry of Foreign Affairs’ follow-up of the Government’s Plan of Action, and will form part of the inter-ministerial working group’s overall report on Norway’s efforts to combat human trafficking. This report focuses on the work carried out in 2007, but it also refers to efforts dating back as far as 2000, as many activities extend over several years. This applies in particular to the summary and the appended list of projects and statistical information.

The report has been drawn up by the Section for Global Initiatives and Gender Equality in the Ministry of Foreign Affairs, which is responsible for coordinating Norway’s international efforts to combat human trafficking. Input has been received from relevant embassies, various specialist sections in the Ministry, and Norad (the Norwegian Agency for Development Cooperation). The efforts described are generally grouped geographically under each measure. However it should be pointed out that certain projects encompass several measures. The report was launched by State Secretary Raymond Johansen on 5 February 2008 at a status meeting in the Ministry of Foreign Affairs.

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<sup>1</sup> The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the Convention against Transnational Organised Crime, which was adopted on 15 November 2000

<sup>2</sup> CETS no 197, which was adopted on 16 May 2005

## 2. SUMMARY

### 2.1 The form of and channels for the Ministry's efforts

The Ministry's efforts to combat human trafficking mainly takes the form of project support to NGOs and their partners in countries of origin. However, the Ministry's efforts also include assistance to international organisations and the UN either in the form of general support for their activities, including combating human trafficking, or as direct contributions to individual projects. We also attach great importance to raising the issue of human trafficking in political talks and human rights dialogues. Most of the Ministry's financial support is channelled through the regional sections, but some projects receive funding directly from Norwegian embassies in the countries in question, and some are funded by Norad.

### 2.2 Scope and distribution of project support

Under the Government's first plan of action (2003–2005), NOK 90 million was allocated (not earmarked) in the Ministry's budget for efforts to combat human trafficking. The allocation of an additional NOK 90 million was announced in connection with the launch of the current plan of action.

A list of more than 193 projects and project plans aimed at the fight against human trafficking that have been approved for funding via the Ministry's budget for the period 2000–2010 is appended to this report. Estimates based on this list indicate that project funding of around NOK 200 million was awarded from 2003 to the end of 2007. In addition, funding of nearly NOK 60 million was awarded to projects in the same period to projects where the fight against human trafficking was just a subsidiary objective. For the period 2007–2009, direct project support amounting to around NOK 27 million is already planned. In terms of funding, the Ministry has already met its obligation of a total of NOK 180 million, with a good margin. A total of NOK 68 million will be directed to projects where the fight against human trafficking is a subsidiary objective, while the total assistance provided via the Ministry's budget to projects aimed directly at the fight against human trafficking amounts to NOK 252 million for the 2000–2010 period.

The 193 projects and project plans approved for funding in the 2000–2010 period are covered by some 138 agreements.<sup>3</sup> Three-quarters of these (115) are of one year's duration, while 23 run over several (two or more) years. The one-year agreements are mainly administered from Norway, primarily by the West Balkans Section (77), 15 are administered by the Section for Human Rights and Democracy, and 14 by the Section for Global Security and the CIS Countries. The embassies and Norad's Civil Society Department have provided support for a small number of large multi-year projects.

Well over half the agreements receive annual funding of NOK 1 million or less, 18 of the 193 projects that have been approved for funding receive NOK 100 000 or less. Europe is by far the region that receives most funding (52% of the total),<sup>4</sup> and Bosnia and Herzegovina is the country that receives most funding (14% of the total i.e. approximately NOK 32 million). Other major recipient countries are Albania and Macedonia. Asia receives around 27% (NOK 59 million), and Africa 22% (NOK 48 million) of the total project funds.

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<sup>3</sup> An agreement is drawn up for a project involving the same partner in the same country, with funding approved by the same embassy or section in the Ministry, with the same project name running for one or more years.

<sup>4</sup> Total amount paid or allocated for the 2000–2010 period.

The largest individual channel for Norwegian funding is the International Organization for Migration (IOM), which receives a total of NOK 89 million. Altogether around NOK 79 million has been allocated to UN organisations, around NOK 40 million of which to UNICEF for efforts to fight human trafficking. Around NOK 47 million has been allocated to Norwegian NGOs, the most important of which is Save the Children Norway, which will receive NOK 18 million.<sup>5</sup>

It should be noted that the geographical distribution of support for projects aimed at fighting human trafficking via the Ministry's budget in 2007 shows a clear switch in focus from the West Balkans to Asia and Africa. Funding for projects in the Balkans was almost halved from 2006 to 2007. This was partly due to a reduction in the number of victims who requested assistance, and an assumed reduction in the criminal activities that underpin human trafficking as a result of the intense fight against such activities over the last ten years.

### **2.3 Evaluation**

The effectiveness of efforts to fight human trafficking has been widely debated in international forums and is a matter of concern for all involved. Internal evaluations of the Ministry's project assistance are carried out regularly on the basis of the reports submitted by the organisations that have received funding. Some projects have been subject to control by external experts, and in certain cases, Ministry or embassy officials have inspected projects in person. However, as yet there has been no overall review and evaluation of these efforts. The Ministry has therefore requested Norad to provide expert assistance for a review of the overall effort outside Norway to fight human trafficking with particular emphasis on results, lessons learned and relevance to other projects, in 2008. This will include a study of international human trafficking trends, evaluation of project documentation, and in-depth studies of selected projects.

## **3. MEASURE 1: STRENGTHEN AND CONTINUE EFFORTS TO REDUCE RECRUITMENT IN COUNTRIES OF ORIGIN**

### *Africa*

#### **Southern Africa**

The Embassy in Pretoria will be providing funding for the IOM's Southern Africa Counter-Trafficking Assistance Programme (SACTAP) for the period 2006–2009. This programme is a continuation of the programme launched in 2002. It was evaluated in 2005/2006; it was considered to be relevant, and it was recommended that it be continued. IOM's implementation of the programme was found to be effective and well-targeted. The objective of the programme is to establish institutionalised and sustainable measures to combat human trafficking and protect victims in southern Africa. Activities have been set up in South Africa, Angola, Botswana, the Democratic Republic of Congo, Zambia, Mozambique and Zimbabwe. In this region, people are trafficked across national borders as well as within individual countries, and to and from other parts of the world.

In 2007, measures to disseminate information to and raise awareness among both the general public and specific target groups were implemented through media coverage, poster

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<sup>5</sup> The list does not indicate whether the agreement is with Save the Children Norway or its sister organisation in the country in question. The same applies to agreements with Care.

campaigns, distribution of information material, and courses, seminars and other educational activities. These efforts were linked to high-profile public campaigns in South Africa to raise awareness of and combat violence against women and children. Training and capacity-building measures have been targeted at politicians and legislative authorities, the police and prosecuting authority, social workers and employees in private organisations. Assistance to victims has been provided in the form of helplines, shelters, medical and psychosocial counselling and the option of assisted voluntary return.

## *Asia*

### **Bangladesh**

The Embassy in Dhaka is supporting a three-year counter-human-trafficking project under the IOM. The project aims to reduce the number of victims through raising awareness about human trafficking and improving the living conditions for vulnerable people, and to reintegrate victims through various training programmes. Courses will also be arranged for the police and prosecuting authority with a view to strengthening their efforts to combat human trafficking.

Although the project is coordinated by IOM, it is being implemented at local level in cooperation with NGOs and Bangladeshi authorities. It is hoped that the authorities and public bodies will take on greater responsibility for the project activities and continue them themselves. Support for this project will continue in 2008.

### **Vietnam and Laos**

In 2007, the Embassy in Hanoi entered into a strategic partnership with Norwegian Church Aid (NCA) on gender equality, where combating human trafficking is a subsidiary objective. A three-year project on strengthening vulnerable migrants and their families to combat exploitation and trafficking has been initiated, which seeks to ensure safe migration, mainly between Vietnam and Laos, and reintegrate migrants and trafficking victims who return to Vietnam, through an integrated approach. The project aims to prevent human trafficking through providing information, improving living conditions, and various activities targeted at woman migrants, particularly in the service sector in Laos, and to assist women who return to Vietnam to rebuild their lives. Until now, the human trafficking programmes in Vietnam have mainly concentrated on the northern and southern regions. NCA has carried out a survey on both sides of the Laos–Vietnam border, which shows that there are large numbers of people who migrate due to poverty and unemployment who later fall victim to exploitation and human trafficking. NCA is cooperating closely with central Vietnamese organisations such as the Vietnam Women’s Union, and has a close dialogue with both local and central authorities and various UN organisations.

## *Europe*

### **Albania**

Renewed support for a cooperation project involving the authorities and civil society in Albania and Greece has been channelled through the international federation Terre des Hommes. Its main objective is to combat trafficking in Albanian children. Project activities include protection of children through social work, legal aid, assisted return, reintegration into homes and schools, and vocational training.

NCA has been given renewed support for running the Vatra Centre, a shelter that provides medical and psychological follow-up of human trafficking victims, work training and assistance with reintegration into the local community. NCA has also received support for its

efforts under the auspices of a local organisation in northern Albania. The objective is to reduce the incidence of human trafficking and domestic violence in certain local communities. Measures include information efforts and awareness raising campaigns targeted at parents, children, young people (both boys and girls) and women through activities in upper secondary schools, clinics, women's groups in Shkodra and families in rural areas. Measures have also been implemented to reintegrate women and children who have been victims of human trafficking.

Support has also been given to the Institute of Gender Applied Policies for its project on increasing the effectiveness of witness protection in connection with human trafficking cases and for a programme to prevent recruitment of young women in rural areas.

### **Bosnia and Herzegovina**

Caritas has received support for a programme to combat human trafficking through capacity-building in local organisations, awareness-raising efforts and the development of NGO networks.

From 2002 to 2007, UNICEF received support for the implementation of a broad programme that includes efforts to prevent violence against women and children, including human trafficking. The programme has helped to ensure better access to and quality of services. It was concluded in 2007.

Human trafficking is still a problem in Bosnia and Herzegovina, which is a country of origin, transit and destination. The Ministry is considering continuing the funding it has been providing since 2006 for efforts to combat trafficking in women and children and for resettlement assistance for foreign and Bosnian victims via one or several Bosnian NGOs. This will be discussed with the state coordinator for the fight against human trafficking and other donors to this sector, in line with the current initiative to increase national ownership and donor coordination of these efforts.

### **Croatia**

Funding for a project run by Care was continued in 2007. This project has similar objectives to the Care project described below under Serbia. Capacity-building efforts have focused on the PETRA network – a resource centre for efforts to fight human trafficking. During the course of the three years the project has been running, four mobile teams have been established to cover four regions where members of the network are cooperating with the authorities to prevent recruitment among groups at risk. A 24-hour helpline has been set up and a film has been produced to provide information about Croatia's role as a transit country for human trafficking from the Balkans to Western Europe.

A Red Cross project aiming to build capacity and competence in local Red Cross societies with regard to providing assistance to victims and carrying out preventive efforts was concluded in 2007. Through the project, cooperation has been established between several actors, including the authorities.

### **Macedonia**

Norway has continued to support IOM's *Preventing Irregular Migration and Human Trafficking in Roma Communities through Vocational Training and Skills Development of Vulnerable Categories* project. Support has also been provided for a new IOM project to combat human trafficking and irregular migration in two poor municipalities. This offers unemployed women aged 18–35 opportunities to earn a living through training schemes and microcredit.

## **Moldova**

The Embassy in Bucharest provided support for the NGO Artemida's awareness-raising campaign, assistance to victims and operation of a shelter, which forms part of a larger project supported by USAID and UNDP.

## **Montenegro**

The Ministry's support for Care's project on competence- and capacity-building in local authorities and NGOs has been extended by a year.

## **Russia**

It is suspected that in several cases of human trafficking in 2007, Russia is a transit country. These involve a number of people of Indian origin with Norway and Sweden as their destination. The Embassy in Moscow is involved in efforts to strengthen the check-in routines for relevant airlines. The issue has also been raised with the Russian authorities with a view to establishing advance gate control as needed. The Norwegian liaison officer attends meetings in Moscow to exchange human trafficking information. Exchange of information, including on human trafficking, also takes place between the police and the visa sections at the Embassy and the Consulates General in Murmansk and St Petersburg. The liaison officer in Murmansk attended a conference on human trafficking in Tromsø in 2007. There are plans to hold a mini-seminar on human trafficking in Murmansk in 2008.

## **Serbia**

The Ministry continued its support for the final phase of a Care project on increasing the capacity of local NGOs to take part in the fight against human trafficking, mobilising local communities, network-building, providing educational activities for young people, and strengthening competence in the local administration. Important results have been achieved so far, for example a centre providing assistance to victims has been established, and peer networks have been set up in five cities. Local NGOs have played an important part in promoting the development of a national strategy for combating human trafficking in Serbia. Support for the Red Cross' project was also continued in 2007. This had the objective of reducing vulnerability of potential and actual victims of human trafficking through peer education, awareness-raising measures and the training of health personnel.

## **Western Balkans region**

A programme run by Save the Children Norway receives funding for competence-building, network-building between local organisations, awareness-raising campaigns to secure better legal protection of children who are victims of human trafficking, and projects to help trafficked children.

The ARIADNE network against trafficking in human beings received a small allocation to arrange a seminar to examine how the network can be further developed. A best practice manual is being produced, and the network's website is being further developed.

A Care project on gender-based violence and human trafficking was extended in 2007. This project focuses on boys' and young men's awareness and self-understanding in relation to masculinity and violence, women and gender equality. Cooperation and coordination is also being established between Bosnia and Herzegovina, Croatia, Serbia and Montenegro on gender-based violence, and measures are being developed at local community level.

## *Global efforts*

Norad has supported the cooperation between Fokus (Forum for Women and Development) and the Coalition Against Trafficking of Women (CATW) – an international network of more than 300 NGOs with a regional presence in Asia, Africa, Australia, Europe and North and South America – with a view to reducing trafficking in women. This cooperation was established several years ago, and the Women’s Front, Norway – one of Fokus’ affiliated organisations – is a partner.

CATW has played a key role in efforts to win recognition of prostitution as a form of violence against women and one of the worst forms of gender discrimination. It has run campaigns targeted at the European Parliament, the US and the UN system. CATW has also campaigned against sexual exploitation in India and against the legalisation of prostitution in New Zealand. It is actively engaged in monitoring the Palermo Protocol. Fokus has contributed to CATW’s general work and to its efforts in the Philippines, Mexico and Mali.

In the Philippines, CATW has worked with young men, as they are potential buyers of sex, and Six Young Men’s Camps have been held to increase their awareness of gender roles and male sexuality, and of the damage caused to women by the purchase of sex. The participants have been followed up, and many of them have continued to pass on positive attitudes and information to other young men.

CATW is involved in preventive efforts in three districts of Mexico City in the form of training programmes for teachers, videos, and comic strips for children.

In Mali, CATW has documented sexual exploitation of domestic workers in Bamako, and it has disseminated information through courses for journalists, tourist guides, social workers, security forces, lawyers and women who migrate from rural areas.

In addition, Fokus has supported measures for Nigerian victims of trafficking in Italy and for women in Georgia with funds raised through a TV appeal in Norway. It has also given support to the Football Association of Norway for its *Buying Sex is not a Sport* campaign.

CATW’s efforts were evaluated in July 2007.

Norad has allocated funds to NCA’s counter-trafficking efforts in Malawi, Laos, Vietnam, Nepal and Bangladesh. Together with partners in Brazil, NCA is also seeking to coordinate efforts in the country and is assisting the authorities in connection with the National Plan to Combat Human Trafficking.

#### **4. MEASURE 2: ENSURE THAT PERSONNEL ON INTERNATIONAL OPERATIONS HELP TO COMBAT HUMAN TRAFFICKING**

##### **NATO**

NATO’s *Policy on Combating Trafficking in Human Beings* was adopted following an initiative by Norway and the US. NATO’s review of the practical aspects of the implementation of this policy, which Norway refers to as “the anti-trafficking roadmap”, was adopted at a meeting of the Euro-Atlantic Partnership Council on 10 January 2007. The roadmap includes anti-trafficking courses, including in NATO’s partner countries. Norway has provided support for this work. Norway’s delegation to NATO is following up the commitments under the Afghan Cooperation Programme to support the Afghan authorities’ efforts to combat human trafficking. The importance of combating human trafficking has also been highlighted in the six-monthly reviews of the ISAF operation. In the middle of 2007,

NATO appointed a senior coordinator to follow up the roadmap. The senior coordinator's first report, which will present the follow-up and status of anti-trafficking efforts in NATO operations among other things, can be expected in the first half of 2008.

## **UN**

The UN has a zero-tolerance policy towards sexual exploitation and abuse, including human trafficking, on the part of UN personnel in international operations. Norway's permanent mission to the UN in New York and a representative of the Norwegian Police Directorate have taken active part in an international working group that has drawn up *The United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel*. In December 2007, a resolution on providing an assistance programme for victims of sexual exploitation and abuse by UN employees or related personell was proposed. The resolution was adopted unanimously. The strategy includes providing medical and psychological assistance in shelters, legal advice and more long-term assistance to victims and to children who are born as a result of exploitation or abuse by UN personnel. A new post, Victim Support Facilitator, is to be established. The assistance is to be provided by NGOs.

## **5. MEASURE 11: ENSURE SAFE REPATRIATION AND RESETTLEMENT IN THE COUNTRY OF ORIGIN**

### *Africa*

#### **Malawi**

The Ministry of Foreign Affairs supports a Norwegian Church Aid (NCA) project involving cooperation with three local church-based organisations. The purpose of the project is to prevent trafficking in women and children through a proactive, rights-based approach, with focus on providing information, coordinating intervention measures, providing support for victims, and building up knowledge about the extent and nature of this problem. The main cooperation partners are Malawian church-based organisations, but close cooperation has also been initiated with the authorities and other relevant organisations. The cooperation agreement with NCA is of three years' duration, commencing in 2007. The project is part of a Swedish–Norwegian cooperation effort.

#### **Mozambique**

The Embassy in Maputo is supporting a Save the Children UK project in Mozambique to increase awareness among children and parents in border areas of the dangers of human trafficking through the production and distribution of printed material in various local languages. The project also has a research component, which is examining the underlying causes of human trafficking. According to schedule, the project will be concluded in 2008.

The Embassy has also entered into a strategic partnership with Save the Children Norway Mozambique on preventing violence, sexual abuse, prostitution and trafficking in girls and young women. The overall objective is to reduce the number of women and children subject to human trafficking to, from and within Mozambique, and to combat human trafficking for sexual and other forms of abuse in Mozambique and in the region as a whole. A study of the particular characteristics of human trafficking within and out of the country will be initiated with a view to supporting, coordinating and strengthening civil society efforts to combat this problem. The programme will also map measures to prevent trafficking and to provide assistance for victims, including assistance with repatriation. Save the Children Norway will provide training for local anti-trafficking organisations, help to ensure that Mozambique's

planned anti-trafficking law is in line with international conventions and that civil society has the opportunity to take part in its development.

Another objective is to create a close regional network together with Save the Children in Swaziland, South Africa, Malawi, Zambia and Zimbabwe, and their local partners. The network is intended to coordinate efforts to influence decision-making authorities, and to develop a local platform for combating human trafficking at regional level and a system for the repatriation of victims.

### **Nigeria**

The Embassy in Abuja is supporting the IOM programme *Direct Assistance, Protection and Monitoring of Trafficked Women Repatriated from Norway to Edo State, Nigeria*. The programme started in 2007 and will continue until the end of August 2008. No one has yet been repatriated from Norway to Edo under the programme, but IOM has used the funding it has received on training and information efforts to improve the situation for returning victims. In 2008, the Embassy will consider whether to provide further support for this programme or to support other programmes in Nigeria.

### *Asia*

#### **Kyrgyzstan**

The Ministry has supported an IOM anti-trafficking project in Central Asia, which includes activities in all the Central Asian countries. The activities in Kyrgyzstan have included establishing a resettlement centre in Osh for children who are victims of human trafficking. Funding has also been provided for running this centre, as well as for a shelter for adult victims, a helpline, information efforts and cooperation with the authorities. The Embassy evaluated the project in May 2007, and found the IOM to be carrying out very sound work with a genuine engagement in the fight against human trafficking. Cooperation between IOM and the authorities was found to be excellent, as IOM and the authorities both confirmed. The authorities have provided premises free of charge for the helpline and for the shelters. IOM has also been able to broadcast information campaigns free of charge on the state television channel during peak viewing hours. Monthly reports from the helpline are used in the formation of the Government's policy. The Norwegian delegation visited the resettlement centre for children and found it to be in good condition, with a doctor, psychologist and personnel with good child-care qualifications. Some of the children were clearly affected by previous neglect, but the children seemed to be thriving at the centre. The delegation also visited the shelter for adult victims in Osh, which seemed to be well run. It was recommended that the support for IOM's work in this field should be continued.

#### **Nepal**

The Embassy in Kathmandu has entered into a framework agreement with Save the Children Norway that includes components organised by local partners on preventing human trafficking and providing information to girls and local communities. Support is also provided via the allocation for women's rights for the programme *Decentralized Action for Women and Children* (DACAW), which is seeking to strengthen community action regarding the situation of women and children. One of its focus areas is protection of children's and women's rights regarding violence, exploitation, abuse and discrimination. Paralegal committees have been set up to look into the kidnapping and trafficking of girls, among other issues.

#### **South East Asia**

Through the Embassy in Bangkok, Norway supports a UN regional programme, the *Coordinated Mekong Ministerial Initiative against Trafficking* (COMMIT), which includes anti-trafficking efforts by the IOM's mission in Cambodia. These include efforts to combat trafficking in children.

### *Europe*

#### **Turkey**

Norway has supported an IOM project in Ankara to provide safe repatriation primarily for victims in Turkey and neighbouring countries.

#### **West Balkans**

Several of the projects the Ministry supports in the West Balkans include safe repatriation and resettlement components, including the projects organised by the Vatra Centre and Terre des Hommes in Albania (described under measure 1). In addition, support has been provided for accommodation facilities and a reintegration project for young victims of violence and human trafficking through NCA in Pristina. This was discontinued in 2007. The most recent development in the Balkans is that fewer victims are being sent abroad, but more are being sold and exploited in their own country.

### *Global efforts*

Through IOM Oslo, the Ministry has helped to provide an opportunity for trafficking victims in Norway to return to their country of origin. This has not been utilised to the extent hoped, and only two victims returned in 2007.

IOM has implemented a number of activities targeted at human trafficking and is cooperating with government institutions, and voluntary and international organisations. Since 1994, more than 15 000 direct victims of human trafficking have received assistance from IOM. During this period, IOM has also carried out around 500 anti-trafficking projects in 85 countries. IOM has taken on the role of spokesman for victims of human trafficking. The organisation runs information campaigns in countries of origin and recipient countries that are targeted at both the authorities and individuals. In 2000, IOM developed the Counter Trafficking Module, a database containing global human trafficking data that is one of the largest of its kind. IOM also produces the publication *Global Eye on Human Trafficking*, which can be downloaded from the organisation's website: [www.iom.int](http://www.iom.int)

## **6. MEASURE 16: STRENGTHEN NORWAY'S INTERNATIONAL EFFORTS TO COMBAT TRAFFICKING IN CHILDREN**

### *Europe*

#### **Albania**

In 2007, support was provided for UNICEF's *Not for Sale* project, which cooperates with Albanian authorities and local NGOs in several fields to prevent trafficking in children. We have signed a multi-year agreement on support for this project.

#### **Bosnia and Herzegovina**

In 2007, Norway provided support for Save the Children Norway's children's rights programme, part of which seeks to combat trafficking in children in cooperation with the Bosnian organisations Future in Modrica and Child Rights Centre in Konjic. Norwegian

support for these efforts started in 2003. During the final phase of the programme, the local partners will organise concrete activities such as information campaigns, education projects, awareness-raising initiatives and other activities that can reduce the number of children who become victim to abuse and exploitation. The target groups are children, parents, and local public institutions such as schools, social centres, the police and the legal system.

### *Global efforts*

Norway has raised the situation of children who are victims of human trafficking in several international forums, including the high-level meeting that was held five years after the United Nations Special Session on Children in 2007. The pioneering *UN Study on Violence against Children*, which was published in the autumn of 2006, presents a complex picture of various forms of violence against children as a global phenomenon, and also examines human trafficking. Norway has played an active part in the global efforts in connection with the first follow-up phase and has supported the appointment of a Special Representative to the UN Secretary-General on violence against children. The Special Representative's mandate, which was adopted at the UN General Assembly in December 2007, is to ensure continued focus on this issue and promote a concerted effort on the part of the UN system and other actors, including civil society. This work will continue to be a priority in 2008.

Norway has advocated that UNICEF's new child-protection strategy, which will be adopted during the course of 2008, addresses new challenges in relation to protecting children against violence and exploitation, and implements the main recommendations of the UN study. Norway is also working actively in governing bodies of other relevant organisations and in the UN Human Rights Council to promote follow up of the study's specific recommendations. The situation of children who are victims of human trafficking was discussed at a conference in New York and at the meeting of the Crime Commission in Vienna in 2007. Combatting trafficking in children has also been a focus area for the OSCE. A Supplementary Human Dimension Implementation Meeting on Combating Sexual Exploitation of Children was held by the OSCE in Vienna in October 2007. It was attended by representatives of the Norwegian Ministry of Justice and the Permanent Delegation of Norway to the OSCE. At the meeting of the OSCE Ministerial Council in Madrid in November 2007, decisions were adopted on the sexual exploitation of children on the internet and on combating trafficking in human beings for labour exploitation.

## **7. MEASURE 23: STRENGTHEN BILATERAL AND MULTILATERAL COOPERATION BETWEEN POLICE FORCES**

### *Asia*

#### **South East and East Asia**

In the autumn of 2007, the Bangkok regional office of the UN Office on Drugs and Crime (UNODC) took active part in planning activities under the UN Global Initiative to Fight Human Trafficking (UN.GIFT) in the region. These included organising a regional workshop on criminal justice response to trafficking in persons. Cooperation with Europol is being developed in connection with UNODC's preparation of a capacity-building programme for the justice sector. This will also boost cooperation and exchange of information on human trafficking between Europol and police forces in Europe and the justice and police sector in Asia. The Embassy in Bangkok has participated in the preliminary discussions on this initiative.

## *Europe*

### **Bulgaria**

In connection with International Women's Day (8 March) in 2007, the Embassy in Sofia held a trilateral seminar on human trafficking in cooperation with IOM Sofia and the Swedish Embassy. It was attended by representatives of NGOs, government institutions and the police from all three countries. The seminar focused on the recruitment of Bulgarian women and children to the Nordic sex market and looked into what joint measures should be implemented. It provided the starting point for closer cooperation between the Bulgarian and Norwegian police, which led to a Bulgarian prostitution network in Oslo being uncovered in May 2007. The case is currently being investigated in both countries.

Following Bulgaria's accession to the EU (and thus the EEA) in 2007, Norway will provide support for the country's economic and social integration into the EU. In 2008, the Embassy will seek to ensure that some of these funds are allocated to anti-trafficking projects. One of the first aims is to implement a training programme for Bulgarian police detectives on investigation techniques in human trafficking cases. This will be a cooperation project between the Police Directorate in Oslo and the Bulgarian Ministry of Interior in Sofia. Efforts will also be made to ensure that parts of the NGO funds provided through EEA Financial Mechanisms can be used for projects run by organisations that provide assistance and protection to trafficking victims.

Bulgarian women make up the second largest group of foreign prostitutes in Norway. Investigations into concrete cases show that several of them have been brought to Norway by professional criminals. Bilateral anti-trafficking cooperation between Norway and Bulgaria under the framework of the bilateral police agreement will therefore continue to be a priority area in 2008. The Embassy's police liaison officer is playing an active role in the investigation of bilateral cases.

### **Croatia**

Norway is supporting a regional IOM programme to develop a network between the prosecuting authorities in the various West Balkan countries and to strengthen regional coordination and cooperation.

## **8. MEASURE 30: STRENGTHEN COOPERATION BETWEEN AUTHORITIES AND NON-GOVERNMENTAL ORGANISATIONS**

### **Mozambique**

The Southern Africa Regional Network against Trafficking and Abuse of Children (SANTAC) is a regional NGO that enjoys the patronage of Graça Machel and Archbishop Desmond Tutu. SANTAC plays a prominent advocacy role vis-à-vis the authorities. The Embassy in Maputo is supporting SANTAC's efforts to raise awareness about human trafficking in Mozambique and its preparations for the EU/SADC conference on human trafficking that is to be held in Maputo in May 2008.

### **Estonia**

The Embassy in Tallinn is in close contact with the Estonian authorities, Estonian NGOs that work in this field, and Norwegian NGOs that have visited Estonia.

### **General efforts**

Strengthening cooperation between the authorities and organisations is also an integrated part of most projects under other measures.

## 9. MEASURE 31: IMPROVE KNOWLEDGE AND UNDERSTANDING OF HUMAN TRAFFICKING

### *Europe*

#### **Bulgaria**

Staff from the Embassy in Sofia have given lectures at several conferences and seminars on human trafficking that have been arranged by the authorities, NGOs and other embassies. Norway's experiences as a recipient country and the Government's Plan of Action have been presented. The Nordic–Baltic cooperation on human trafficking has been promoted as a good model for regional cooperation.

#### **Latvia**

The Embassy in Riga has taken part in a seminar on human trafficking arranged by the Council of the Baltic Sea States.

#### **Lithuania**

The Embassy in Vilnius took part in several conferences on human trafficking in 2007, including a conference arranged by the Lithuanian authorities in cooperation with the OSCE, the European Women's Lobby and Lithuanian NGOs.

#### **Macedonia**

The Embassy in Skopje supported a cooperation project between the Youth Council of Ohrid and the women's organisation Ezerka in Struga entitled *Trafficking in human beings – Information, Education, Prevention*. The objective of the project was to provide government and non-government organisations with information on human trafficking, for example through seminars that have been attended by students, social workers, and representatives of local government, various ministries, the border police and the media.

The municipalities Struga and Ohrid have borders with Albania, which entails a serious risk of trafficking in children and young people. Information campaigns directed at young people and the border police are therefore particularly important in this region. The Embassy also provided support for the Union of Women's Organisations of Macedonia project *Educational workshops for prevention from the illegal trafficking in human beings*, which is seeking to raise awareness about human trafficking among vulnerable young women in rural areas and in Skopje. Nearly 200 young people took part in these workshops.

## 10. MEASURE 32: STRENGTHEN RESEARCH AND STUDIES ON HUMAN TRAFFICKING

### *Asia*

#### **Vietnam**

The Norwegian research foundation FAFO has carried out a desk study on human trafficking in Vietnam. It was commissioned by the Ministry of Foreign Affairs in connection with Norway's human rights dialogue with the country, where trafficking is one of the themes. The study was presented and discussed at the dialogue meeting in Oslo in January 2007. In this

connection, the Vietnamese delegation visited the ROSA (Re-establishment, Organizing Safe Places to Stay, Security, Assistance) project and a shelter. The Norwegian Government's current *Plan of Action to Combat Human Trafficking* was also presented to the delegation. Human trafficking and human rights were one of the themes of the visit by representatives of the Norwegian Ministry of Justice and the Police and the Police Directorate to Vietnam in November 2007. Police cooperation may be developed between Norway and the Vietnamese Ministry of Public Security in connection with the human rights dialogue in 2008.

#### *Africa*

##### **Nigeria**

FAFO has been commissioned by the Norwegian Ministry of Justice and the Police to carry out a study on Nigerian prostitutes in Norway, including victims of human trafficking, and their views on returning to Nigeria.

#### *Europe*

##### **Macedonia**

A local NGO has been given funding for a study on internal human trafficking. Its report was published in 2007, and shows that human trafficking within the country has increased.

##### **West Balkans**

The Ministry of Foreign Affairs funded a study carried out by FAFO entitled *Leaving the past behind*, which examined why so many victims of human trafficking turn down the assistance offered, and what their real needs are. The research was carried out in Albania, Serbia and Moldova, and the report was presented at the OSCE's conference on human trafficking in Vienna in September. The study was also used at a peer review meeting in Copenhagen that was arranged by the EU.

Norway has provided funding via Save the Children Norway for a study into the factors that prevent children in vulnerable situations from becoming victims of human trafficking. The results of the study will form the basis for Save the Children Norway's continued work on preventing trafficking in children. The study was published in July and was presented at the OSCE conference in Vienna in September 2007.

The ARIADNE network arranged, with support from Norway, for a report to be produced on the human trafficking situation in the various countries in the region. The report, which was published in March 2007, focuses on identifying areas that have not been given priority in the individual countries.

## **11. MEASURE 33: HELP TRANSIT COUNTRIES AND COUNTRIES OF ORIGIN TO IMPLEMENT INTERNATIONAL AGREEMENTS THROUGH POLITICAL FOCUS, PROJECT ACTIVITIES AND THE TRANSFER OF EXPERTISE**

#### *Africa*

##### **Kenya**

Since 2006, the Embassy in Nairobi has been supporting phase two of the IOM *Countering Human Trafficking in Kenya through Capacity Building, Awareness-raising and Assistance to Victims* project. Its aims are:

1. to support efforts to build technical capacity on human trafficking within the Kenyan authorities;
2. to raise awareness about human trafficking through national and more targeted campaigns;
3. to help to establish a shelter for victims of human trafficking and provide them with direct assistance;
4. to advocate national legislation on human trafficking; and
5. to arrange network meetings between different parties in these efforts.

The Embassy plans to continue to support this project in 2008, on the condition that the political conflict in the country does not impede these efforts. The Embassy takes part in quarterly network meetings and keeps up-to-date on progress. The Embassy has also had informal meetings with the IOM. Its overall impression is that the IOM has largely met its targets so far. There has been a great demand for courses, assistance with coordination and competence-building for the authorities. Campaigns have been organised, articles and brochures written, and drama performed. Norway has given priority to the development of national legislation on human trafficking.

## *Asia*

### **Japan**

A representative of the Embassy in Tokyo will give a lecture at the conference organised by Tokai University in Tokyo in March 2008 entitled “Human Trafficking as a Challenge to Human Security: How to tackle modern slavery”. The lecture will be entitled *The Challenges of Destination States – their Needs and Prospects for Multilateral Frameworks*.

### **The Mekong region**

Norway is one of the major contributors to the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT), a broad programme of cooperation between Cambodia, China (Yunnan province) Laos, Myanmar, Thailand and Vietnam. The UN and other international organisations are providing technical support, and efforts are being coordinated by the UN Inter-Agency Project on Human Trafficking (UNIAP), which has appointed a Norwegian to work in the field. Priority is given to country ownership of the programme. The fifth Inter-Ministerial Meeting of COMMIT was held in Beijing in December 2007, when the plan of action for the next three years was agreed on.

A number of capacity-building measures have been implemented under the programme at both regional and local level. The countries involved have drawn up national action plans for combating human trafficking, improved the routines for identifying and reintegrating victims, and strengthened the investigation of human trafficking cases both in the individual countries and in bilateral cooperation with other Mekong region countries. Special investigation units for human trafficking cases have been established. The Embassy in Bangkok will also give priority to following up the COMMIT programme in 2008. A new agreement with COMMIT and UNIAP is planned, but the amount of funding will be reduced somewhat.

### **Vietnam**

Human trafficking is also one of the priority areas under the “One UN programme”, which was launched in 2007. The programme, which receives funding from Norway, is a component in the “One UN” reform, for which Vietnam is a pilot country. This replaces the various local UN programmes developed by different UN organisations, and is designed to ensure closer cooperation and coordination between these organisations.

## *Europe*

### **Bulgaria**

The Embassy in Sofia is working closely with the Swedish, Dutch, British and US embassies and the IOM on policy issues with a view to encouraging the Bulgarian authorities to implement appropriate measures to combat human trafficking. The engagement of embassies in these issues has been found to have a positive effect on the authorities' efforts in this field.

### **Croatia**

The Ministry is supporting an IOM project in Croatia that focuses on training diplomatic personnel at embassies and consulates through awareness-raising efforts and courses. Information materials have been developed, and the participants have been on a study trip to Norway, where they attended meetings in the Ministry of Foreign Affairs and the Police Directorate.

### **Macedonia**

A competence-building project for the justice and home affairs sector in Macedonia is being implemented by the IOM with Norwegian support. Competence-building in this sector is given high priority by the EU. The project includes training in international and European standards.

### **Turkey**

Together with the Swedish International Development Cooperation Agency (Sida), Norway is supporting an IOM project to draw up a strategy for combating human trafficking in Turkey, with focus on building up local capacity in the areas where victims enter the country and the areas where they end up. The security of the victims and the capacity of the law enforcement agencies to address the problem are to be strengthened. Anti-trafficking action plans are to be developed and implemented in the areas of northeastern Turkey where most victims enter the country. The project will also increase awareness of the problem and ensure that the strategy is sustainable. Arrangements will be made for the voluntary return of victims, an emergency telephone line will be established, and studies will be carried out to map the problem and draw up statistics.

### **West Balkans**

Several of the projects supported by Norway are implemented in partnership with various local and central authorities, and several include transfer-of-competence components. Some of the projects also have the subsidiary objectives of ensuring that developing national strategies and action plans are developed on the basis of international rules, and that the legal framework is developed in the countries in this region.

The International Centre for Migration Policy Development's (ICMPD's) project has been extended. The project is seeking to build capacity within the relevant authorities in the West Balkan countries in terms of systematic collection and processing of data on human trafficking. The purpose of the project is to establish criteria for a common data collection system for the region, develop a database for each country, produce a manual in each of the languages in the region, and develop a training course. *The Handbook on Anti-Trafficking Data Collection in South-Eastern Europe: Developing Regional Criteria* was published in 2007.

### **The Council of Europe**

The Council of Europe Convention on Action against Trafficking in Human Beings, which entered into force of 1 February 2008, was ratified by Norway on 21 December 2007. The

Convention, which will come into effect for Norway on 1 May 2008, sets out measures to give real protection to victims of trafficking and safeguard their human rights. The establishment of the group of experts on action against trafficking in human beings (GRETA), which will monitor the implementation of the Convention by the parties, is a particularly important step forward. Norway wishes to be represented in this monitoring mechanism and thereby help to ensure that it is effective.

Norway's Mission to the Council of Europe recommended that Norway should provide support for the establishment of the Trafficking Information Management System (TIMS), which will be an important tool for GRETA. More funding is still needed, however, for example for making TIMS available to the public.

### **The EEA Financial Mechanisms**

Through the EEA Financial Mechanisms, Norway is helping to even out social and economic disparities, improve the environment and strengthen civil society in the new EU member states by providing funding for projects in a number of different sectors. The mechanisms also give Norway a unique opportunity to strengthen its ties with the new EU member states through network-building and various forms of project cooperation. One of the priority sectors in the Norwegian Financial Mechanism is to support projects within the Schengen and the justice and home affairs areas, including anti-trafficking efforts. Through these mechanisms, grants are provided to the ten new EU member states. Human trafficking is also a priority area in our bilateral cooperation with Bulgaria. No human trafficking projects were implemented in 2007, but we are aware that projects are currently being developed and that applications for funding for these will be submitted in 2008.

### **OSCE**

The OSCE assists its member states, which include countries of origin, transit and recipient countries, in the fight against human trafficking. In 2007, Norway provided support for the work of the OSCE Special Representative on Combating Trafficking in Human Beings, Eva Biaudet, and the tasks she gave priority to. Norway has emphasised the need to look more closely into forced labour as well as human trafficking for sexual exploitation in the OSCE countries. Norway has periodically provided support for individual anti-trafficking projects through the Office for Democratic Institutions and Human Rights (ODIHR).

The sixth Alliance against Trafficking in Persons Conference, "National Monitoring and Report Mechanisms to Address THB: the Role of National Rapporteurs" was held in Vienna on 21 May 2007. Norway was represented by officials from the Ministry of Justice and the Police.

The seventh Alliance conference, "We Can Do Better", was held in Vienna on 10 and 11 September 2007. This conference took a victim-centred approach in analysing the assistance packages offered to trafficked persons. Norway was represented by officials from the Ministry of Foreign Affairs, the Ministry of Justice and the Police, the Police Directorate and the Norwegian Delegation to the OSCE. The Ministry of Foreign Affairs and the Norwegian Delegation to the OSCE also took part in the OSCE's Human Dimension Implementation Meeting in Warsaw from 24 September to 5 October 2007, which focused on forced labour.

Norway contributed to consensus being reached by the OSCE member states on the Decision on Combating Trafficking in Human Beings for Labour Exploitation at the OSCE Ministerial Council in Madrid in November 2007. The decision focuses on the need for identification of and assistance to victims. Finland has announced that it will make efforts to combat human

trafficking a priority during its chairmanship period in 2008, focusing particularly on identifying and assisting victims, including through the provision of legal assistance.

### *Latin America*

#### **Guatemala**

Norad has provided support for Norwegian Church Aid's cooperation with the Bishops' Conference of Guatemala on lobby activities in connection with the national policy on migrants' human rights and efforts to increase awareness of this issue in Guatemalan society.

### *Global efforts*

#### **UNODC**

The United Nations Office on Drugs and Crime (UNODC) in Vienna is responsible for follow-up of the UN Convention against Transnational Organized Crime (UNTOC) and its Palermo Protocol against human trafficking. UNODC's Anti-Human-Trafficking Unit (AHTU) assists countries with ratification and implementation of the Protocol. Norway has supported UNODC's activities in recent years, and some of these funds are used for anti-trafficking measures. The AHTU decides itself how the funding is to be used.

The Global Initiative to Fight Human Trafficking (UN.GIFT) has provided considerable input for the AHTU. UN.GIFT's main focus is to increase knowledge and awareness of human trafficking through such efforts as the Vienna Forum to Fight Human Trafficking, which will be held in February 2008 and will be attended by 1000 participants from various authorities and NGOs. The AHTU is preparing the *UN Human Trafficking Report*, which ranks countries according to implementation. It has developed the Toolkit to Combat Trafficking in Persons, which is intended for use by judges, police officers, political decision makers and other relevant persons. A training manual has also been drawn up for witness protection, investigation and prosecution in connection with trafficking cases. Model legislation has also been developed.

Technical assistance (with a view to strengthening legislation) has been provided in Afghanistan, Armenia, Azerbaijan, Bolivia, Brazil, Cote d'Ivoire, Gambia, Kenya, Mauritius, Slovakia and Uganda, and efforts to build capacity in the judiciary, police and NGOs are being implemented in countries such as Botswana, India, Laos, Lebanon, Moldova, Thailand and Vietnam. Various regional events have been arranged in these countries as well as in South Africa, India, Turkey, Lithuania and Egypt. These have helped to direct attention to the Vienna Forum. UNODC is taking part in the Inter-Agency Cooperation Group against Trafficking in Persons (ICAT) together with other relevant UN organisations. The AHTU also cooperates closely with the OSCE. In the autumn of 2008, there will be a meeting of the states parties to the UNTOC, at which the Palermo Protocol will be discussed.

The AHTU's work, under the leadership of Kristiina Kangaspunta, seems to be winning recognition from UN member countries. It is making systematic progress and trains a constant spotlight on the implementation of the Protocol. International focus on human trafficking has increased considerably. UN.GIFT also seems to have helped UN organisations to work more closely together and coordinate their efforts with a view to achieving the best possible results. This cooperation is a positive example of UN cooperation and may influence future developments. The head of UNODC, Antonio Maria Costa, will visit Norway at the end of February. His visit will include taking part in an open meeting where human trafficking will be on the agenda.

## 12. MEASURE 34: SUPPORT THE EFFORTS OF THE ILO TO COMBAT HUMAN TRAFFICKING AND FORCED LABOUR

### General support to the ILO

Norway has a programme agreement with the ILO for the period 2006–2007. Some of the funding from Norway is for the ILO's efforts to combat child labour, some is for promoting dialogue between the social partners, and the rest is distributed more or less equally between efforts to promote women's empowerment and gender equality, to combat discrimination, and to promote more coherent international cooperation on social and sustainable globalisation.

### Brazil

In 2007, Norway provided support for the ILO's *Combating forced labour in Brazil* project, which is based on the Organisation's *Declaration of Fundamental Principles and Rights of Work* of 1998. The project has been designed in cooperation with the authorities and seeks to provide alternative employment for people who have become slave workers on the large farms in the poor northeast region of the country. Workers are transported into the Amazon region to clear the forest for cattle ranches and cotton and soya production, which in itself is an environmental crime. There is no respect for their labour rights. They have to pay more for food and transport than they envisaged and become enslaved through debt. Moreover they live in isolated areas and any who try to escape are killed by the landowners. The ILO has entered into agreements with Brazilian and international companies on boycotting goods from farms that use bonded labour. Two hundred landowners have been put on trial, and the ILO is helping to improve legislation in this area.

### South East Asia

The Embassies in Bangkok and Jakarta are cooperating on the funding of the ILO's *Trafficking in Migrant Domestic Workers – Southern SE Asia* project, which includes measures to prevent trafficking from Indonesia to Malaysia, Singapore and Hong Kong. The Embassy in Bangkok is to reduce its administration of regional development assistance funds as of 2008, and it is planned that the project will be funded under a new agreement with the Embassy in Jakarta from 2008.

## 13. MEASURE 35: ENSURE THAT THE FIGHT AGAINST HUMAN TRAFFICKING IS A THEME IN THE HUMAN RIGHTS DIALOGUE AND POLITICAL DISCUSSIONS IN WHICH NORWAY IS ENGAGED IN SEVERAL COUNTRIES

### Asia

#### Indonesia

A meeting of the Human Rights Dialogue with Indonesia was held in Oslo in April 2007. The Indonesian delegation visited various institutions, and met representatives of the ROSA (*Re-establishment, Organizing Safe Places to Stay, Security, Assistance*) project, who gave a presentation on resettlement of victims of human trafficking. They also met representatives of the Police Directorate, who gave a briefing on Norway's anti-trafficking efforts.

#### Vietnam

The Human Rights Dialogue with Vietnam started in 2003, and issues relating to human trafficking have been on the agenda since 2005. The ratification of the Palermo Protocol,

women's empowerment, and the identification and reintegration of women who are victims of trafficking are key topics. Visits have also been made to various institutions that are fighting human trafficking in both Norway and Vietnam. The Norwegian research foundation FAFO has been commissioned by the Norwegian Ministry of Foreign Affairs to carry out a study of the fight against human trafficking in Vietnam (see measure 32). The Norwegian Government's Plan of Action was presented to the participants at the Dialogue meeting in January 2007. They were also given a briefing on the Council of Europe Convention on Action against Trafficking in Human Beings, and Norway's preparations for ratification. They visited the ROSA project, the Police Directorate's KOM project on coordinating anti-trafficking efforts and the Oslo Police trafficking investigation unit STOP. Norway and Vietnam agreed to establish police cooperation, and human trafficking was specified as a priority area in this context. The Vietnamese delegation also expressed an interest in cooperating on the reintegration of women who have been victims of human trafficking.

### *Global efforts*

#### **UN**

##### **The Human Rights Council**

Sigma Huda was appointed Special Rapporteur on Trafficking in Persons by the UN Commission on Human Rights in 2004, the predecessor to the Human Rights Council, under the Office of the High Commissioner on Human Rights (OHCHR). She has produced several reports on the fight against human trafficking. The first, *Integration of the Human Rights of Women and a Gender Perspective*, which was published in February was discussed in the Human Rights Council in 2006. In the autumn of 2006, Sigma Huda visited Norway for talks. In 2007, she produced a report that examines the links between forced marriage and human trafficking. Here she refers to a report by the Norwegian researchers Tove Smaadahl, Helene Hernes and Liv Langberg on foreign women married to Norwegian who sought refuge in shelters in 2001.<sup>6</sup> Sigma Huda will present a new report to the Human Rights Council in March 2008, which will be followed up with an interactive dialogue. The mandate of the Special Rapporteur on Trafficking in Persons is renewed on an annual basis, and Norway will seek to ensure that the mandate continues. The Special Rapporteur is also contacted by a number of individuals, and she has written about these in a separate report.

##### **The General Assembly**

During the 61<sup>st</sup> General Assembly in the autumn of 2006, the Third Committee discussed a draft resolution from Belarus entitled *Improving the coordination of efforts against trafficking in persons* (A/RES/61/180). The Philippines also put forward a draft resolution, which was entitled *Trafficking in women and girls* (A/RES/61/144), and was co-sponsored by Norway. Both draft resolutions were unanimously approved. The first resolution is expected to be discussed again at the 63<sup>rd</sup> General Assembly in 2008. No human trafficking resolutions were passed at the 62<sup>nd</sup> General Assembly in 2007, but the issue is mentioned in the annual resolution *Strengthening the United Nations Crime Prevention and Criminal Justice Programme, in particular its technical cooperation capacity*, which is put forward by Italy and which Norway usually co-sponsors, as it did in 2007.

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<sup>6</sup> *Drømmen om det gode liv: En rapport om utenlandske kvinner gift med norske menn som måtte søke tilflukt på krisesentrene i 2001*, Krisesentersekretariatet (the Women's Shelter), 2002.

**14. MEASURE 36: IN ACCORDANCE WITH THE GOVERNMENT'S EUROPE REPORT, NORWAY WILL SEEK TO ENGAGE IN CLOSE COOPERATION WITH THE EU AND EU MEMBER STATES BOTH WITHIN AND OUTSIDE THE FRAMEWORK OF SCHENGEN COOPERATION**

Under the Schengen Agreement, Norway cooperates closely with the EU and EU member states in the field of justice and home affairs. Cooperation on border control, the rules governing lawful residence in the Schengen area and security systems in connection with the issuing of visas are areas of the Schengen cooperation of particular relevance for the fight against human trafficking.

Norway also participates in Frontex, the EU agency that coordinates border security cooperation, and a national expert has been seconded from Norway since 1 October 2005. In 2007, Frontex will take on a stronger role in the operative cooperation between the member states, and this will be reflected in an increase in personnel and funding. The European Commission will carry out an evaluation of the agency's activities in accordance with the Hague Programme during the course of the year. Norway is providing both funds and personnel for the agency, and will therefore take part in this evaluation process.

The Visa Information System (VIS) is a vital tool for the EU/Schengen countries that establishes common procedures for exchange of visa information. It will contain photographs and fingerprints of all visa applicants, and will thus make it easier to assess whether the information in a visa is correct and whether the person holding the visa is the person who was originally granted the visa. The VIS will also contain information on the reference person, which will be useful in cases where there are suspicions of human trafficking. In conjunction with the amendment to section 25 of the Immigration Act, which provides that a visa application may be turned down if it is likely that the applicant will be (...) abused or grossly exploited. According to plan, the VIS will be in operation from the spring of 2009. Norway started a pilot project on the VIS in the autumn of 2007.

In addition to the Schengen cooperation, Norway also has formal ties with other important actors in the fight against human trafficking, such as Europol and Eurojust. Europol in particular has played an important role in uncovering human trafficking in Europe, and Norway now has two liaison officers in the organisation.

In the spring of 2007, the Mission of Norway to the EU had meetings with the European Commission on EU's anti-trafficking efforts, during which representatives of the Mission presented the Norwegian Government's Plan of Action. The Mission took part in preparations for the meeting in Oslo in May 2007 between Vice President of the European Commission with responsibility for justice, freedom and security, Franco Frattini and Norwegian Minister of Justice and the Police Knut Storberget. Both are concerned about human trafficking, and the issue was discussed extensively. Mr Frattini gave a briefing on the implementation of Directive 2004/81 on the issue of residence permits for victims of human trafficking who cooperate with the authorities. The key role played by the police cooperation under Europol in the fight against trafficking was also discussed. Norway takes part in Europol under a cooperation agreement. The importance of preventive efforts in the countries of origin was highlighted. There was also discussion of possible Norwegian participation in the EU's justice and home affairs programmes, which could include anti-trafficking projects. Norway took part in the EU's Anti-trafficking Day on 18 October, and has been invited to take part in the EU Experts Group on Trafficking in Human Beings.

**15. MEASURE 37: STRENGTHEN EFFORTS TO COMBAT TRADE IN HUMAN ORGANS**

**Mozambique**

The Embassy in Maputo has been providing general funding for several years for Liga dos Direitos Humanos (LDH), which is the largest human rights organisation in the country. The Embassy will enter into a new cooperation agreement with LDH during the course of 2008. Its activities include investigating and documenting trade in human organs. Human organs are used in witchcraft in parts of this region and there is reason to believe that children are particularly vulnerable. This is a highly sensitive issue in Mozambique, and it is difficult to raise both in the media and with the authorities. The Embassy is considering providing support in 2008 for a new project on raising awareness about the trade in human organs in particularly relevant groups, for example through a series of workshops.

## **US Department of Justice Overseas Technical Assistance**

### **For Fourth Session of the Conference of the Parties to the UN Convention against Transnational Organized Crime**

**Vienna, Austria, October 8-17, 2008**

#### ***Overview of DOJ Efforts***

- The Department of Justice works with foreign governments to help them with their efforts to develop professional and accountable legal and law enforcement institutions that protect human rights, combat corruption, and reduce the threat of transnational crime and terrorism through its International Criminal Investigative Training Assistance Program (ICITAP) and Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT). ICITAP and OPDAT currently have programs involving a combined total of 77 countries, with both ICITAP and OPDAT together in 29 of those countries.
- ICITAP and OPDAT partner not only with US domestic law enforcement agencies, but also with multi-lateral organizations such as the United Nations, Council of Europe, Organization of American States, Association of Southeast Asian Nations, international NGOs, as well as with regional organizations and other donor countries where appropriate.
- Through its international assistance efforts, the Department of Justice helps to build strong partners in the fight against transnational crimes, including terrorism, organized crime, corruption, money laundering and financial crimes, trafficking in narcotics, trafficking in humans, cyber crime and intellectual property crimes.

#### ***DOJ Principles of International Law Enforcement Development & Capacity Building***

- The US Department of Justice promotes international cooperation as essential for the prevention, investigation and prosecution of transnational crime, including organized crime and human trafficking.
- Whenever possible, DOJ assistance focuses on the comprehensive, sustainable development of the pillars of criminal justice systems: investigation, prosecution, courts, and corrections.
- Specifically, DOJ assists with legislative drafting, skills development and training for prosecutors, police, investigators, and judges as well as the reform of justice sector institutions.

#### ***DOJ's key strategies for fostering practical, sustainable institutional development.***

- Placing expert prosecutorial and police/investigator advisors in host countries for long and short term assignments to assist with capacity building and develop transnational partnerships.

- Focusing on the development of laws, policies and procedures consistent with the international standards articulated in the UNTOC and UNCAC.
- Developing legal infrastructures and operational tools that not only are effective but promote due process, the rule of law and regard for human rights.
- Developing the skills of police officers, investigators and prosecutors to enforce laws equitably and to better serve citizens and safeguard their rights.
- Ensuring that law enforcement, prosecution and courts are adequately structured, staffed and provided with sufficient technical and other resources to be fully effective.
- Developing partner country training capabilities for its own law enforcement officials through the “train the trainer” programs and training academy development.
- Developing a task force approach to crime fostering close cooperation among of prosecutors, police and investigators in the investigation and prosecution of complex crimes, including organized crime, trafficking in persons, money laundering, and corruption.
- Developing consistent law enforcement operating procedures and enhancing specialized investigative skills.
- Helping partner countries develop and improve forensic capabilities, including uniform standard operating procedures and quality assurance policies that will aid the international accreditation process.
- Integrating the principles of community policing to help create lasting positive relationships between police, citizens, nongovernmental organizations (NGOs), and civil society.

### ***Building Capacity to Effectively Implement the UN Convention against Transnational Organized Crime***

- A key component of DOJ’s International Organized Crime Strategy is the development of foreign counterparts to ensure that they are fully equipped with the specialized skills and knowledge required to effectively investigate and prosecute international organized criminals and to dismantle their organizations (from IOC strategy) in their own country and with other countries.
- DOJ also focuses on assisting countries that are working to enact and implement anti-money laundering and asset forfeiture regimes in line with international standards (i.e., FATF) to take the profit out of crime, thereby combating *kleptocracy* as well as the reach and growth of criminal groups.

- DOJ's overseas law enforcement development programs provide technical assistance and training in forensic and investigative techniques related to transnational organized crime, including task force development and implementation of special investigative techniques. We also focus on capacity building that supports anti-corruption measures that serve to facilitate organized crime by vitiating enforcement efforts.
- Effective programs against corruption and organized crime are essential to give investors the confidence to support economic development, which is critical for long term success.
- Using the prevention, protection and prosecution model, OPDAT assists with legislative drafting efforts in the TIP area to ensure compliance with the Palermo Protocol's victim-centered approach to this serious crime. DOJ also works with overseas law enforcement officials to help strengthen their capabilities to prevent transnational trafficking; protect victim witnesses and thereby encourage their participation in TIP investigations and prosecutions; and implement successful investigative tools and prosecutorial strategies.



Geneva, 26 September 2008

**United Nations Institute for Disarmament Research**  
**Assistance Provided to Countries**  
**Contribution to the Round Table for Technical Assistance Providers**  
**14 October 2008, Vienna**

UNIDIR has implemented a number of projects to provide assistance to Member States in the implementation of the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (UNPoA). This assistance provided could serve as a useful example for activities to promote and implement the Firearms Protocol.

**International Assistance for Implementing the UN Programme of Action on the Illicit Trade in Small Arms and Light Weapons**

In January 2006 UNIDIR launched a multi-phase research project on international assistance for implementing the UN Programme of Action on the Illicit Trade in Small Arms and Light Weapons (PoA).

The first phase of the project surveyed the types of assistance that states would like to receive to support implementation of the PoA and identified certain challenges related to submitting and receiving assistance requests. The research culminated in the publication of a global overview of international assistance allocated between 2001 and 2005. This report offers recommendations for both short- and long-term measures to improve the coordination of assistance requests. Over 130 UN Member States and regional and international organizations participated in the first phase of research and many more were reached through discussions and awareness-raising.

In response to the positive reception of Phase I and its findings, UNIDIR implemented Phase II of the project during 2006–2007. UNIDIR conducted a case study in East Africa to explore the challenges associated with the allocation, coordination and implementation of international assistance. The study also identified the sub-region's assistance priorities. Phase II also saw the early drafting of a mechanism matching needs to resources—a practical tool for states and practitioners to identify and communicate the types of national and international assistance necessary to implement the PoA.

Phase III of the project is now under way. UNIDIR is refining the structure and substance of the needs-to-resources mechanism. The activities entail finalizing a checklist to help states identify their priority requirements for implementing the PoA; testing the checklist and universal applicability of the needs-to-resources mechanism in a case study in the Pacific region; and finalizing the design of the mechanism. The case study in the Pacific will also explore the issue of small arms and light weapons in relation to development assistance.



## Combating Trafficking in Human Beings



Before being rescued by an Indian non-governmental organization affiliated with Free the Slaves, most of these children were forced to work on carpet or sari looms from morning to night. Some were bonded and some were born to bonded laborers who had received an "advance" against their birth. Initially fearful and withdrawn, the children have blossomed in the protected environment of this special school.

Kay Chernush for the U.S. State Department

### Anti-trafficking Strategies Program Highlights

**Trafficking in persons is a global phenomenon and one of the most prevalent crimes of the modern world. It takes annually a heavy toll of hundreds of thousands of victims and affects indiscriminately both stable democracies, countries in transition, and societies immersed in war. International organizations, governments, and non-governmental groups have recognized human trafficking as a contemporary form of slavery and – in certain circumstances – a crime against humanity.**

The list of possible anti-trafficking strategies that can come into play in the dynamics of rule of law promotion can be overwhelmingly long. They may consist of legislative reform, awareness raising, advocacy, capacity building, research and monitoring, impact litigation, or direct assistance to victims, and they may be either holistic or narrowly tailored to accomplish specific objectives or address selected target groups, such as general public, state authorities, victims, or perpetrators. The Rule of Law Initiative's approach to combating trafficking in persons involves advancing sustainable solutions through the strategic mobilization of awareness and capacity building among government entities and civil society. The projects are often undertaken in partnership with local NGOs as well as international organizations.

#### Legislative Reform

The Rule of Law Initiative strives to ensure that its host countries develop and implement comprehensive anti-trafficking laws that comply with applicable international standards and appropriately address the "3 Ps" approach to combating trafficking in persons, i.e. prevention, protection, and prosecution. To this aim, the Rule of Law Initiative assists local stakeholders with their legislative drafting efforts, including those that aspire to amend criminal codes. In addition, the Rule of Law Initiative publishes assessments of the relevant legislation and its effectiveness. In 2002 and 2003, the Rule of Law Initiative, working in conjunction with the U.S. Embassy and the U.S. Department of Justice's OPDAT Program, provided crucial technical assistance to a Duma-led working group that drafted new federal anti-trafficking legislation for **Russia**. Similarly, in 2001 the Rule of Law Initiative cooperated with OSCE and IOM to provide direct support to the **Moldovan** Parliament's legal committee tasked with developing anti-trafficking legislation. In 2006 the Rule of Law Initiative worked with **Ecuador's** legislature and the President's office to assess and update national anti-trafficking laws. In **Georgia** and **Armenia**, the Rule of Law Initiative analyzed the current criminal codes and criminal procedure codes with a focus on trafficking in persons offenses, and submitted its recommendations to both international organizations and the national governments. In addition, the Rule of Law Initiative drafted scholarly commentary on Georgia's anti-trafficking law adopted in February 2006.

## **Awareness Raising & Information Sharing**

The importance of awareness raising in the field of human trafficking cannot be underestimated. First, information campaigns generate public debate about the risks and consequences of trafficking in persons, and therefore play a crucial role in preventing the occurrence of the trafficking crime. Second, awareness raising provides potential victims with information indispensable to make educated decisions about migration and employment. Third, educating and sensitizing individuals who are likely to come in contact with victims or witnesses of trafficking, such as law enforcement officials, judges, social and health workers, as well as diplomatic and consular personnel, is essential to ensure that they properly identify and immediately respond to trafficking cases. Of equal importance is preventing further trauma to, and re-victimization of, trafficked persons as well as providing them with instant access to information relevant for the protection of their interests, including – but not limited to – their rights and responsibilities as well as appropriate support mechanisms.

Awareness raising is one of the key components of the Rule of Law Initiative's anti-trafficking efforts. The Rule of Law Initiative promotes widespread understanding of the human trafficking phenomenon and its complexity both among the general public and government officials.

- **Public Education**. The Rule of Law Initiative educates the public about human trafficking by developing public awareness materials targeting the most vulnerable sectors of the society and by disseminating information about human trafficking through radio and television interviews, and public service announcements. For instance, the Rule of Law Initiative, in conjunction with the OSCE, created public service announcements and an educational video – a mini-documentary about trafficking in persons – as a part of a larger public awareness program in **Armenia**. Media awareness was also one of the components of the Rule of Law Initiative's anti-trafficking strategy in **East Africa**. The campaign comprised of newspaper advertisements, TV talk shows, and radio spot messages. In addition, the Rule of Law Initiative worked with local musicians to develop a CD with a variety of anti-trafficking messages wrapped in popular music. The musicians were selected based on their appeal to young people as well as their ability to project trafficking issues into the public space. The Rule of Law Initiative's 2006 public awareness campaign in **Ecuador** included anti-trafficking billboards, posters at train and bus stations and airports, and sticker advertisements in taxi cabs. In its 2006 Trafficking in Persons Report, the U.S. Department of State cited the projects' communication campaign as an international best practice.
- **Training**. The Rule of Law Initiative strives to create a cadre of local legal professionals, social workers and government officials well-educated about the intricacies of human trafficking and applicable laws, and mindful of their ethical responsibilities toward trafficking victims. To this aim, the Rule of Law Initiative conveys numerous workshops and trainings targeting judges, law enforcement officials, and shelters' personnel. In **Georgia**, the Rule of Law Initiative conducted an intensive training for members of the Unit to Investigate Human Trafficking established in 2003 within the Ministry of Interior. The training placed emphasis on techniques of interviewing victims of trafficking. In 2006 the Rule of Law Initiative, in partnership with the U.S. Department of Justice, continued its law enforcement training with a focus on victim treatment and protection. Police officers and other government officials from across Georgia attended several roundtables and interactive sessions on victim identification, communication with individuals in crisis, and implementation of appropriate referrals. The most effective part of the training involved a role playing exercise in which one of the trainers acted as a trafficking victim and the participants were tasked with interviewing her, assessing her situation, and making appropriate referrals. Similarly, the Rule of Law Initiative, in cooperation with the IOM, conveyed training for law enforcement officials in **Russia**, which took a form of a roundtable with representatives of the civil society. In addition, in 2007 the Rule of Law Initiative trained Russian consular officers charged with issuing visas about characteristics of trafficking for the purposes of sexual exploitation. The pilot training was revised and repackaged as a stand alone module which can be implemented in any country. Lastly, the Rule of Law Initiative has developed a curriculum on human trafficking for Russian law students, which was tested in spring 2008 at the Far Eastern State University in Vladivostok. The curriculum package, which contains teaching methodologies, interactive teaching techniques, audio-visual aids, and evaluation materials, will be modified and marketed to other universities throughout the country.

Since its inception in 2006, the Rule of Law Initiative's program in **Nigeria** has been implementing a wide-ranging training program in cooperation with the Nigerian National Agency for the Prohibition of Traffic in Persons (NAPTIP), the Nigeria Police Force, the Nigeria Immigration Service, the National Judicial Institute, and local NGOs. Its first component focuses on counseling staff and rehabilitation officers representing all Nigerian shelters for victims of trafficking run by NAPTIP, and is intended to build their capacity to deliver adequate recovery assistance to trafficked individuals. The counseling skills workshops cover such topics as concepts, characteristics, manifestations, and identification of trauma in victims of human trafficking; interview techniques in counseling; counseling methods; and establishment of rapport with victims. The second component of the program, piloted in May 2007, targets judges and

prosecutors, and includes presentations on international legal standards pertaining to human trafficking, the transnational nature of the trafficking offence, main features of the Nigerian anti-trafficking legislation adopted in 2003, the management of trafficking cases (from arrest through prosecution and rehabilitation), and their adjudication (jurisdiction, procedure and sentencing issues). Within the third component, the Rule of Law Initiative facilitated a highly participatory “Train the Trainers” workshop for immigration officers drawn from five training institutions and the headquarters of the Nigeria Immigration Service’s training department. The workshop, conveyed in September 2007, formally launched the Anti-Trafficking-in-Person (TIP) Training Manual developed jointly by the Rule of Law Initiative and the Anti-Human Trafficking & Child Labor Unit of the Nigeria Immigration Service. The proceedings were reported both locally and nationally by the Nigerian National Television. Similarly, the Rule of Law Initiative assisted the Nigerian Police Force in the development of anti-trafficking curriculum materials for the police training schools. Another example of anti-trafficking awareness raising efforts comes from Tajikistan where in 2006 the Rule of Law Initiative organized seminars for practicing attorneys on such issues as the concept, elements, and root causes of human trafficking; the distinction between trafficking and migration; and the protection of victims. In addition, the participants analyzed applicable international laws as well as relevant sections of the Tajik Criminal Code and the 2006-2010 National Action Plan on Counteraction of Trafficking. Also in Ecuador the Rule of Law Initiative is involved in training judges, prosecutors, police officers, shelter personnel, and “911” operators, raising hopes that trafficked individuals will be able to make healthy recoveries from their traumatic experiences. In 2007 a task force composed of Ecuadorian Judicial Police, prosecutors, and a women’s shelter, all of whom had received training from the Rule of Law Initiative’s Project to Combat Trafficking in Persons in Ecuador, has worked to crack down on brothels fronting as hostels and dance clubs, resulting in the rescue of trafficking victims and shuttering of the offending establishments. The victims received treatment at a shelter whose care providers were also trained by the Rule of Law Initiative’s counter-trafficking project. Finally, legal education for judges, lawyers, police, and NGOs constituted an element of the Rule of Law Initiative’s regional anti-trafficking program in East Africa.

- **Conferences and Seminars.** In addition to targeted trainings and workshops the Rule of Law Initiative conveys and participates in seminars and conferences devoted to the issue of trafficking in persons. In 2004, the Rule of Law Initiative, in partnership with the Supreme Court of Ecuador and the National Council of the Judiciary, sponsored a conference titled *Trafficking in Persons in Ecuador: The Problem and Appropriate Responses*. The event generated discussions about strategies and specific actions that could be undertaken to strengthen Ecuador’s battle against trafficking in persons. The results of the event determined a blue print for the development of a national plan for the Rule of Law Initiative’s project in Ecuador. In 2005, the Rule of Law Initiative organized the first ever East African Regional Anti-Trafficking Conference. This historic event provided an excellent forum for jurists from Uganda, Kenya, Rwanda, Tanzania, and the United States to discuss challenges associated with combating human trafficking and recommendations for further development of anti-trafficking programs. In preparation for the conference the Rule of Law Initiative completed a comparative analysis of relevant laws in East Africa. In 2006 the Rule of Law Initiative, Amnesty International-USA and Vital Voices Global Partnership co-hosted a thought-provoking discussion of trafficking in persons in the Balkans, featuring a Montenegrin anti-trafficking activist Ljiljana Raicevic. The seminar emphasized the importance of providing meaningful protection for victims not only in destination countries but also in their home countries and safe third countries, and highlighted challenges involved in exposing corruption and the involvement of state officials with those who operate trafficking networks.
- **Study Visits.** The Rule of Law Initiative routinely hosts foreign study tours aimed at information sharing and exchange of expertise in the field of rule of law promotion. In August 2007, the Rule of Law Initiative hosted eight participants of the U.S. Department of State’s International Visitor Leadership Program, representing Georgia and Turkey, who visited the United States as a part of the sub-regional project “Combating Trafficking in Persons”. The purpose of their trip was to learn about the patterns of trafficking found in the U.S., the services offered to trafficking victims, and the role of the U.S. government and non-governmental organizations in combating human trafficking both domestically and abroad. Similar event took place in September 2007, when the Rule of Law Initiative invited a delegation of Kazakh prosecutors and government officials working on human trafficking issues in their home country. In addition, the Rule of Law Initiative brings anti-trafficking legal specialists to its host countries. For instance, in 2005 the Rule of Law Initiative facilitated the visit of an international expert to Bahrain. The expert provided a comparative overview of trafficking in persons to members of the local legal community.

## **Coordination & Cooperation**

- **Inter-agency Coordination.** Given the complexity of human trafficking, the most effective responses to the phenomenon are based on a coordinated, multilateral, well-planned, and highly professional approach. Therefore, the Rule of Law Initiative supports the creation of, and provides long-term support to, formal inter-agency working groups and other national bodies tasked with designing comprehensive anti-trafficking strategies and national action plans. Furthermore, the Rule of Law Initiative serves in a coordinating capacity for other in-country international organizations and NGOs working to fight trafficking. In 2001, the Rule of Law Initiative was instrumental in the creation of the formal anti-trafficking legislative working group within the **Bulgarian** Ministry of Justice. The Rule of Law provided research materials, draft laws, and analysis to the working group in support of its successful effort to draft anti-trafficking legislation which took effect in 2004. In **East Africa**, the Rule of Law Initiative assisted in the formation of national working groups composed of NGOs, criminal justice professionals, judges, magistrates, prosecutors, police, and immigration officials. The working groups are responsible for developing national counter-trafficking strategies, coordinating relevant activities of sub-grantees, and serving as a link between those who work on trafficking issues and NGOs in the HIV/AIDS sector. In 2006, the Rule of Law Initiative helped solidify a coalition against human trafficking in **Azerbaijan**. At a coalition building meeting conveyed by the Rule of Law Initiative, thirty two representatives of local NGOs developed a mission statement, discussed membership criteria, voted to name their partnership the *Information and Cooperation Network of NGOs against Human Trafficking*, identified the network's leadership structure and communication methods, and created a single action plan for all the network members. During a similar event held by the Rule of Law Initiative in 2001 in **Georgia**, selected government officials and representatives of international organizations discussed the establishment of an inter-agency governmental office to foster a coordinated government response to human trafficking. Lastly, in 2006 the Rule of Law Initiative, in partnership with the government of **Tajikistan** and international organizations, spearheaded the development of the National Action Plan to Combat Trafficking in Persons 2006-2010. Its official draft was discussed at a roundtable with representatives from the President's Office, parliament, ministries, the general prosecutor's office, law enforcement agencies, mass media, and national and international organizations. The event was conveyed by the Rule of Law Initiative and IOM.
- **International Cooperation.** Recognizing the transnational nature of the trafficking crime as well as procedural and logistical obstacles to prosecuting cases when evidence and witnesses are available in another state's jurisdiction, the Rule of Law Initiative vigorously promotes counter-trafficking cooperation on regional and international level. In 2007, the Rule of Law Initiative undertook an innovative program focused on increasing mutual assistance between **Ukraine** and its neighbors: **Poland, Russia, and Turkey** – the top three destination countries for Ukrainian victims of human trafficking. The program, called *Strengthening Capacities in Mutual Legal Assistance to Counter Human Trafficking in Ukraine*, will explore ways to create a better system for communicating assistance requests between Ukraine and its neighbors. The project will also evaluate Ukraine's participation in Interpol and identify opportunities to use the international law enforcement agency to fill gaps in cooperation. In 2001, the Rule of Law Initiative participated in the planning of a regional *Transnational Organized Crime and Trafficking Conference* conveyed by the U.S. Department of Justice's OPDAT Program in Moldova. The event provided a forum for **Moldovan, Romanian and Ukrainian** stakeholders to work on issues of regional cooperation and to develop networks, contacts, and resources indispensable to ensure an integrated and coordinated approach to combating trafficking in persons in Eastern Europe. Lastly, in 2006 the Rule of Law Initiative joined the OSCE Alliance Expert Coordination Team (AECT) which meets under the auspices of the Special Representative on Combating Trafficking in Human Beings to share expertise and counter-trafficking strategies implemented within the OSCE region. The Alliance is a consultative forum and consist of various OSCE entities, international organizations, and NGOs. For more information please visit the AECT website at: [www.osce.org/cthb/23860.html](http://www.osce.org/cthb/23860.html).

## **Victim Advocacy Programs**

Any successful anti-trafficking strategy must contemplate the situation of victims, address their rights and responsibilities, and ensure their protection. This involves a broad range of measures, such as 1) provision of adequate assistance to the victims; 2) protection from physical and psychological re-victimization; and 3) empowerment programs. While the Rule of Law Initiative rarely provides direct legal services, it employs a variety of other techniques aimed at victim protection and assistance.

- **Support for Governmental Victim Protection Programs.** The Rule of Law Initiative actively seeks to promote government support for victim programs and services. For example, the Rule of Law Initiative worked with the **Georgian** Inter-Agency Coordinating Council to develop and implement a **National Victim Referral and Assistance Mechanism** to guide and facilitate cooperation among state agencies and NGOs from the identification phase to repatriation and rehabilitation. The system, adopted by the Georgian government in 2006, offers protection and assistance to trafficking victims regardless of whether they assist law enforcement authorities. In 2006 and 2007, the

Rule of Law Initiative's anti-trafficking project in **Ecuador** helped create an inter-institutional Witness and Victims of Trafficking Protection Unit which operates as a task force bringing together the National Judicial Police, the Prosecutor's Office, DINAPEN (the division of Ecuadorian Police specializing in the protection of children), women's shelters, and relevant NGOs. In **Tajikistan**, the Rule of Law Initiative, working in cooperation with the Tajik Inter-Agency Commission on Trafficking, completed a review of draft regulations on Support Centers for Victims of Trafficking.

- **Confiscation Fund for Human Trafficking.** The Rule of Law Initiative recognizes that one of the key aspects of victim protection and assistance is the access of trafficked persons to civil compensation for physical and mental harm or material damages, including lost wages, resulting from trafficking. In February 2007, the Rule of Law Initiative began implementing the initial phase of a longer-term project to assist **Ukraine** in the development of a Confiscation Fund to benefit victims of human trafficking. The project, funded by the International Organization for Migration, the European Commission, and the Swedish International Development Agency (SIDA), aimed at creating the institutional and legislative framework necessary to support the Fund through identifying relevant international legal standards as well as comparable criminal forfeiture models currently in existence in other countries, and adapting them to the Ukrainian context. The research concluded with the adoption of recommendations on the improvement of Ukrainian legislation as well as the creation of the concept of the Fund for the Assistance to the Victims of Human Trafficking Related Crimes. A set of follow-up activities were implemented, including the presentation of a White Paper to the Interagency Coordination Council on Combating Trafficking in Human Beings as well as the preparation of a book on all the findings of the project.
- **Shelter Programs.** It is critical that real and practical options for the safety and security are made available to victims of trafficking. The Rule of Law Initiative advances this objective by rendering support to shelters for trafficked individuals. In 2006, the Rule of Law Initiative provided vital assistance to shelters in **Ecuador**, from their design, through training of personnel, to the procedural aspects of their operation, i.e. intake, admission, programs for victims, and rehabilitation. In addition, the Rule of Law Initiative helped meet the basic logistical needs (including food and personal toiletries) of the NAPTIP (Nigerian National Agency for the Prohibition of Traffic in Persons) shelter residents in Lagos, **Nigeria**.
- **Strategic Litigation.** Intermittently, the Rule of Law Initiative partners with local legal practitioners to carry out strategic litigation where specific anti-trafficking legislation is nonexistent or inadequate. In such cases, related laws are used to bring claims against traffickers. For example in **Kenya**, the Rule of Law Initiative and its local partner used the Kenyan Child Protection Act to bring a case on behalf of a domestic servant who was a victim of trafficking.
- **Vocational Training.** The final component of victim advocacy programs implemented by the Rule of Law initiative consists of providing assistance to vocational training programs for victims of trafficking, for example in **Nigeria**. Such programs help victims become economically self-sufficient, and therefore reduce their risk of being re-trafficked.

## **Research & Monitoring**

- **Human Trafficking Assessment Tool (HTAT).** Research and collection of country-specific information, including statistics, serve as a necessary foundation for the development of effective national and regional anti-trafficking strategies. With this in mind, the Rule of Law Initiative has developed a Human Trafficking Assessment Tool (HTAT) – a mechanism for assessing a country's *de jure* and *de facto* compliance with the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime. In addition to its primary function as an assessment tool, HTAT is designed to serve as a resource guide on the Trafficking Protocol, and – more broadly – on the problem of trafficking in persons around the world. Thus, in addition to providing helpful commentary on the Trafficking Protocol, the Assessment Tool lists measures that governments and NGOs have undertaken to address human trafficking phenomenon in their respective countries. Success stories and best practices highlighted by the Assessment Tool can be adapted and replicated around the globe. Finally, findings of the HTAT, once publicized, can provide a roadmap to improve compliance with the Trafficking Protocol and to combat trafficking more effectively. They may also be used to bring together government officials, NGOs, and other stakeholders to devise realistic solutions to current challenges and pave the way for improved collaborative efforts to address trafficking in persons. To date, the Rule of Law Initiative has employed the HTAT methodology to draft a pilot report for **Moldova**. The report was launched in 2005 at a two-day workshop in Washington, D.C. The recommendations formulated during the panel discussion were incorporated into the 2005-2007 Moldovan National Action Plan of Action to Combat Trafficking in Human Beings. Currently, the Assessment Tool is being implemented in **Mexico**.

- **Court Monitoring.** The Rule of Law Initiative is involved in devising and implementing trail monitoring programs that train local court monitors, place them in national courts to observe trafficking cases, and task them with gathering and analyzing systematic data on the functioning of the judicial system in relation to the prosecution of perpetrators and protection of trafficking victims. One of such was implemented by the Rule of Law Initiative in **Moldova**, in partnership with OSCE/ODIHR and local NGOs.

## New & Anticipated Projects

- **Nigeria.** The Rule of Law Initiative is expected to receive funding to provide additional support to its primary local partner, the Nigerian National Agency for the Prohibition of Traffic in Persons (NAPTIP). The Rule of Law Initiative will help NAPTIP increase its capacity to investigate cases of trafficking, in part through the installation of a database and a satellite connection linking NAPTIP's main office with its five regional offices. In addition, the Rule of Law Initiative has recently received a grant for a pilot program to train border police on combating trafficking in persons.
- **Cameroon.** The Rule of Law Initiative's Cameroon office, launched in 2008, will create a reference manual setting out a comprehensive strategy for prosecuting traffickers in Cameroon. The manual will detail the provisions and procedures of the 2005 child trafficking law, but significant emphasis will also be placed on alternative methods of prosecution. Those seeking to convict traffickers will have ready access to a portfolio of criminal offences, and standards of evidence, under which to convict traffickers. The manual will be widely distributed. In addition, the Rule of Law Initiative will conduct a series of trainings on trafficking in persons for police and immigration officers, prosecutors, and judges. Lastly, the Rule of Law Initiative will seek to establish better lines of communication between different stakeholders. The goal of this segment of the project is to ensure that each group of actors (NGOs, police, legal professionals) understands not only their own role in stopping trafficking but also the role of other actors. To this end, the Rule of Law Initiative will hold an anti-trafficking conference designed as a cross-discipline forum on techniques for combating trafficking. The Rule of Law Initiative will draw on this conference to organize a working group on trafficking which will incorporate input from NGOs, police, judges, and civil servants. The goal of this working group will be to create a roadmap for anti-trafficking efforts that takes account of the various ideas and reservations of key stakeholders. Thus, future reformers will be able to plan further anti-trafficking efforts in full cognizance of the political viability of their proposed efforts. To date, the Rule of Law Initiative has conducted extensive outreach to key stakeholders, including the representatives of the Ministry of Social Affairs, Ministry of Justice, the Cameroon Bar Association, and local NGOs.

## Publications

- **Human Trafficking Assessment Tool**
  - Introduction to the Human Trafficking Assessment Tool (2005)  
[http://www.abanet.org/rol/publications/assessment\\_tool\\_htat\\_manual\\_intro\\_2005.pdf](http://www.abanet.org/rol/publications/assessment_tool_htat_manual_intro_2005.pdf)
  - Human Trafficking Assessment Tool Report for Moldova (2005)  
[http://www.abanet.org/rol/publications/moldova\\_ht\\_assessment\\_2005\\_eng.pdf](http://www.abanet.org/rol/publications/moldova_ht_assessment_2005_eng.pdf) (English)  
[http://www.abanet.org/rol/publications/modoval\\_ht\\_assessment\\_2005\\_rom.pdf](http://www.abanet.org/rol/publications/modoval_ht_assessment_2005_rom.pdf) (Romanian)
- **Tool-kit to Combat Trafficking in Persons in Ecuador**  
The tool-kit, developed by the Rule of Law Initiative's Project to Combat Trafficking in Persons in Ecuador, was called by the Organization of American States a "best practice" in the Americas.
  - [http://www.abanet.org/rol/publications/ecuador\\_tips\\_toolkit\\_spanish\\_toolkit.html](http://www.abanet.org/rol/publications/ecuador_tips_toolkit_spanish_toolkit.html) (Spanish)
  - [http://www.trataecuador.org/index\\_eng.html](http://www.trataecuador.org/index_eng.html) (Spanish/English)
- **Comprehensive handbook for Russian prosecutors, criminal investigators and inquiry officers (2007).**  
The manual, developed by the Rule of Law Initiative in cooperation with the Russian Ministry of Interior, aims at strengthening the law enforcement response to human trafficking crimes. It covers such issues as relevant provisions of criminal law, identification and protection of victims, methods of investigating trafficking offences and taking witness testimony, as well as national and international cooperation.
- **Other publications / resources**
  - Desk book for Russian criminal investigators (2006).
  - Directory of Human Trafficking NGOs in Russia (2004).
  - Anti-Trafficking-in-Persons (TIP) Training Manual for immigration officers in Nigeria (2007).

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