



# Trafficking in Human Beings

## A Guidance Note

September 2004

## Acknowledgements

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## Preface

Human trafficking is a new, complex and multi-dimensional issue in the region of Eastern Europe and the CIS. This paper is intended to assist UNDP RBEC country offices, gender focal points and all those who are involved in human trafficking and human rights issues. It contributes to the debate on human trafficking in the recent context of globalization, which has increased and acquired grave new dimensions in the RBEC region. Looking at how the illegal and highly profitable recruitment and transport of human beings for the purpose of sexual and other forms of exploitation such as forced labour, slavery, servitude or the removal of organs has affected the lives of women, men and children, RBEC seeks to join other institutions in responding to this slavery-like practice which must be eliminated. The trafficking of women, men and children into prostitution, domestic servitude, as well as for different kinds of forced labour is a global phenomenon, but when traffickers use tactics including deception, fraud, intimidation, isolation, threat and use of physical force, and/or debt bondage to control their victims, it affects the socio-economic, political and sexual rights of an individual. Trafficking strategies should be addressed at the policy and institutional level to effectively ensure the rights of victims. In order to effectively combat trafficking in human beings, many different tactics must be used combining both micro- and policy-level interventions and linking to larger regional and global development processes. It is in this context that RBEC seeks to approach trafficking from a development perspective and place it on national and regional agendas.

While the trafficking issues have attracted the attention of many regional and international institutions and inter-governmental organizations such as the United Nations, the European Union, the Organization for Security and Cooperation in Europe (OSCE), IOM, the Nordic Council of Ministers, the Baltic Assembly, the Council of Baltic Sea States, the Barents-Euro Arctic Council, as well as the US State Department, whose interventions have addressed preventive activities, protection research and advocacy, the RBEC region continues to confront challenges of combating trafficking of human beings due to the growing scope and magnitude of the problem.

The present background note attempts to demystify the human trafficking problem by providing suggestions on and insight on how best to deal with the trafficking issues in our region. It presents the scope and causes of the problem, UNDP comparative advantages and where RBEC can make a difference in terms of recommendations for programmatic activities (policy dialogue and organizational strategy.) At the same time, the Guidance Note cannot claim to be a comprehensive research paper addressing all the aspects of the problem in the region. The gap will be filled by the on-going small analytical project supported by UNDP RBEC that aims to build knowledge and improve our understanding of human trafficking, by exploring a link between trafficking and human development towards more effective preventive interventions.

A report, which is expected as the result of this study, will be produced and become available by September 2004.

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## I. Introduction

What is human trafficking?

The fall of the 'iron curtain' opened opportunities for millions of peoples living in the region eastwards the Berlin wall, to exercise freedom of movement never possible before. Over the past decade, the region has seen an unprecedented dislocation of people that often took a form of economic migration caused by unemployment, growing poverty, instability and conflicts that encouraged people to leave their homes. For instance, according to some estimates, there are between 700,000 and 1.2 million Ukrainians, about 300,000-400,000 Moldavians, between 600,000 and 1 million Armenians, and about 1.4-1.8 million Azeris working in Russia<sup>1</sup>. Major destinations for people leaving Central Asia are big cities in Central Russia, the Ural and western Siberia: it is estimated that there are between 800,000 and 1 million Tajiks, and about 500,000-900,000 Uzbeks in Russia<sup>2</sup>. Most migrants are employed in industry (oil, manufacturing), construction, services (drivers, cleaners), agriculture and retail that demand unskilled labour. Most of this migration is unrecorded and according to some forecasts, will continue to accelerate with the growing demographic imbalance between population decline in the western CIS and population growth in the CIS's southern republics<sup>3</sup>, as well as sub-regional differences in wage rates.

Migration involves mobility across or within borders, and the risks and negative consequences of the mobility may involve human trafficking, a crime, not known in the region in the past. While not all migrants are victims of trafficking, many migrants hoping to improve their socio-economic status, may end up in the hands of traffickers- organized criminal gangs, who exploit them holding in oppressive slave-like conditions, and treating them in a cruel and inhuman manner. Traffickers remove the victim's passport; also, they (victims) may enter a country without valid visa and not have registration with the police, necessary in the case of internal migration in the CIS. In such circumstances, victims are afraid of the police and other authorities, and are unable to seek protection. The majority of the victims of trafficking are women, men and children ignorant of the serious risks and negative consequences involved. The victims are usually trafficked from rural to urban areas within a country; and/or from rural and urban areas of one country to the urban (and rural) areas of another country.

There is a lack of accurate and reliable internal and international data on human trafficking given the illicit nature of the phenomenon, but various studies conducted by IOM, OSCE, US State Department, and others agencies, point to a consistent increase in the number of persons trafficked from the countries of the former Soviet Union to Western Europe, the Middle East, and South East Asia.

### The United Nations' Definition of Human Trafficking

In December 2000, the United Nations adopted international instruments to fight trans-national organized crime and additional agreements, or protocols, to combat trafficking in persons, smuggling and firearms, - the complete set of international obligations specifically addressing the

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<sup>1</sup> The Oxford Analytica Briefs, May 2003

<sup>2</sup> Ibid, May 2003

<sup>3</sup> In Uzbekistan, Tajikistan, Kyrgyzstan and Turkmenistan, the population has increased from 33 million to 42 million since 1991.

trafficking of human beings.<sup>4</sup>

The United Nations' current definition of trafficking is given in the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, adopted in the year 2000 in Palermo, Italy (the "Palermo Protocol")<sup>5</sup>. The Palermo Protocol supplements the UN Convention Against Transnational Organised Crime, and situates trafficking in this paradigm. Therein, human trafficking is defined as:

"(a)...the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs

(b)The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;

(c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve any of the means set forth in subparagraph (a) of this article;

(d) "Child" shall mean any person under eighteen years of age"<sup>6</sup>.

As we can see, human trafficking is not limited to sexual exploitation only, but also involves forced labour and servitude. This definition is agreed upon internationally and is used as a point of departure.

The Palermo Protocol only deals with trafficking in human beings, not migrant smuggling, which is a subject of another one of the three Protocols to the Convention on Trans-national Organized Crime. It needs to be pointed out that by the definition, trafficking in human beings always has an exploitative purpose. Smuggling in migrants, on the other hand, requires that the smuggler obtain a financial benefit through smuggling a person, who at least at the outset is of the same mind as the smuggler. The differentiation between smuggling of migrants and human trafficking as voluntary and involuntary forms of migration in the Palermo Protocol remains the subject of debate among the experts, as it subsequently does not recognize the need to make migration safe for those who choose to move across the borders.

The Palermo Protocol, by defining trafficking as a human rights violation, has contributed to a wider recognition of the nature of this form of contemporary slavery. The international commitment to

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<sup>4</sup> To facilitate the use of these three documents, the Annotated Guide available at:

[http://www.hrlawgroup.org/initiatives/trafficking\\_persons/](http://www.hrlawgroup.org/initiatives/trafficking_persons/), solves this problem by combining the Trafficking Protocol, relevant portions of the Convention and the Interpretative Notes into one document. The annotations provide guidance on all of the important sections of the complete Trafficking Protocol.

<sup>5</sup> [http://www.unodc.org/unodc/en/crime\\_cicp\\_convention.html](http://www.unodc.org/unodc/en/crime_cicp_convention.html)

<sup>6</sup> Article 3 of the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention Against Transnational Organized Crime (please see the full text at [http://www.unodc.org/unodc/en/crime\\_cicp\\_convention.html](http://www.unodc.org/unodc/en/crime_cicp_convention.html))

combat trafficking in human beings has been confirmed in the Millennium Declaration, as well as in regional fora such as the European Union. Nevertheless, states and international, regional and national bodies and organisations are still in the process of developing counter-trafficking strategies.

While there is an urgent need to obtain ratification of the UN Convention Against Transnational Organized Crime and its three Protocols by more states in the region, the complex nature of the problem demands more involvement, concerted efforts and action of the governments in order to comply with the international commitments<sup>7</sup>. Awareness and understanding of the need to address human trafficking is accelerating in the region. Most of the main countries of origin of human trafficking (e.g. Albania, Moldova, Romania, Ukraine, the Baltic states and Russia) are now addressing the problems by establishing national counter-trafficking policies and programs, putting into place preventive measures including information and awareness raising campaigns, providing assistance to victims of trafficking and ensuring that the offenders are apprehended and prosecuted. For instance, in Ukraine, a three-year national program has been initiated. Along with Albania and Romania, Ukraine supports anti-trafficking education initiatives in schools. These countries, as well as Moldova, have engaged in efforts to improve law enforcement skills and programmes. However, much remains to be done in the region to reinforce the counter-trafficking efforts.

Among regional initiatives, the annual Trafficking in Persons reports of the US Department of State, need to be mentioned as being instrumental and having major impact on mobilizing the countries of the region to further recognize and combat human trafficking<sup>8</sup>. The report mandated by the Congress under the Victims of Trafficking and Violence Protection Act, enacted in October 2000, details international and U.S. efforts to end trafficking in persons, and among other qualities, has a 'tier placement' mechanism. In 2003, for the first time, governments that were not making significant efforts to bring themselves into compliance with the minimum standards -those listed in Tier 3- were faced with the possibility of certain sanctions that would include loss of certain types of U.S. assistance. For RBEC countries, distribution among tiers looked as follows<sup>9</sup>:

Tier 1: Countries whose governments fully comply with the Act's minimum standards<sup>10</sup>.

- Czech Republic, Lithuania, Macedonia, Poland.

Tier 2: Countries whose governments do not fully comply with the Act's minimum standards but are making significant efforts to bring themselves into compliance with those

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<sup>7</sup> The updated list of signatories to the UN Convention against Transnational Crime and its Protocols is available at [http://www.unodc.org/unodc/en/crime\\_cicp\\_convention.html](http://www.unodc.org/unodc/en/crime_cicp_convention.html)

<sup>8</sup> <http://www.state.gov/g/tip/rls/tiprpt/2003/>

<sup>9</sup> The 2003 report didn't cover Azerbaijan and Turkmenistan, due to the absence of sufficient information available with the US government.

<sup>10</sup> The "minimum standards for the elimination of trafficking" are summarized as follows. Governments should:

- Prohibit trafficking and punish acts of trafficking.
- Prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault, for the knowing commission of trafficking in some of its most reprehensible forms (trafficking for sexual purposes, involving rape or kidnapping, or that causes a death).
- Prescribe punishment that is sufficiently stringent to deter and that adequately reflects the offense's heinous nature for the knowing commission of any act of trafficking.
- Make serious and sustained efforts to eliminate trafficking.

standards.

- Albania, Armenia, Belarus, Bulgaria, Croatia, Estonia, Hungary, Kyrgyzstan, Latvia, Moldova, Romania, Russia, Serbia and Montenegro, Slovakia, Slovenia, Tajikistan, Ukraine.

Tier 3: Countries whose governments do not fully comply with the minimum standards and are not making significant efforts to do so<sup>11</sup>.

- Bosnia & Herzegovina, Georgia, Kazakhstan, Turkey, Uzbekistan.

It has to be mentioned that as the governments of the countries listed under Tier 3, were believed to undertake some steps to address human trafficking after the release of the US State Department report, all of them were updated to the Tier 2 by President George W Bush<sup>12</sup>.

In general, the US Department of State report is very important political tool, but in order to combat trafficking effectively, many other measures and initiatives have to be created and implemented to enforce anti-trafficking measures in the region. In this regard, other regional instruments can be mentioned such as OSCE Action Plan against Trafficking in Human Beings, and other regional initiatives. (For more detailed description please go to Part 2: Addressing Human Trafficking: Programmes and Approaches in the Region).

#### Scope and Causes of Trafficking in Human Beings in Eastern Europe and the CIS

Human trafficking is a new phenomenon in Eastern Europe and the CIS, and different international studies show a significant increase since 1989, and also change in scope and character. Trafficking in human beings in the region can be viewed as the extreme expression of socio-economic and institutional breakdown and inequality in Eastern Europe and the CIS. The social and economic decline in the region, as well as the prospects of work in Western Europe, have, in the context of restricted migration, given traffickers room to exploit individuals.

Men, women and children are trafficked and smuggled both to and from and within the region:

- For international human trafficking and smuggling, several routes exist, with major source countries as Russia, Ukraine, Belarus, Moldova and Romania. The major destinations of trafficked and smuggled persons are Western European countries<sup>13</sup>, but Japan, Israel, Canada, United States and Thailand are also important final points. The Central Asian and the South European sub-regions are severely affected, some countries being source, destination and transit country at once. The United Arab Emirates, Turkey and Russia are the main destinations for victims of international trafficking in Central Asia.
- There is a growing evidence of increasing human trafficking and smuggling, as a modern form of slavery, inside the CIS region. People travel from one place to another, to look for jobs within the CIS, or within their own country, but often end up in hands of traffickers. The number of

<sup>11</sup> Source: <http://www.state.gov/g/tip/rls/tiprpt/2003/>

<sup>12</sup> Presidential Determination No. 2003-35, September 9, 2003.

<sup>13</sup> Europe is the destination for women from Russia and Eastern Europe; The Economist, 16-22 June 2001



victims of trafficking inhuman beings in the region is very difficult to assess. There is evidence of increasing human trafficking between the five Central Asian republics, as well as within their national boundaries. There are cases reported about groups of people sold and exploited as slaves in agricultural or construction works. In one of the cases which became widely known in Kazakhstan due to the local and national media reports, a group of men and women from Kyrgyzstan was kept in slave-like situation, being paid very low wages, or not paid at all in one of the remote and isolated rural area, on tobacco plantation.

The worst form of human trafficking is related to women and children being trafficked for the purpose of sexual exploitation (in the sex industry). An estimated 175,000 persons are trafficked from Central and Eastern Europe (CEE) and the CIS annually, that is up to 25 per cent of the 700,000 to 2 million persons trafficked around the world every year.<sup>14</sup> Local NGOs often estimate the numbers to be several times higher.<sup>15</sup> It should be noted that the illegal nature of trafficking, victims' reluctance to testify, lack of government engagement, and the lack of conformity in using the Palermo Protocol definition of trafficking, complicate the gathering of reliable statistical data. Experts in human trafficking consider the region as the world's fastest growing source of women trafficked for the purpose of sexual exploitation. There are indications that women from the region are replacing women from Asia and other parts of the developing world in Western Europe's sex industry.<sup>16</sup>

#### Push Factors

Trafficked persons point towards economic, and other oppressive conditions, as well as lack of opportunities in their own countries as the main reasons of why they felt the need to migrate for employment, and thus risk being used and exploited by traffickers. The economic and social decline during the transition period, including unemployment, a dramatic reduction in social services, and increasing poverty, especially affecting women and children, have created a push to leave the region. For example, more than one fourth of Moldova's population is believed to have left the country since 1991 and migration from Armenia has occurred on a similar scale.<sup>17</sup>

The process of transition from centrally planned to market economy exacerbated gender disparities in the region. Horizontal professional segregation manifested itself in women being traditionally employed in 'light' industries or 'social' sector that have been hit first by socio-economic transformation. Women were forced to seek for alternative incomes, and offers of well-paid jobs abroad that required limited skills seemed as a solution for many.

Intensified corruption and lack of rule of law further benefited the organized networks that profit from the trafficking in human beings. In some countries, particularly the Balkans, conflict and post-conflict situations have exacerbated the breakdown of political, legal and social structures. These conditions have given traffickers significant freedom to operate and flourish in the region.

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<sup>14</sup> The United States Central Intelligence Agency briefing report "Global Trafficking in Women and Children: Assessing the Magnitude" April 1999.

<sup>15</sup> See "IOM Trafficking in Migrants," No 23, April 2001, special issue.

<sup>16</sup> "Trafficking in Women and Children in Asia and Europe," Government of Sweden, 2001, p.24.

<sup>17</sup> Scanlan, "Report on Trafficking in Moldova: Irregular labour markets and restrictive migration policies in Western Europe," ILO, 2002, p.7. "IOM Press Briefing Notes," 5 April 2002.

## Pull Factors

Amidst poverty and limited prospects, many individuals are willing to take risks in order to seize opportunities abroad. Popular notions of 'The West' conjure glamour and opportunity, while promises of steady employment, better living conditions, and access to hard currency seem to offer a way out of endless hardship. Interestingly, the perceived importance of adventure and fulfilment as a pull factor appears related to the level of economic conditions in the country of origin; whereas many nationals of the economically relatively successful Estonia express desire to see the world and earn quick money as reasons for work migration, those from the poorer state Lithuania instead point mainly to unemployment and lack of prospects.<sup>18</sup>

While poverty has increased in Eastern Europe and the CIS, there is a steady demand from Western Europe for cheap unskilled labour in the informal economy. Although the regional borders have in many cases become more porous since the fall of the "iron curtain", the European immigration regulations do not permit legal entry of people from the Eastern European and CIS region to work. This creates preconditions for trafficking, since migrants are dependent on illegal middlemen to buy passports and for transportation.<sup>19</sup>

While this paragraph mainly relates to trafficking in human beings for forced labour, servitude and slavery, the demand in the destination countries for women and children for the purpose of sexual exploitation is one of the most important root causes of trafficking in human beings. If the demand is reduced, less women and children will become victims. The article 9.5 of the Palermo Protocol makes it obligatory to state parties to adopt legislative or other measures, such as educational, social or cultural measures, including through bilateral and multilateral cooperation, to discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking. The need to put in place measures to discourage the demand are being further developed: 'Statement and Recommendations concerning Trafficking in Women in the Nordic and Baltic Countries adopted at the Informal Nordic Baltic Ministers' Meeting in Stockholm, Sweden, April 9, 2003, says: "...we will, in collaboration, develop and implement different measures that discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking, following the directions in Article 9.5 of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children; and the proposed Council of Europe Convention on Actions against Trafficking in Human Beings(article 5)<sup>20</sup>.

## The Victims

The majority of trafficked persons are women and girls, but men and boys also fall prey to traffickers. Whereas most trafficked women and girls are exploited in the sex industry and through domestic labour, men are trafficked mainly for labour in agriculture, construction and services. Trafficking for labour exploitation is at present poorly documented, but there is growing evidence of its increase, particularly within the CIS.

NGOs working with prostituted persons, estimate that children constitute 10-30 percent of victims of commercial sex exploitation, in part since HIV/AIDS fears render virgins attractive to the male

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<sup>18</sup> "Campaign against trafficking in the Baltics," IOM, 2002.

<sup>19</sup> "Crime Assessment - Trafficking of Human Beings into the European Union," Europol, 2003.[http://www.europol.eu.int/index.asp?page=publ\\_crimeassessmentTHB](http://www.europol.eu.int/index.asp?page=publ_crimeassessmentTHB)

<sup>20</sup> [http://www.coe.int/T/E/Human\\_Rights/Trafficking/](http://www.coe.int/T/E/Human_Rights/Trafficking/)

buyers of women and children for sexual exploitation.<sup>21</sup> Both boys and girls are trafficked for begging and forced labour, notably from Albania to Italy and Greece, as well as to other countries of the European Union. Trafficking of children also occurs for illegal adoption, in particular from Moldova and Romania, and - though little is known about the practice - for the removal of organs.

Common characteristics among trafficking victims are that they lack employment opportunities, have a low level of education and often have suffered different oppressive conditions including different forms of male violence, and are often racially or ethnically marginalized [e.g. Roma women and girls]. They have often not previously been abroad, and lack contacts in and knowledge about the West. Women from rural areas tend to be over-represented among victims of human trafficking, as do persons who have been exposed to violence in their homes or in state institutions.<sup>22</sup>

### Organisation, Recruitment, and Control

Organized crime syndicates predominantly operate human trafficking in Eastern Europe and the CIS.<sup>23</sup> Traffickers profit significantly from the trade in human beings: according to the United Nations organized crime syndicates are believed to earn approximately seven billion US dollars annually, placing human trafficking third among the most lucrative criminal activities, after trafficking in drugs and arms.<sup>24</sup> Unlike those commodities, trafficking in human beings requires almost no incremental investment, and traffickers face minimal risk. Moreover, while drugs and guns might be sold only once, traffickers can sell one woman to those who are willing to buy and sexually exploit her repeatedly.<sup>25</sup>

Trafficking organisations may be directly involved in prostitution activities and the human trade, or work through 'front' companies such as travel agencies, employment agencies, student exchange programs, bars or discos, hotels, dance companies, and schools (to facilitate the obtainment of student visas), which may be legal enterprises.

Though trafficking networks are diverse, recruitment methods share many common characteristics. Traffickers establish contact with women through the Internet or through advertisements in newspapers or television, friendships or romantic relationships, or pay individuals to lure friends. Traffickers may offer lucrative and steady employment, such as childcare and restaurant work, modelling, or attractive marriage proposals. Some women know that they will be involved in "exotic dancing" as well as prostitution that represent different forms of sexual exploitation of women and form part of what the trafficking networks and the whole sex industry make their profits from. However, they appear to constitute a minority of trafficked persons. For example, among victims of trafficking from Moldova, less than 20 percent reported having originally been recruited to work in the sex industry.<sup>26</sup> Women "agree"

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<sup>21</sup> See "Trafficking in Human Beings in Southeastern Europe," UNICEF, UNHCHR, OSCE/ODIHR, 2002, p.11.

<sup>22</sup> (Ibid, p.7-11).

<sup>23</sup> See also "Trafficking in Women and Children in Asia and Europe," Swedish Government, 2001, p.25.

<sup>24</sup> "Trafficking in Human Beings in Southeastern Europe," UNICEF, UNHCHR, OSCE/ODIHR, 2002, p.XIII.

<sup>25</sup> According to Europol, a woman can be purchased in Albania for €500 and then resold into the sex industry in Italy for €2,500. IOM reports that a Moldovan woman was sold between pimps in Kosovo for \$500-\$1,000. "Crime Assessment - Trafficking of Human Beings into the European Union," Europol, 2001.

<sup>26</sup> Scanlan, "Report on Trafficking in Moldova: Irregular labour markets and restrictive migration policies in Western Europe," ILO, 2002, p.17.

to be trafficked to a country for prostitution purposes is a result of the severe oppressive conditions that they live under in their home countries, and not a choice. No woman would be in prostitution if they had had a reasonable alternative in order to gain enough money to survive.

Traffickers in the region may charge women and men significant fees for assistance in travel between countries.<sup>27</sup> They may promise job seekers cash advances for transport fees and handling of documentation, often with an agreement of reimbursement upon arrival – used later as blackmail and intimidation. Traffickers require that the victims hand over their personal documents, including passports, yet another way to ensure that the victims are not able to escape from the traffickers. The relocation of women and men into unknown surroundings, where they lack knowledge of the local language, laws, and customs, maintains their dependency on and control by traffickers. Victims often fear authorities and the possibility of deportation, and most are told that both they and their families would be harmed if they report their situation or attempt escape. Given the cross-border presence of many crime groups, this is an enforceable threat. Other tools used to ensure control include starvation, forced drug use, beatings, gang rapes, and confinement. Once in the trafficking system, the trafficked women and men become the property of their traffickers and may be sold repeatedly.

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<sup>27</sup>For example, victims in Denmark reported having paid \$1,100 only for the journey from Germany to Denmark. "Crime Assessment - Trafficking of Human Beings into the European Union," Europol, 2001.

## II. Addressing Human Trafficking

### Programmes and Approaches in the Region

Many international inter-governmental and non-governmental organizations as well as bilateral and governmental agencies actively work in the area of combating human trafficking, using the '3P' approach (Prevention, Protection, Prosecution). A number of studies have been conducted in the region, as well as advocacy and awareness raising campaigns. Projects are being implemented targeting law enforcement bodies, assistance to victims of trafficking through shelters and provision of services (return to home country, rehabilitation).

- International Organization for Migration (IOM) has field offices in the majority of countries in Eastern Europe and the CIS. IOM approaches trafficking from a migration perspective. The organisation's interventions include assistance to victims, awareness-raising campaigns, data collection, and research<sup>28</sup>. Recent initiatives supported by IOM include a number of projects in the CEE and the CIS: Preventing trafficking of people for sexual exploitation in Croatia; Assistance for the return of victims of trafficking who are stranded in the Balkans; Reintegration support network for victims of trafficking who have returned to Albania; Establishment of a network of shelters for trafficking victims in Serbia and Montenegro, to mention a few. In CIS, the IOM conducted research projects collecting information on human trafficking and supporting projects in Ukraine, Moldova, Belarus, Kyrgyz Republic, Kazakhstan and Tajikistan to provide aid to victims of trafficking and training to social welfare and law enforcement agencies in dealing with trafficking victims.
- The Organisation for Security and Cooperation in Europe (OSCE) and the OSCE Office for Democratic Institutions and Human Rights (ODIHR), concerned with the human rights aspect of trafficking, have launched a number of anti-trafficking initiatives<sup>29</sup> that cover a wide range of thematic issues, particularly legislative reform, law enforcement, and public awareness. In July 2003 OSCE adopted an Action Plan to Combat Trafficking in Human Beings, urging states to take a range of specific measures such as liberalising labour markets to create greater job opportunities - particularly for women - and providing social and economic assistance to victims. The OSCE ODIHR produced a Reference Guide for Anti-Trafficking Legislative Review and Reform, also available in Russian, is a valuable tool for raising awareness about the complexity of the trafficking issue and the need for relevant legislative changes.
- The US Department of State contributes to counter trafficking efforts by publishing its annual Trafficking in Persons Report, which provides important data on scale and size of phenomenon worldwide. The Department of Labour intends to fund the establishment of six training and support centers for women victims of trafficking or at-risk women in major cities in Central and Eastern Europe and the Newly Independent States, through its cooperative agreement with the International Research and Exchanges Board (IREX), a non-governmental organization. These centers will provide training for 6,480 women in areas such as basic job skills, computer literacy, job-seeking strategies and development of business plans.

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<sup>28</sup> Illustrative example of the IOM approach is recent publication:

<sup>29</sup> [http://www.osce.org/odihr/projects/index.php?country=0&region=0&thm\\_area=9&year=2002&keywords=&st=0&pp=5](http://www.osce.org/odihr/projects/index.php?country=0&region=0&thm_area=9&year=2002&keywords=&st=0&pp=5)

- The United States Agency for International Development (USAID) focuses primarily on prevention of Trafficking in persons (TIP), protection and assistance to victims, and reform and implementation of anti-TIP policy and legislation.

A significant part of USAID's development assistance helps create conditions that reduce the vulnerability of at-risk groups, especially women and children to traffickers, including poverty reduction, rule of law, anti-corruption, capacity building of civil society and local government, strengthening of the independent media, equal economic and political opportunities for women, girls' education and public education on family violence.

The USAID develops partnerships across borders to forge links between source and destination countries in the fight against trafficking in persons. In September 2001, it signed a grant worth US \$500,000 with UNDP Romania to draft and publish an instruction manual for those who fight human trafficking. The 'Law Enforcement Best Practice Manual' developed by UNDP Romania under this project is a result of inputs by local police and prosecutors throughout the region, is meant to serve as a field reference guide and is designed to teach practitioners how to use existing law enforcement tools to prosecute traffickers in their jurisdictions, and how to coordinate their efforts with other jurisdictions across international borders. Joint result of work by practitioners and specialists in the field, the manual went through regional testing, validation and pilot training, to be used by both the targeted countries (i.e. Romania, Moldova, Albania, Bosnia & Herzegovina, Bulgaria, Croatia, Greece, Hungary, Macedonia, Slovenia, Turkey, Serbia & Montenegro, and Ukraine) and other countries in the region, which are also coping with the same types of traffickers. It was launched at the "Senior law enforcement officials and anti-trafficking experts" meeting convened and organised by UNDP Romania in cooperation with the UN Office of Drugs and Crime (UNODC) and other partner organisations (USAID, Stability Pact/ICMPD), in Vienna, 15-16 December 2003. The manual was adopted as part of a Comprehensive Regional Law Enforcement Anti-trafficking Training Strategy and was recognised to be one of the most advanced worldwide anti-trafficking law enforcement training programmes. UNODC committed itself to adapt the manual for implementation in other parts of the world. The Manual is currently being mainstreamed into regular training curricula for law enforcement officers in South-Eastern Europe. Subsequently, with support from UNDP Romania, the Romanian Ministry of Administration and Interior (MoAI) established a specialized unit (tri-partite MoU, February 2004, signed by MoAI, USAID and UNDP) to take over the mission of regularly updating, disseminating and promoting the manual to the beneficiary countries.

- The European Union is concerned with the migration and crime dimensions of trafficking, which it addresses through programmes such as STOP and Daphne. The STOP and STOP II Programmes (1996-2002) aimed to facilitate and support cooperation and networking among influential actors - mainly public officials - and provide training and information exchanges in the prevention of and fight against human trafficking and the sexual exploitation of children. The programme was also available to NGOs, and focused mainly on the EU accession countries. The Daphne Programme (2000-2003) aims to prevent violence against women, children, and youth and provide victim support. It encourages NGO and multisectoral collaboration and activities, many of which are related to trafficking in women.

The European Commission has also started to develop actions against trafficking in East European countries and the CIS, including an awareness raising campaign in Ukraine in co-operation with the IOM. Feasibility studies on the subject are under way or completed in Belarus, Moldova and the Russian Federation.

- The Nordic Council of Ministers carried out a joint Nordic Baltic Campaign against Trafficking in Women in 2002 and 2003 in the five Nordic countries and three Baltic countries. The Campaign had as its aims to increase knowledge and awareness among governments, public authorities, non-governmental organizations and the public, and to initiate discussion about the problems surrounding the issue of trafficking in women. The campaign also has had as its objectives to focus on those women and children who are victims of trafficking and the difficult circumstances that they live under.<sup>30</sup>
- The United Nations specialized agencies and bodies involved in counter-trafficking in the region in addition to UNDP include UNICEF, which conducts child-focused research, advocacy, and awareness-raising; UNFPA, which provides reproductive health assistance to victims; UNHCHR which works to integrate human rights into trafficking initiatives, and UNODC which manages a database on trafficked persons. UNHCR mainly cooperates with other organizations, and UNIFEM supports some local NGOs though may in the future develop its own activities in the region (see UNDP activities below). The UNESCO Bangkok's Trafficking Statistics project is conducting an on-going literature review and analysis of existing statements on trafficking in persons. It established and maintains a database on trafficking statistics where covers Eastern Europe and Central Asia too. ILO supports research in the region where human trafficking is considered from economic migration and forced labour angle. The recently released report, titled "Forced Labour in Contemporary Russia," attempts to raise awareness of the problem. The report was commissioned by the ILO under a special program against forced labour, started in 2002 to help member countries fight what the organization termed "modern slavery."
- In the Balkans, the Stability Pact Task Force on human trafficking unites governments, donors and international organizations in the fight against trafficking.
- Several local and international NGOs, including La Strada and International Save the Children Alliance, work in the region to assist victims and raise awareness.

This brief overview could be continued and made more detailed, yet it indicates the scope and intensity of the overall prior and on-going assistance provided by international and regional agencies to combat trafficking inhuman beings in the region. However, despite all the efforts, the problem continues to remain, and the issue of more coordinated and concerted approach in order to effectively tackle the problem is acute today more than ever in the international agenda.

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<sup>30</sup> Gunilla Ekberg, ed., Final report- Nordic Baltic Campaign Against Trafficking in Women 2002, (Copenhagen, Denmark: Nordic Council of Minister, Tema Nord, 2004).

### III. Trafficking in Human Beings and UNDP's Mandate

UNDP's goal in counter-trafficking activities is to curtail trafficking in human beings and empower at-risk populations through a development-centered approach. UNDP seeks to prevent trafficking by reducing poverty and gender-based discrimination – the main root causes of trafficking in human beings. UNDP supports good governance - reducing corruption, strengthening the rule of law and law enforcement mechanisms such as the judiciary, police and border guards - in order to protect vulnerable groups, especially women and children, against traffickers, assist victims, and punish traffickers. UNDP thus addresses socio-economic, political and criminal aspects of trafficking.

Integrating human rights into the analysis of and response to trafficking in human beings ensures a focus on the trafficked person. Trafficking can thus not be reduced to a singular problem of crime control or illegal migration.

The Millennium Declaration intensified international resolve to combat trafficking and positioned it within a human rights framework. States committed themselves to respect and protect the rights of migrants and to intensify their efforts to fight trafficking. In addition to directly addressing trafficking, the Declaration underlines the importance of "respect for human rights and fundamental freedoms, respect for the equal rights of all without distinction as to race, sex, language or religion, and international cooperation in solving international problems of an economic, social, cultural or humanitarian character."<sup>31</sup>

Several additional aims of the Declaration relate to UNDP's counter-trafficking work, including:

- promoting gender equality and the empowerment of women as effective ways to combat poverty and social exclusion to stimulate development that is truly sustainable;
- developing and implementing strategies that give young people more opportunities to find decent and productive work;
- striving for the full protection and promotion in all countries of civil, political, economic, social, and cultural rights for all;
- combating all forms of violence against women and to implement the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW);
- taking measures to ensure respect for and protection of the human rights of migrants, migrant workers, and their families, to eliminate the increasing number of acts of racism and xenophobia in many societies and to promote greater harmony and tolerance in all societies.

UNDP anti-trafficking interventions relate closely to the Millennium Development Goals: eradication of extreme poverty and hunger (Goal 1); achieving universal primary education (Goal 2); promoting gender equality and empowerment of women (Goal 3); combating HIV/AIDS and other diseases (Goal 6). UNDP's five Practice Areas endow the organisation with numerous

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<sup>31</sup> United Nations, Millennium Declaration, A/Res/55/2, General Assembly (18 September 2000).



opportunities to make a difference in the fight against human trafficking, whether through stand-alone projects or by mainstreaming anti-trafficking measures.

1. In the practice area of Democratic governance, UNDP has a key role to play in promoting legislative and judicial reform to ensure that trafficking in human beings is addressed by states at all levels and in accordance with UN Conventions and Protocols. Important interventions include strengthening legal and institutional frameworks, working against corruption and building capacity among officials to better protect victims and deter and punish traffickers.
2. Lack of economic opportunities is a main cause of trafficking in human beings. In working towards Poverty reduction and sustainable employment, especially among poor, at-risk populations, UNDP can promote equity and undermine the market for traffickers.
3. Trafficking flourishes in conflict and post-conflict situations; currently a significant part of trafficking in human beings in Eastern Europe and the CIS occurs to, in, and from the Western Balkans. UNDP's work in Crisis prevention and recovery to revitalise communities and reduce the vulnerability of individuals can contribute to empowering individuals and thus countering trafficking activities.
4. UNDP's efforts in the area of Energy and environment are significant for women and girls, as they constitute those most affected by environmental hazards and degradation. The health benefits of a cleaner environment and increased access to energy services create better living conditions and greater autonomy for women, reducing their vulnerability to traffickers.
5. HIV/AIDS in a community increases its members' vulnerability to trafficking, whereas trafficking in human beings increases the likelihood of persons contracting HIV/AIDS. Trafficking victims who are sexually exploited must often endure unsafe sexual practices that make them vulnerable to HIV infection. The disease is also spread through the buyers of sexual services and those who sexually exploit the victims doing so repeatedly with many victims. UNDP's work to combat HIV/AIDS entails eliminating one root cause of trafficking, and protecting trafficking victims from one of many severe health hazards.

Furthermore, information and communication technologies (ICT) facilitate the work of transnational crime groups involved in trafficking in human beings. Traffickers use the Internet to reach their victims by advertising employment and other opportunities, for example, mail-order marriage. Organized crime networks are the prime users of different forms of information technology in order to promote and market their businesses and to advertise and sell the victims [e.g. web site marketing victims, pornography sites, web casting from brothels, false marriage agencies etc.]. Conversely, UNDP's work to increase access to digital opportunities, particularly within marginalized populations, provides women with enhanced ability to use and apply ICT in ways that empower them economically and democratically.

#### Why UNDP? Comparative Advantages

UNDP's comparative advantage in addressing trafficking in human beings in Eastern Europe and the CIS stems from its regional presence and its broad development mandate.

- The root causes of human trafficking are to a great extent addressed in the Practice Areas, which point to the advantage of UNDP's holistic development approach in counter-trafficking activities. The organisation's perspective allows it to situate trafficking in human beings in a broader context and to design innovative interventions that acknowledge the link between trafficking and lack of development, thus extending beyond the immigration and crime control approach to trafficking.
- UNDP has established relations with those governments in the region that are central partners in anti-trafficking efforts.
- UNDP has country offices throughout the region, which allow the organization to work towards a comprehensive regional response to a regional problem, while remaining sensitive to local conditions. Through UNDP's cross-border networks, experiences and best practices can be shared and enhance region-wide action against trafficking in human beings.
- UNDP's mandate and experience in Democratic Governance and Poverty Reduction allow the organisation to effectively target the root causes of trafficking.
- UNDP's commitment to gender equality and its expertise in gender mainstreaming make the organisation well placed to intervene in reducing gender based vulnerability to trafficking in human beings by promoting a rights based approach, and expanding access of disadvantaged groups, especially women and girls, to economic opportunities, and to increase their social and political involvement.
- UNDP's coordination function and capacity, derived from its stewardship of the resident co-ordinator system, allows it to facilitate a coordinated counter-trafficking response in the region where a large number of organisations, including UN agencies and NGOs, are active. Combining mandate, resources, sustained efforts and strategic partnerships in a regional perspective, the success story of UNDP Romania's anti-trafficking project, whose one of the "side effects" is now an officially adopted "Comprehensive Regional Law Enforcement Anti-trafficking Training Strategy", should be considered a clear demonstration of comparative advantage in addressing trafficking in human beings. Worth to be mentioned is that, while carrying out its project to create the Regional Anti-trafficking Best Practice manual for specialist police in SEE, UNDP Romania has received many requests for sharing the manual to be used from the Caucasus to Central Asia and, therefore, the product of more than two years of work was delivered to UNODC, for the benefit of other parts of the world.

#### IV: Where can RBEC Make a Difference? Recommendations.

Responses to trafficking in human beings by organisations and governments in the region are often reactive. Fewer actors focus on addressing root causes of human trafficking, including the demand that fosters all forms of exploitation of women and children, poverty and poor governance, which are priority areas of the Regional Cooperation Framework. It is in these areas that UNDP can achieve the greatest impact.

To date, RBEC has addressed trafficking in human beings mainly in national counter-trafficking interventions, and indirectly in its development work to empower disadvantaged groups. Both approaches are important to realising anti-trafficking goals, but should be expanded in line with UNDP's mission and comparative advantage. In leveraging RBEC's expertise and capacity to ensure that its activities effectively reduce trafficking in human beings, the actions below should be taken.

##### Recommendations for Programmatic Activities

- Within the Practice Area of Poverty, expand projects related to providing vocational and professional opportunities for women and men in vulnerable communities, and continue to work on social exclusion as a main cause of poverty. Evaluate poverty reducing interventions, in particular employment-related activities, for their potential impact in trafficking prevention.
- Commission data collection and research to better assess the scope and nature of trafficking and thereby improve counter-trafficking strategies. In addition, reliable statistics and reports serve as effective advocacy tools and place trafficking on the political agenda.
- Dedicate a Regional Human Development Report to human trafficking, and disseminate the forthcoming research project in the regional economic governance programme (see Regional responses), as part of a broader effort to develop and convey a better understanding of the link between trafficking and human development toward more effective preventive intervention. Make better use of existing data, such as that in National Development Reports and Millennium Development Goals Reports, and include the collection of specific data on trafficking.
- The prevalence and character of less researched forms of trafficking, including forced labour – which to a great extent also affects women, men and children, should be further explored.
- Address human trafficking through preventative measures, through gender-specific programming and mainstreaming strategies, as part of UNDP's commitment to reducing gender inequalities.

##### Recommendations for Policy Dialogue

- Mainstream the trafficking issue in main development policy debates.
- Mandate participation in policy dialogue on trafficking in human beings for each country office. Build alliances between gender officers - in country offices, at headquarters, and in Bratislava - and like-minded actors, including UNICEF and UNFPA, to shift the focus of the trafficking policy debate from crime control and migration to prevention and development. A regional workshop in this context, to share practices and hands-on experiences generated in the region, might be of immense value.

- Continue to underscore the human rights violations inherent to trafficking in order to retain the focus on the individual victim while seeking to affect the demand for women and children for trafficked prostitution (as per the Palermo Protocol art. 9.5).

#### Recommendations for RBEC Organisational Strategy

- Expand and maintain the sharing of experiences and best practices by establishing a continuous RBEC Counter-Trafficking Dialogue - mediated by Gender Advisors - to ensure that country offices' gender focal points are informed about UNDP's counter-trafficking strategies and activities in the region.

- Assign focal points to inform other country office staff of the links between the efforts to combat trafficking in human beings and UNDP Practice Areas, in particular Poverty Reduction, Democratic Governance, ICT, and HIV/AIDS Gender, in order to effectively mainstream anti-trafficking into UNDP's development activities. The focal points should also provide their colleagues with briefs on the RBEC Counter-Trafficking Dialogue.

- In countries with limited or non-existing coordination of counter-trafficking interventions, use the resident co-ordinator system to maximise impact and prevent duplication by establishing a Theme Group on Anti-trafficking for UN and other international organisations, such as that in Armenia (see National activities).

- Prioritize fundraising for UNDP counter-trafficking activities to take advantage of current donor interest.

## Resources on Human Trafficking

### International Organisations

#### - Asian Development Bank (ADB)

Combating Trafficking of Women and Children in South Asia. Regional Synthesis Paper for Bangladesh, India and Nepal. April 2003. <http://www.adb.org/publications>

#### - International Labour Organization (ILO)

"Forced labour, child labour and human trafficking in Europe: An ILO Perspective," 2002

[http://www.ilo.org/public/english/standards/ipecc/publ/policy/brussels\\_traffpaper2002.pdf](http://www.ilo.org/public/english/standards/ipecc/publ/policy/brussels_traffpaper2002.pdf)

Scanlan, S., "Report on Trafficking from Moldova: Irregular labour markets and restrictive migration policies in Western Europe," 2002

[http://www.antitrafficking.md/materials/reports/scanlan\\_2002\\_05/](http://www.antitrafficking.md/materials/reports/scanlan_2002_05/)

#### - International Organization for Migration (IOM)

Analysis of Institutional and Legal Frameworks and Overview of Cooperation Patterns in the Field of Counter-Trafficking in Eastern Europe and Central Asia. Research Report, November 2003.

Campaign against trafficking in the Baltics, 2002

<http://www.focus-on-trafficking.net/pdf>

"Journey of Jeopardy: A Review of Research on Trafficking of Women and Children in Europe," 2002

"Victims of trafficking in the Balkans," 2001

and a number of other useful publications by IOM could be found at

<http://www.iom.int/iomwebsite>

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

OSCE's main human trafficking page:

<http://www.osce.org/odihr/democratization/trafficking>

Trafficking in Human Beings: Implications for the OSCE. ODIHR Background Paper 1999/3, OSCE Review Conference, September 1999

"OSCE Reference guide to anti-trafficking legislation review"

[http://www.osce.org/odihr/attf/attf\\_refguide.pdf](http://www.osce.org/odihr/attf/attf_refguide.pdf)

OSCE human trafficking in the Balkans:

<http://www.osce.org/odihr/attf/>

OSCE Proposed Action Plan 2000 for activities to combat trafficking in Human beings

<http://www.osce.org/odihr/documents/ap-traffic.pdf>

#### - Stability Pact for South-Eastern Europe

Stability Pact Task Force on Trafficking in Human Beings

[http://www.stabilitypact.org/stabilitypactcgi/catalog/cat\\_descr.cgi?subcat=1&prod\\_id=52](http://www.stabilitypact.org/stabilitypactcgi/catalog/cat_descr.cgi?subcat=1&prod_id=52)

- United Nations

Protocol to prevent, suppress and punish trafficking in persons, especially women and children, supplementing the United Nations Convention against Transnational Organized Crime, United Nations, 2000

[http://www.uncjin.org/Documents/Conventions/dcatoc/final\\_documents\\_2/convention\\_%20traff\\_eng.pdf](http://www.uncjin.org/Documents/Conventions/dcatoc/final_documents_2/convention_%20traff_eng.pdf)

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) – in particular Article 6.

<http://www.un.org/womenwatch/daw/cedaw/>

Convention of the Rights of the Child (CRC)– in particular Articles 34 and 45

<http://www.unhchr.ch/html/menu3/b/k2crc.htm>

Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography

<http://www.unhchr.ch/html/menu2/dopchild.htm>

Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others

<http://www.unicri.it/1949%20Convention%20Suppression%20Traffic.pdf>

ECOSOC guidelines on human rights and human trafficking, 2002

[http://www.unhchr.ch/huridocda/huridoca.nsf/e06a5300f90fa0238025668700518ca4/caf3deb2b05d4f35c1256bf30051a003/\\$FILE/N0240168.pdf](http://www.unhchr.ch/huridocda/huridoca.nsf/e06a5300f90fa0238025668700518ca4/caf3deb2b05d4f35c1256bf30051a003/$FILE/N0240168.pdf)

United Nations Centre for International Crime Prevention-

[http://www.unodc.org/unodc/en/crime\\_cicp.html](http://www.unodc.org/unodc/en/crime_cicp.html)

-UNESCO

UNESCO Trafficking Statistics website:

<http://www.unescobkk.org/culture/trafficking>.

- UNICEF, UNHCHR, OSCE/ODIHR

"Trafficking in Human Beings in Southeastern Europe: Current Situation and Responses to Trafficking in Human Beings in Albania, Bosnia & Herzegovina, Bulgaria, Croatia, the Federal Republic of Yugoslavia, the Former Yugoslav Republic of Macedonia, Moldova, and Romania" 2002

<http://www.unhchr.ch/women/trafficking.pdf>

- UNHCHR

"The Recommended Guidelines on Human Rights and Human Trafficking," issued as part of the "Report of the United Nations High Commissioner for Human Rights to the Economic and Social Council," 2002

<http://www.unhchr.ch>

- UNHCR

Morrison, J., Crosland, B., "The trafficking and smuggling of refugees: the end game in European asylum policy?", 2001

[http://www.ecre.org/eu\\_developments/controls/traffick.pdf](http://www.ecre.org/eu_developments/controls/traffick.pdf)

- UNODC

UNODC Trafficking webpage

[http://www.unodc.org/unodc/en/trafficking\\_human\\_beings.html](http://www.unodc.org/unodc/en/trafficking_human_beings.html)

## NGOs

- Aretusa – European Network against Trafficking in Women for Sexual Exploitation

Documents, and resources in the field of preventing and combating the trafficking of women for sexual exploitation and assisting the victims.

[http://www.aretusa.net/home\\_eng.php](http://www.aretusa.net/home_eng.php)

- European Council on Refugees and Exiles

"An overview of proposals addressing migrant smuggling and trafficking in persons," 2001

<http://www.ecre.org/research/smuggle.shtml>

- European Women's Lobby

"Position Paper: The links between trade and human rights. Migration, trafficking and social development, what is at stake for women?"

<http://www.womenlobby.org>

"Position Paper: Integrating a gender perspective into the EU immigration policy framework"

<http://www.womenlobby.org>

- Human Rights Watch

"International and Domestic Legal Protections against Trafficking," 2002

"Memorandum of Concern: Trafficking of Migrant Women for Forced Prostitution into Greece,"

2002 <http://www.hrw.org/press/2001/07/greece0724.htm>

- Kvinnoforum

Collection of on-line articles on trafficking in human beings

<http://www.qweb.kvinnoforum.se/trafficking/onlinearticles.html#Europe>

Publications and organisations involved in trafficking by region

<http://www.qweb.kvinnoforum.se/trafficking/references.html#Europe>

- La Strada : Prevention of traffic in women

<http://www.strada.cz/>

- Novib and Humanitas

van der Kleij, A., "Provisions for Victims of Trafficking in Bonded Sexual Labour, i.e. Prostitution - in 6 European Countries," Bonded Labour in Netherlands BlinN, 2002

[http://www.humanitas.nl/project/Blinn\\_Final\\_Report.pdf](http://www.humanitas.nl/project/Blinn_Final_Report.pdf)

- Save the Children  
[www.savethechildren.org/trafficking](http://www.savethechildren.org/trafficking)

- Vital Voices  
<http://www.vitalvoices.org/programs/anti-trafficking/>

## National and Regional Sources

- European Union  
"Brussels Declaration on Preventing and Combating Trafficking in Human Beings," European Commission, 2002  
<http://www.belgium.iom.int/STOPConference/Conference%20Papers/brudeclaration.pdf>

"Trafficking in Women: The Misery behind the Fantasy. From Poverty to Sex Slavery," European Commission, 2001  
[http://europa.eu.int/comm/employment\\_social/news/2001/mar/61\\_en.html](http://europa.eu.int/comm/employment_social/news/2001/mar/61_en.html)

"Crime Assessment – Trafficking of Human Beings into the European Union," Europol, European Union law enforcement organization, 2001.  
<http://www.europol.eu.int/>

Recommendation 1542 (2002): "Campaign against trafficking of women," Parliamentary Assembly, Council of Europe, 2002  
<http://assembly.coe.int/Main.asp?link=http%3A%2F%2Fassembly.coe.int%2FDocuments%2FAdoptedText%2Fta02%2FEREC1545.htm>

EU's immigration policy  
<http://www.eurunion.org/infores/euindex.htm#I>

- The Government of Sweden  
Division for Gender Equality of the Ministry of Industry, Employment and Communications  
"Fact Sheet on Prostitution and Trafficking in Women"  
[http://naring.regeringen.se/fragor/jamstallldhet/pdf/prostitutioneng\\_n4004.pdf](http://naring.regeringen.se/fragor/jamstallldhet/pdf/prostitutioneng_n4004.pdf)

Ministry of Foreign Affairs. "Poverty and Trafficking in Human Beings: A strategy for combating trafficking in human beings through Swedish international development cooperation, 2003"  
<http://www.regeringen.se/prefak/files/Traffiick-inlaga.eng.pdf>

"Trafficking in Women and Children in Asia and Europe - A background presentation of the problems involved and the initiatives taken," 2001  
<http://www.utrikes.regeringen.se/prefak/files/trafficking.pdf>

- Nordic Council of Ministers  
Gunilla Ekberg, ed., Final report- Nordic Baltic Campaign Against Trafficking in Women 2002, (Copenhagen, Denmark: Nordic Council of Minister, Tema Nord, 2004) [forthcoming].



"Statement and Recommendations concerning Trafficking in Women in the Nordic and Baltic Countries adopted at the Informal Baltic Ministers' Meeting in Stockholm, Sweden, April 9, 2003."  
[http://naring.regeringen.se/fragor/jamstallldhet/pdf/readmore\\_prostitution.pdf](http://naring.regeringen.se/fragor/jamstallldhet/pdf/readmore_prostitution.pdf)

- United States Department of State  
US Department of State 2003 Trafficking in Persons report  
<http://www.state.gov/g/tip/rls/tiprpt/2003/>

"Assessment of U.S. activities to combat trafficking in persons", U.S.  
Department of Justice, August 2003  
[http://www.usdoj.gov/crt/crim/wetf/us\\_assessment.pdf](http://www.usdoj.gov/crt/crim/wetf/us_assessment.pdf)

"International Trafficking in Women to the United States: a contemporary manifestation of slavery and organized crime.", by Amy O'Neill Richard, November 1999,  
<http://www.cia.gov/csi/monograph/women/trafficking.pdf>

## Other Sources

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"The 'Natasha Trade,'" Taras Kuzio, 6 September 2002  
<http://www.rferl.org/newsline/2002/09/5-NOT/not-060902.asp>

## United Nations Development Programme

### Appendix: Trafficking Efforts

Bratislava Regional Centre Europe and the CIS  
September 2004

	UNDP Role in Anti-Trafficking	Description of UNDP Activity	Description of planned UNDP activity	Noteworthy comments from country office gender focal point	Key players
Albania	None			UNDP does not conduct specific counter-trafficking activities, but NGOs are important actors in the area.	IOM, Save the Children, NGOs
Armenia	Programme Implementer, Policy Dialogue,	Chair of extended UN Theme Group on Anti-Trafficking. Involved in the Foreign Ministry's Inter-Ministerial Commission on Anti-Trafficking. UNDP launched (March 2004) the country's largest <b>"Anti-Trafficking Programme: Capacity Building Support and Victims Assistance"</b> . A two-year programme implemented under the auspices of UNDP, in cooperation with UMCOR and IOM, and funded by the governments of Norway and the Netherlands, has three components a) capacity building framework for institutional strengthening and policy elaboration; b) awareness raising and c) victims' assistance.	Implementation of the two-year project: "Anti-Trafficking Programme: Capacity Building Support and Victims' Assistance".	Trafficking efforts in Armenia do not include enough initiatives on policy and legislation, including the implementation of the Palermo Protocol. The planned UNDP programme addresses these shortcomings.	UNDP, UNHCR, OSCE, CRS, UNFPA, IOM, UNICEF, ALSP, Caritas, UMCOR, US Embassy, USAID, Red Cross, ABA/CEELI, OSI, UK Embassy and Wordlearning.

	UNDP Role in Anti-Trafficking	Description of UNDP Activity	Description of planned UNDP activity	Noteworthy comments from country office gender focal point	Key players
Azerbaijan	None				IOM
Belarus	Programme Implementer, Policy Dialogue	"Combating Trafficking in Women in Belarus," a two-year programme funded together with the EC (900,000 euro), initiated in May 2003. Includes prevention strategy, assistance to victims, legislation review, training of officials, and cooperation with authorities and NGO's in EU states.	"Hot line" functioning; an electronic database on entities providing assistance to victims created; a shelter in Minsk established; a documentary film on trafficking in women in Belarus developed; coordination between related ministries and NGOs facilitated.	A major impediment to anti-trafficking efforts in Belarus is the lack of information and coordination among government agencies and NGOs in combating trafficking in women. In addition, very few NGOs deal directly with trafficking.	IOM, YWCA - La Strada, Ministry of Labour and Social Welfare, Ministry of Interior, OSCE and US Embassy.
Bosnia & Herzegovina	None				OSCE, UNICEF, OHCHR, UNHCR, IOM, SIDA, EUPM (European Union Police Mission)
Bulgaria	None			The Act on trafficking of human beings was adopted last year. Support for	IOM, NGOs, to some extent the government

	UNDP Role in Anti-Trafficking	Description of UNDP Activity	Description of planned UNDP activity	Noteworthy comments from country office gender focal point	Key players
				institutional capacity building for the implementation of the legislation is crucial at that stage.	
Croatia	None				NGOs, such as Rosa – Centre for Female Victims of War
Cyprus	No information available				
Georgia	Policy Dialogue	Participation in roundtables, co-hosted screening of the film “Lilja 4-ever”.		Discussion of trafficking is new in Georgia, and there is little data available about the problem.	IOM, ABA/CEELI, OSCE
Kazakhstan	Policy Dialogue	Roundtable discussions on trafficking with government representatives and Parliament members co-organized by the UNDP Gender in Development Bureau in February 2003.	Continuation of inter-agency work to develop existing legislation.		IOM, OSCE, EU, US Embassy
Kosovo	None			Regional cooperation needs to be strengthened in the field of trafficking.	IOM
Kyrgyzstan	None			Actors currently involved are relatively successful.	IOM, NGOs
Latvia	None				IOM, Nordic Council of Ministers Office, UNIFEM
Lithuania	None		Possible anti-trafficking programme with the support of Norway.		IOM, Sida
Macedonia	None		Possible future programme in	Most energy and resources to combat trafficking are	IOM

	UNDP Role in Anti-Trafficking	Description of UNDP Activity	Description of planned UNDP activity	Noteworthy comments from country office gender focal point	Key players
			collaboration with the NGO VITRA.	concentrated at the central level and in NGOs, while the institutionalization of anti-trafficking measures on the local level is somewhat neglected. This may be a future entry point for UNDP Macedonia.	
Moldova	Programme Implementer, Policy Dialogue	<p>Project: "Center for Prevention of Trafficking in Women"</p> <p>The project proposes to achieve the outcome of effective national policy response to minimize trafficking in human beings, supported by high quality legal assistance to victims and potential victims of trafficking, by means of:</p> <ul style="list-style-type: none"> <li>-Provision of free of charge social rehabilitation and legal consultations;</li> <li>-Law enforcement;</li> <li>-Capacity building: specialized trainings in anti-trafficking for police, prosecutors etc.</li> <li>-Public awareness: hotlines, publications, broadcasting</li> </ul> <p>Project "Better Opportunities for Youth and Women in Moldova"</p>		The Law on Anti-trafficking is drafted and is submitted for approval to the Parliament. There is a referral system in place and an action plan on anti-trafficking. The mechanism of coordination of anti-trafficking initiatives is in place (the TA coordinating meetings chaired by OSCE meets on a monthly basis)	<p>Government</p> <p>USAID</p> <p>UNICEF</p> <p>U.S. Embassy (INL, U.S. State Department)</p> <p>IOM</p> <p>OSCE</p> <p>ILO</p> <p>La Strada and other NGOs</p>

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		<p>The objective of the project is the socio-economic reintegration of vulnerable groups, including victims of trafficking, using the preventive approach by creating a network of approximately ten self-sustaining centres in regions outside the capital, operated by local NGOs. There are going to be separate centres for the two populations: young people and vulnerable women.</p> <p>The centres will provide safe, supervised learning and possibly living environments. Beneficiaries receive life-skills, job and employment training, health services and counselling, and tangible work experience.</p>			

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Poland	Policy Dialogue	Meeting with NGOs and the government on the implementation of the "Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children," co-organized in April 2003.	Project proposal is currently being developed on counteracting violence and trafficking in women on the local and national level.  A joint Conference on Human Trafficking with the Presidential Chancellery is planned at the end of 2003.	UNDP's role is central in facilitating the national policy discussion. UNDP could also have an important role as a regional actor, which can promote regional cooperation on trafficking.	IOM, OSCE, La Strada, UNHCR, Save the Children, UNHCR. Ministry of Justice, the Ministry of Interior, Swedish Embassy
Romania	Programme Implementer, Policy Dialogue	The "Law Enforcement Best Practice Manual," a USAID-supported project, initiated in November 2001. It has produced an anti-trafficking manual for specialist investigators, adopted as a regional standard by 13 South-East European countries.  Policy dialogue, meetings and workshops, work closely with both national and regional organizations and authorities against human trafficking.	National anti-trafficking call centre.  Regional NGO anti-trafficking network  Support of the implementation of the Comprehensive Anti-trafficking Training Strategy in	UNDP Romania is recognized as a sub-regional leader on anti-trafficking police training  <a href="http://www.undp.ro/governance/law_enforcement.php">http://www.undp.ro/governance/law_enforcement.php</a>	SECI, UNODC, ICMPD, Stability Pact, Ministry of Interior, USAID, IOM

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		UNDP is member of the national anti-trafficking inter-ministerial task force.	South-Eastern Europe (jointly with ICMPD).		
The Russian Federation	Policy Dialogue			UNDP's relations with legislative and executive bodies, NGOs, and the media in both central and remote regions of the Russian Federation, renders UNDP well placed to conduct informational and public awareness campaigns to promote the adoption of the new anti-trafficking law.	International organizations work closely with NGOs, such as Falta, Syostry, Angel Coalition, Women Crisis Center, Angara, Femina
Tajikistan	None				IOM, OSCE, UNTOP
Turkmenistan	None			There are currently no plans to get involved in trafficking due to the sensitivity of the issue. Present agencies in the field face difficulties in implementing their programmes.	IOM
Turkey	None			UNDP involvement could be valuable, in particular in building capacity for monitoring and collecting statistical data.	Ministry of Interior, EC
Ukraine	Programme Implementer, Policy Dialogue	Screening of the film Lilja 4-ever and side events organized by UNDP and IOM in four regions of Ukraine to facilitate discussion.	An anti-trafficking programme is considered, but is not a priority until a cost-	There are big geographical gaps in anti-trafficking efforts in Ukraine. However, Ukraine in many respects is more advanced than most EU-countries in combating	IOM, USAID, La Strada, Winrock, OSCE, local NGOs



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		<p>Training law enforcement officials and strengthening the office of the Ombudsperson to ensure that victims of gender-related violence, including trafficking, have access to justice.</p> <p>Support to men against violence through the establishment of centres and networks for rehabilitation.</p> <p>Conduct prevention campaign "16 days against violence" to raise public awareness of gender violence.</p>	sharing partner is identified.	trafficking; there is a national action plan and a special police group that works only on trafficking issues. There is a lot to be done in the recipient countries, which often do not have national programmes, police capacity or even the will to address trafficking.	
Uzbekistan	UNDP is actively engaged in Policy Dialogue. In addition, UNDP CO has plans to support the translation and publication of the training manual for law enforcement officials in Uzbekistan.	"On using legal instruments to combat trafficking of women and children," a sub-regional seminar, co-organized with ESCAP in May 2002.	<p>A joint Conference on Human Trafficking with OSI, OSCE and the joint UNDP/ Government of Uzbekistan Development Support Services Programme is planned for the next quarter.</p> <p>The concept paper 'Human</p>	<p>Efforts to combat trafficking lack coordination. There is also a need for comprehensive research efforts and more active resource mobilization.</p> <p>UNDP could build on its networks with economically vulnerable groups, which are the targets for anti-trafficking initiatives.</p>	IOM, Winrock, INL OSCE, USAID, and UNDP. We have participated in a dialogue with these agencies, and both OSCE and USAID have received significant funding and support for work in this area. USAID is funding an intensive IOM research project and OSCE is involved in training and awareness raising campaigns focusing on

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			trafficking in Uzbekistan' is being developed for the launch of an interagency project (UNDP, UNICEF, UNODC and other agencies). UNDP will be the leading agency.		this issue.

#### Analysis of UNDP Anti-Trafficking Efforts

- Country offices active in anti-trafficking: 43.5 percent (10 offices)
- Country offices active as Programme implementers: 21.7 percent (5 offices)
- Country offices active in Policy dialogue: 43.5 percent (10 offices)
- Country offices with planned activity: 34.8 percent (8 offices)

(Based on information from 23 out of 25 country offices).