JOINT EAST WEST RESEARCH PROJECT ON TRAFFICKING IN CHILDREN FOR SEXUAL PURPOSES IN EUROPE: THE SENDING COUNTRIES

ALBANIA REPORT

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COMPILED BY:
Alma MAKsUTAJ – Programme Coordinator

Edited by:
Altin HAZIZAJ - Director
S. Thornton BARKLEY- Director

Edited by Muireann O’Briain

Qendra per Mbrojtjen e te Drejtave te Femijeve ne Shqiperi - CRCA
Children’s Human Rights Centre of Albania
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The Children’s Human Rights Centre of Albania - CRCA also would like to thank the officials of the Ministry of Public Order, Ministry of Foreign Affairs, Ministry of Labour and Social Affairs, The Anti-trafficking Directorate and the Directorate of Police in the Ministry of Public Order for their contribution and for putting data and materials at the disposal of the researcher for the preparation of this research.

The Children’s Human Rights Centre of Albania - CRCA wants to thank the representatives of NGOs and INGOs in Albania who helped us with relevant reports and data relating to child trafficking and trafficking in human beings. Special thanks go to Terre des Hommes, IOM, Useful to Albanian Women, Save the Children in Albania, ILO-IPEC office in Albania, IRCCRA, and CRCA Child Legal Protection Office.

The Children’s Human Rights Centre in Albania would like to thank especially ECPAT-Netherlands and ECPAT-UK for the technical and financial support given to CRCA for the preparation of this Research.
Working together all of us can bring a prosperous world for children!
INTRODUCTION

During the years of transition, the phenomenon of the trafficking of children has turned into one of the most severe violations of children’s rights in Albania. Child trafficking is the most severe form of child rights violations because it attacks child safety and protections, and damages children’s health, development and moral values, putting children life at risk at any moment. On the other side we have the traffickers who don’t have respect for children’s lives and well-being or his / her rights. A child without rights, is a slave, and that’s the reason child trafficking is a serious negative phenomena that should be tackled with all the means and force available.

Many studies and reports have been prepared and published by local, national, and international NGOs. In the existing research and reports on the trafficking of human beings published until now, it is obvious that child trafficking has been only a part, not the main subject. Considering this fact, the preparation of a research-report on trafficking in children for sexual purposes becomes a necessity.

The preparation of this research - report started in September 2003 and finished in January 2004. The researcher has tried to include all the data, information and evidence on child trafficking for sexual purposes that has been available in Albania up to this time. The Report has also included the latest measures taken by the Albanian Government against child trafficking, including the preparation of a National Strategy Against Child Trafficking in Albania.

In order to make possible the preparation of this research-report, several methods have been used such as interviews with representatives of Ministries and Governmental institutions, and NGO / INGO representatives. The Researcher has also reviewed official data, reports, documents and publications of the Albanian Government and those of the NGO / INGO sector in Albania.

The preparation of this Report was made possible through the technical and financial assistance of Ecpat / Defence for Children International Netherlands. This Report is part of the Joint East – West project on trafficking in children for sexual purposes in Europe: The sending countries. With this Report we aim to bring once more to the public and political agenda the child trafficking issue, in order to initiate measures for the elimination of this phenomenon from our country and society.

In the Republic of Albania, children are considered all citizens under the age of 18 years. The number of children in Albanian is 1,369,000 out of a total population of 3,320,000. 33% are under 15 years of age, 40% are under 18 years of age, and about half are under 25 years of age. In accordance with Article 54 of the Albanian Constitution, children enjoy rights and special protection from the state.

During the transition period, the children of different age groups receiving pre-school and high school education decreased considerably. There was even a drop in the number of children receiving the compulsory eight-year education programme. Statistical data on the registration of children in educational institutions in 2000 shows that only 36% of children between 3-5 years of age were registered in pre-school education; in the compulsory education programme there were 543,967 pupils, and in higher education 102,971 pupils.¹

One of the most serious problems in the educational system, which has profoundly influenced the trafficking of children, is the school dropout rate. The percentage of children in the age groups that

should attend the eight-year (elementary and secondary) education programme has decreased from 95% in 1990 to 75% in 1997. More serious is the situation of children who are not even registered in school. This problem is more visible in areas affected by internal migration. Some estimates show that about 35% of children living in these areas are not registered in school.

School dropouts remain a serious concern. Overpopulation in the urban areas has created problems related not only to the geographical distribution of schools, but also to the normal functioning of classes in existing schools. In urban areas, the number of pupils in a classroom is increasing. In all cities and towns, this number is above normal, up to 45 per class in the eight-year schools and 34 per class in high school. According to the responses to a questionnaire prepared by CRCA for its research on the causes of school dropouts in Albania, over 17% of children drop out of school in order to work.

A problem of the last decade has been blood feuds, which affects children directly or indirectly, whether as offenders or as injured parties. Although there is a lack of information on this issue, many children involved in blood feuds are forced to drop out of school, and go into hiding and risk falling prey to traffickers.

Street children represent the most suffering, vulnerable and least protected category of children, exposed more than any other group to risks such as mistreatment, insecurity, illiteracy and malnutrition. In Tirana alone, more than 800 street children live as beggars, peddlers, shoe polishers, etc.

Children without protection, orphans, children of divorced parents and other vulnerable children can become “prey” to forms of exploitation and abuse. Working children, or those involved full-time in other money-making activities, are children that have definitely dropped out of school, whereas others attend and work at various different jobs, mainly after school, thus contributing to the family’s livelihood or simply helping to support themselves. CRCA estimates that nearly 50 thousand children under 18 years of age work full or part time in Albania.

The low standard of living makes it impossible for parents to satisfy the needs of their children. Schools offer limited possibilities for leisure time or entertainment after lessons. Parents do not spend enough time with their children, and often, they are not capable of bringing up happy children.

According to data from Comitato Minori Stranieri of Italy, 9,047 Albanian children were reported to be unaccompanied between June 2000 and November 2001. This category of children, living in
foreign countries, and away from their families, face many risks, such as mistreatment, physical and sexual abuse, induction into the worst forms of child labour, trafficking and other illegal activities.

Roma children live in poverty and difficult social conditions and many Roma children and families survive by begging. In summer Roma children, especially those who live in towns or areas close to the Greek border, go to work temporarily in Greece.
I. METHODOLOGY OF THE RESEARCH

A. Objectives and Methodology

The objectives of this research are:

- To report on the situation of child trafficking in Albania;
- To describe the causes and reasons of trafficking in children for sexual purposes;
- To review what measures have been taken for the alleviation and prevention of child trafficking in Albania;
- To evaluate the role of the Albanian government for the elimination of child trafficking in Albania.
- To make known the problems encountered in combating trafficking in children;
- To raise awareness among the public and especially children for the consequences of trafficking in children for sexual purposes;
- To present a list of recommendations and proposals necessary to eliminate child trafficking.

The Methods used in this research were:

- Interviews with representatives of the Ministry of Public Order, Ministry of Justice, Ministry of State, Ministry of Labour and Social Affairs, Ministry of Foreign Affairs and other governmental bodies and institutions;
- Interviews with staff of the Directorate of the Criminal Police and Directorate of Anti-trafficking at the Ministry of Public Order;
- Interviews with representatives of local, national, and international NGOs;
- Review of existing Albanian legislation related to child trafficking and children;
- Review of the UN international standards on child trafficking, and children in general and their implementation in Albania;
- Review of reports, data and documents provided by the Governmental institutions, NGOs and INGOs related to child trafficking in Albania and the SEE region.
- Secondary data available from Governmental sources and other international organisations such as the World Bank, UNICEF, OSCE etc.
- Mass Media news clips, articles, interviews and data on child trafficking in Albania;
- Interviews with children victims of trafficking, parents etc.
- Questionnaires.

During the time of the preparation of this research it was impossible to interview children victims of trafficking for sexual purposes. However several documented interviews from other CRCA research (“Forgotten Children” – A report on Child Labour in Albania, CRCA 2000) has been used for this research in order to illustrate the grief of children who have fallen victims of trafficking. In this report we have been using interviews with children, parents and police representatives published in major newspapers in Albania.
B. Profile of the interviewees

From the Albanian Government

1. Mr. Dolor Tozaj - Spokesman, Ministry of State;

2. Mr. Avni Jashanllari – Chief of the Anti-Trafficking Section in the Ministry of Public Order;

3. Ms. Uina Alikaj - Director of the Centre for the Rehabilitation of Trafficked Victims in Linza – Tirana, Ministry of Labour and Social Affairs;

4. Ms. Etleva Sheshi – Child Rights Expert at the Committee for Equal Opportunities in the Ministry of Labour and Social Affairs;

5. Ms. Natasha Pepivani – Chief at the Section for Relations with NGOs in the Ministry of Labour and Social Affairs;

6. Mr. Spatak Guma – Chief of the Regional Office to Combat Trafficking, Police Authority of Tirana;

7. Mr. Elvin Hysenbelliu - Social Worker at the Centre for the Rehabilitation of Trafficked Victims in Linza – Tirana, Ministry of Labour and Social Affairs;

8. Ms. Anola Shala- Chief of the Minors’ Directorate at the Ministry of Justice;

9. Mr. Ylli Shazovari - Chief of the Criminal Information Analysis Section in the Ministry of Public Order;


11. Mr. Shkëlqim Saço – Commissar, Vice Directorate to Combat Organized Crime in the Ministry of Public Order

From the NGO sector


2. Mr. Altin Hazizaj - Director, Children’s Human Rights Centre in Albania- CRCA, Tirana.

3. Ms. Sevim Arbana- President, “Useful to Albanian Women” Centre, Tirana

International Organizations

1. Mr. Vinsent Tournecuillert - Chief, Terre des Hommes mission in Albania.


3. Ms. Anduena Shkurti - Programme Coordinator at Save the Children in Albania, Tirana.


7. Mr. Albi Greva - Representative, Public Information Office, IOM, Albania.

II. LEGISLATION

Definition of “child trafficking” in the Albanian Legislation

Although child trafficking in Albania is prohibited, one cannot find a definition of the term “child trafficking” in the existing legislation. The relevant reference for the offence of child trafficking is described in the Albanian Criminal Code, Article 128/b, newly amended by the Albanian Parliament in 2002. Before this date child trafficking was not an illegal offence in Albania.

The interviews that the researcher carried out with representatives of Governmental institutions and NGOs in Albania show that they use the definition “child trafficking” based in the definition of the Trafficking Protocol, which says:

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“Trafficking in Persons” shall mean 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 the giving and 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.
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However the Albanian Criminal Code, in the opinion of interviewees, does not make a clear difference between “trafficking of human beings” and “smuggling of migrants”. In this research we have referred to the term “smuggling of migrants” as described in the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, to which Albania is a state party since December 2000.

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“Smuggling of migrants” shall mean the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or a permanent resident”.
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Albanian Legislation on trafficking of children

The Albanian legislation provides specific articles on trafficking in human beings and severe sentences for the perpetrators. The Criminal Code has a specific article related to child trafficking, namely Article 128/b.

According to the Criminal Code, Article 110/a trafficking of women and children for the purposes of sexual exploitation, or material or other gainful purposes, attracts a sentence of between 5 to 15 years or life imprisonment, depending on the severity of the offence.

The Albanian legislation differentiates between “trafficking of human beings” related to trafficking of women and children for sexual exploitation, and other criminal offences such as concealing or exchanging a child, illegal border crossing, or aiding someone to cross the border illegally. It also punishes the organisation of prostitution and related activities.

The Albanian Criminal Code provides penalties for criminal acts related directly or indirectly to trafficking in human beings, including children. As well as the above mentioned acts, these include keeping, using, financing or renting premises for the purposes of prostitution; kidnapping and abduction of children under the age of 14; depriving a person of his freedom by putting his life at risk or by causing him severe physical sufferings, beatings or rape; the removal of identification papers; forgery of identification papers; and threatening or committing other criminal offences in collaboration with criminal organizations or armed groups.

Victims of trafficking have the right to be legally represented and have the right to a translator paid by the Government. They have the right to speak and to be informed about the evidence and documents related to them. However, Albania does not have a witness protection law. The absence of such a law means that traffickers often are not denounced by their victims who fear for their lives or the lives of their parents.

Bilateral agreements

The Albanian Government has concluded and signed a number of bilateral agreements, among which we can mention:


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9 Information provided by the Ministry of Foreign Affairs, Republic of Albania, 2003.


Albania signed the Convention on Transnational Organized Crime on 12th December 2000 and brought it into effect in August 2002, together with two of its optional protocols. Recently the Albanian Government has negotiated with the European Union and United Kingdom to sign similar protocols as the ones mentioned above.

The National Strategy to Combat Trafficking in Human Beings and the National Plan of Action

During 2001, the Albanian Government adopted a National Strategy to Combat Trafficking in Human Beings. A National Plan of Action (NPA) was prepared and attached to the Strategy. The NPA includes concrete measures for every ministry and governmental institution to combat trafficking in human beings. The National Strategy and the Action Plan were prepared by an inter-ministerial working group, where local, national, and international NGOs participated actively in the process.

The National Strategy and its National Plan of Action is the major policy document of the Albanian Government’s fight against trafficking in human beings and it covers a period of four years (2001-2004). The main aim of the National Strategy is to engage the efforts of the Albanian Government to prevent and eliminate trafficking in human beings, to protect and help the victims of trafficking and to make possible their re-integration in society.\textsuperscript{10} The major objectives of the Strategy are:

- Design and implementation of the necessary legal framework;
- Institutional, structural and organisational changes, and the establishment of a committee under the Prime Minister’s office to combat trafficking in human beings;
- Improvement of social conditions and decrease in the level of poverty;
- Increased care for trafficked victims and their reintegration;
- Strengthening of cooperation among state institutions and the regional police forces interested in this issue;
- Increased public awareness.

\textsuperscript{10} National Strategy to Combat Trafficking in Human Beings, approved by the Albanian Government in 2001 and entered into force in the same year.
However, the National Strategy does not have a separate chapter related to child trafficking, although during 2003 the Albanian Government formed a Working Group under the responsibility of the Ministry of State for the preparation of the National Strategy to Combat Child Trafficking. The working group members include representatives from Ministries, NGOs, INGOs and other interested parties. It is expected that the new Strategy will be prepared and approved by the Government during 2004.

**National Strategy for Children in Albania**

Albania ratified the UN Convention on the Rights of the Child (CRC) by Presidential Decree in February 1992. The Convention entered in force and is considered part of Albanian legislation since March of the same year. However, it is worth stressing that until 2002, neither Parliament nor the Government had taken any initiative aimed at improving the legislation, the policies, or the situation of children in Albania in accordance with the commitments under the CRC.

It was only in 2001 that the Albanian Government, in collaboration with Albanian NGOs, including CRCA, prepared and approved the National Strategy for the Children of Albania. This document seeks to improve the situation for children over the next five years.

In this document little attention has been paid to children victims of trafficking, and it deals mainly with the issue of child labour and its worst forms in Albania. However the Strategy and its Plan of Action provide measures that the Albanian Government and its institutions should take over the next five years on child health and education, juvenile justice and child abuse, social assistance, child participation etc.

**Convention on the Rights of the Child (CRC)**

*Article 34*

States Parties undertake to protect the child from all forms of sexual exploitation and sexual abuse. For these purposes, States Parties shall in particular take all appropriate national, bilateral and multilateral measures to prevent:

A) The inducement or coercion of a child to engage in any unlawful sexual activity;

B) The exploitative use of children in prostitution or other unlawful sexual practices;

C) The exploitative use of children in pornographic performances and materials.
III. RESULTS OF INTERVIEWS

A. CHILDREN AND ADOLESCENTS IN ALBANIA

The long period of political instability in the country, a weak private sector, the lack of budgetary resources of the Government, and improper policies for the economic and social development of the country are the major characteristics of Albania during thirteen years of transition. These are the characteristics which promoted the trafficking of children in Albania.

Three political crises, which Albania suffered between 1990 and 2000, have largely influenced the trafficking of children in the country. The crisis of pyramid schemes in 1997 brought about the collapse of the government and Albania was on the brink of a civil war. In 1998, the murder of a Member of Parliament brought a new crisis, which resulted in the reluctant resignation of the Prime Minister, and the burning of several government ministries and offices, including the office of the Prime Minister. The war in Kosovo in 1999 brought more than 600,000 Kosovar to Albania, in a land that was already poor and tired from a long period of political, economic, and social transition.

Considering all these crises, it can be said that the period between 1992 and 1998 was the time when the trafficking of children for exploitation and prostitution flourished. Furthermore, very little was done to prevent the traffic, on the basis that the victims left the country voluntarily looking for a better life in Western countries.

From 1992 to 1998, very little interest was shown in the victims or their destiny.

Between 1998-2000, the receiving countries such as Italy, Greece, France, Belgium, etc., started to turn back and repatriate trafficked victims to their countries of origin. The victims often ended up in detention centres in destination countries, since they did not have valid documentation. According to reports in the media at that time, trafficked children were dealt with as offenders and not as victims.

Under international pressure from the USA and Italy, during 2000, the Albanian government strengthened its fight against trafficking in human beings. The Ministry of Public Order and the local Police Directorates started to take measures not only to locate victims, but also to assist their return to their families.

In the last three years, the Albanian Government has given a top priority to combating the traffic in human beings, especially women and children as well as to the treatment and rehabilitation of its victims. In 2001, a National Strategy to Combat Human Trafficking was prepared and approved by the Albanian Government with the assistance of Albanian and foreign NGOs. In a show of strength, the newly appointed Albanian Prime Minister, declared that his government would be called “the anti-

<table>
<thead>
<tr>
<th>REASONS OF CHILD TRAFFICKING IN ALBANIA</th>
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<tbody>
<tr>
<td>1. Poverty</td>
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<tr>
<td>2. Political instability</td>
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<tr>
<td>3. Unemployment</td>
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<td>4. False marriage</td>
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<td>5. Divorce</td>
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<td>6. Domestic violence</td>
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<td>7. Educational level and background</td>
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<tr>
<td>of the family</td>
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<tr>
<td>8. Links between politics and</td>
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<tr>
<td>criminal groups</td>
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<tr>
<td>9. High level of corruption inside</td>
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<tr>
<td>Justice system</td>
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<tr>
<td>10. Loss of the system of values</td>
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<tr>
<td>11. Wish for a better life in a Western</td>
</tr>
<tr>
<td>country</td>
</tr>
</tbody>
</table>

Poverty and groups at risk

In Albania, it is not only the unemployed, or families living in poverty, that make up the total picture of poverty. Poverty also affects those categories of the population who are denied the basic rights of having a house, sufficient food, heating, warm clothes in winter, suitable employment based on their physical and educational capacities, a neighbourhood school and the chance to attend school, primary health care, protection from robbery and violence, and to have a voice in society. The number of Albanian families below the official poverty level is about 146,000.

Lack of family income differs not only from one region to the other, but within the same region as well.

Because of the low level of income, the economic/financial aid from the state to low-income families does not help these families to escape poverty. Despite the lack of complete data at rural level, the groups at risk include children (orphans, those who drop out of school, working children, children subjected to abuse or blood feuds), women (the unemployed, heads of families, victims of domestic violence, trafficked or prostituted women), the elderly living alone and unable to care for themselves, young people (drug and alcohol addicted, school drop-outs, the unemployed, those with criminal records, etc.), and people with physical disabilities.

The current social protection schemes for education and health-care, and the judicial and police systems are inadequate in terms of protecting and integrating these categories of vulnerable persons into normal life. The rural population is more exposed to the risk of social exclusion.

### A.1 Recruitment of Children

Between 1992 and 1999, the main ways of recruiting children for the purposes of sexual exploitation were by forced abduction, deception, promises of marriage, studying abroad etc.\footnote{Psycho-Social Centre “The Hearth”, Vlora, 2002}

In the year 2000, in addition to the methods mentioned above, other ways emerged such as sale of children by parents or extended families, which in some cases were the exploiters of their own children, as some of the interviewees reported.

A study conducted by the Psycho-social Centre “The Hearth” in Vlora reveals that the main ways of recruitment of girl victims are as follows:\footnote{Psycho-Social Centre “The Hearth”, Vlora, 2002 . Interviews have been carried out throughout 1992 – 2001.}

#### Methods of recruitment

- Willingly 102 girls
- False marriages 84
- Job deception 72
- Sold by their families 10
- False engagements 18
- Abduction 3

Most of the girls interviewed in the above-mentioned study were under 18 years old. Meanwhile the adult ones declared that they were also trafficked abroad for sexual purposes when they were children.

\footnote{The so-called “Vlora Route” was the most used for trafficking and smuggling of human beings. Vlora is a seaside town in Albania located some 150 km south of Tirana. The main means of transport were medium-size speedboats that could hold 30–40 people. The journey between Vlora and Italian coast is believed to take two hours. (Albanian Editor’s note) 15 Psycho-Social Centre “The Hearth”, Vlora, 2002 16 Psycho-Social Centre “The Hearth”, Vlora, 2002 . Interviews have been carried out throughout 1992 – 2001.}
The majority of the interviewees for this study stated that some of the families are aware of the exploitation of their child for sexual purposes, and that some are even collaborators in the offence.

The interviewees state that the majority of children know that they will work in the country of destination, but they do not know the kind of work they will do.

The Head of the Anti-trafficking Office in the Ministry of Public Order, Mr. Avni Jashanllari said that his office and staff had not encountered so far any case of recruitment by means of the Internet or media advertisements.

A.2 Profile of the groups at risk

Features of children victims of trafficking

- Children are between 5 to 18 years old.
- Children come from families with social problems and low income.
- Children who have dropped out of school or have never been to school.
- Neglected children or children without parental care.
- Children from divorced families or very large ones.
- Orphaned children.
- Children from families where the parents are employed abroad.
- Child labourers.
- Roma Children.

According to the CRCA, child labourers and children from the Roma community are one of the social groups most affected by trafficking. Its previous research “The Vicious Circle” showed that trafficked children experience the phenomenon of the “vicious circle”.

Children returning to the country of origin do not find opportunities to integrate into society or work, and are unable to support themselves. Lots of these children, in the opinion of the interviewees, suffer prejudice from members of the family and society. Parallel to these problems, the traffickers exert pressure and use all kinds of strategies to re-integrate children in their networks, and as a result reports from media or police authorities have shown that children are often re-trafficked to the countries where they were previously exploited.
A.3. Geographical distribution of the phenomenon of trafficking in children

During a ten-year period (1992-2001), some areas have become centers for trafficking of children, including: Tirana, Berat, Fier, Shijak, the region of Laç, Vlora, etc.\(^{17}\). The lack of data makes it difficult to assume which areas of Albania have been the most or least affected. However, based on the available data below, one can assume that children throughout Albania have been affected by child trafficking. Most of the interviewees believe that since 60% of the population of Albania lives in the rural areas, they have been the main source of child victims.

<table>
<thead>
<tr>
<th>Town</th>
<th>No. of girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tirana</td>
<td>55</td>
</tr>
<tr>
<td>Vlore</td>
<td>53</td>
</tr>
<tr>
<td>Durres</td>
<td>23</td>
</tr>
<tr>
<td>Lushnjë</td>
<td>23</td>
</tr>
<tr>
<td>Fier</td>
<td>12</td>
</tr>
<tr>
<td>Berat</td>
<td>14</td>
</tr>
<tr>
<td>Gramsh</td>
<td>7</td>
</tr>
<tr>
<td>Korce</td>
<td>9</td>
</tr>
<tr>
<td>Elbasan</td>
<td>12</td>
</tr>
<tr>
<td>Peshkopi</td>
<td>6</td>
</tr>
<tr>
<td>Sarande</td>
<td>14</td>
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<tr>
<td>Shkoder</td>
<td>10</td>
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<tr>
<td>Lac</td>
<td>7</td>
</tr>
</tbody>
</table>

A.4 Routes for child trafficking in Albania\(^{18}\)

The geographical position of Albania favors different kinds of trafficking (i.e. human, drugs, contraband material) and consequently, the trafficking of children as well. For the Eastern European countries, Albania has been the main gate to the Western countries, since the country shares parts of the Adriatic Sea with Italy. Albania is a country of transit and a country of origin. Trafficked children come from Moldova, Romania, Russia, Ukraine, Bulgaria, Serbia and Albania itself. Children are trafficked in Albania by Moldavian, Romanian, Serbian and Albanian traffickers, and are sent to the receiving countries such as Italy, France, Belgium, Netherlands, and United Kingdom.

Interviewed representatives from the Anti-trafficking Directorate in the Ministry of Public Order and the Regional Office to Combat Human Trafficking in Tirana Police Authority are of the opinion that Albania is no longer a country of transit for child trafficking, whereas representatives of NGOs and international agencies have reservations about this statement. Although the “Vlora Route” is not used anymore for the trafficking of children, the same cannot be said about the trafficking of children to Greece or Kosovo. A CRCA representative interviewed for this research declared that the borders between Albania and Greece and Albania and Kosovo, are not properly policed. This means that


\(^{18}\) The National Strategy to Combat Trafficking of children, 2001
The story of a girl trafficked to Greece

“I was engaged, and my lover invited me to go to Greece for holidays. When we arrived in Athens, he and his friends raped me. After that, they forced me into prostitution. We were four girls, forced to do the same thing each day. At that time I was 16. When I couldn’t earn 100,000 – 200,000 drachma each night, they tortured me. There were three males who tortured me cutting me with a razor. One of them lives in Korça and he still threatens me.”

traffickers may find large gaps in the Albanian borders and organise new routes. The fact that IOM Kosovo reported that their rehabilitation centres accepted nine Albanian girls during 2002 means that a new route has been opened between the two countries19. Although there is not strong evidence to support such a claim, from the numbers available, the researcher believes that this route exists.

B. NATIONAL LEGISLATION AND LAW ENFORCEMENT

In the opinion of interviewees, the Albanian legislation is up to date and respects the international human rights standards and those specifically related to trafficking of children and human beings in general.

A major problem for Albania, mentioned during the interviews, is the application of the respective national and international legal standards by the law enforcement agencies.

Nevertheless, Albania does not have legislation related to sale of children. In 2003 a mother was arrested by the Police Authority of Durres (30 km from the capital) under the suspicion of child trafficking and illegal adoption of her child to an Italian family for the amount of a TV set.

An Inter-ministerial group of the Albanian Government is preparing several amendments to the criminal code and other related provisions on children. Many legal experts interviewed for this research say that the sale of children should be one of the articles to be amended in the Code.

The Albanian Constitution provides special protection to women and children in Albania. However, this needs to be accompanied by other legal standards. The major legal document that protects children from child trafficking is the Albanian Criminal Code, approved by Law No. 7895 of 27 January 1995 and with new amendments in 1997, 1998 and 2001.

The main provision of the Criminal Code that prohibits child trafficking is Article 128/b, which was amended in the Code in January 2001. A more detailed review of this Article is described in Chapter II of this Report.

During the time of the preparation of this report, a new Family Code was prepared and approved by the Albanian Parliament. The Family Code entered into force in January 2004 and despite the expectations of many legal experts, the new Code failed to address the issue of sale or trafficking of children by parents or members of the extended family, or that of unaccompanied children. The NGO sector in Albania has requested the Albanian Government to amend the new Family Code with articles that can address the above-mentioned issues.

19 IOM Kosovo – Counter Trafficking Unit Return and Reintegration Project “Situation Report February 2000 to September 2002”.
Internal child trafficking is another problem that children face in Albania. However, there is a lack of information concerning internal trafficking and it is difficult to say how this trafficking is organised, where it takes place and which are the most affected areas.

**B 1. Law Enforcement Agencies**

Since the approval of the National Strategy to Combat Trafficking in Human Beings and the Plan of Action, many measures have been taken by the Albanian Government to strengthen the work of the law enforcement agencies in Albania. A Report by the Office of the Minister of State published in 2003, shows the main work that was carried out by Ministries and respective public institutions during 2002.

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1. **Ministry of Labour and Social Affairs**
   - Establishment of a Victim’s of Trafficking Shelter operational since September 2003. The Shelter is co-funded by the Albanian Government and IOM.
   - A National Conference on the issue of Trafficking of Human Beings was organised during 2003 with senior representatives of the Government and NGOs in Albania with the main aim of coordinating actions and initiatives.
   - The Ministry is preparing two major strategies: Strategy for the Social Services and Strategy on Employment and Vocational Training, where special provisions will cover the victims of trafficking.
   - The Ministry will prepare a new legal framework and new standards for the return of children exploited in Greece and Italy. A study is being prepared by the Directorate of Migration on the situation of unaccompanied children in those two countries.

2. **Ministry of Education and Science**
   - In the curricula for Primary / Secondary Education new issues have been introduced by the teachers on trafficking, sexual education and protection.
   - Ministry of Education and IOM have started a joint programme of awareness for children in schools on child trafficking.

3. **Ministry of Defence**
   - The Ministry of Defence has strengthened its capacities to combat trafficking in human beings especially for the coast guard services.
   - Actions have been coordinated with the Ministry of Public Order and State Information Services (known as the Secret Services).
4. Ministry of Justice

- New amendments will be added in the Criminal Code related to trafficking of women and children for sexual purposes.
- New amendments will be prepared to combat trafficking of human beings or contraband materials by legal entities.
- Ratification of other international standards related to trafficking and organised crime.

5. Ministry of Foreign Affairs

- Prepare or sign readmission agreements with Bulgaria, Romania, Federal Republic of Germany, United Kingdom, Croatia, Netherlands, Moldavia and FYROM.

6. Ministry of Public Order

- Border controls strengthened at the “Mother Teresa” International Airport, and the ports of Durres and Vlora.
- Several coastal operations have taken place in cooperation with the Ministry of Defence and other countries such as Greece, Montenegro and the SECI Task Force in Romania.
- In these operations 323 cases of human trafficking were identified and 497 offenders were arrested up to 2002. Twenty eight organised groups have been identified.
- A new Rapid Reaction Force will be established and based in Vlora.

B 2. Arrests / Conviction rates

There is no official data related to the conviction rates for child trafficking in Albania. This is because the Ministry of Justice, INSTAT\(^{20}\), or the Courts in Albania have never published or made such data available.

On the other hand, the Ministry of Interior has a data system for crimes related to human and child trafficking. However, after reviewing the Crime Data Report of the Ministry of Public Order, it was noticed that the classifications of crimes kept changing almost every year. This makes it almost impossible to measure the change in crime levels of child trafficking for sexual purposes or other related crimes. The conclusion of the researcher is that the Ministry of Public Order does not have a stable Crime Data Report or system. One can see these discrepancies in the table below.

\(^{20}\) Albanian Institute of Statistics.
DATA ON CRIMES RELATED TO CHILD TRAFFICKING / HUMAN TRAFFICKING and SEXUAL EXPLOITATION

<table>
<thead>
<tr>
<th>Years</th>
<th>2000 (In numbers)</th>
<th>2001 (In numbers)</th>
<th>2002 (In numbers)</th>
<th>2003* (In numbers)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Speed Boats and other means of transport sequestered</td>
<td>41</td>
<td>71</td>
<td>43</td>
<td>32</td>
</tr>
<tr>
<td>People arrested for organisation of Human Trafficking</td>
<td>26</td>
<td>372</td>
<td>NA</td>
<td>42</td>
</tr>
<tr>
<td>Reported cases of Human Trafficking</td>
<td>NA</td>
<td>248</td>
<td>160</td>
<td>49</td>
</tr>
<tr>
<td>Reported cases of organised crime</td>
<td>NA</td>
<td>32</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>Returned boats</td>
<td>461</td>
<td>240</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>Returned smuggled persons</td>
<td>12100</td>
<td>7900</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Albanian females rescued from trafficking</td>
<td>NA</td>
<td>135</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>Foreign females rescued from trafficking</td>
<td>NA</td>
<td>57</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>Reported child trafficking cases</td>
<td>NA</td>
<td>NA</td>
<td>14</td>
<td>8</td>
</tr>
<tr>
<td>Reported cases of trafficking for sexual exploitation</td>
<td>NA</td>
<td>NA</td>
<td>196</td>
<td>NA</td>
</tr>
</tbody>
</table>

* Data are reported only for the first six months of year 2003.

C. CHILD CARE AND PROTECTION

Public Services for victims of trafficking

The Ministry of Labour and Social Affairs (MoLSA) is the responsible Governmental institution for the provision of public social services and assistance. During 2003 the Ministry in partnership with IOM established a shelter for the victims of trafficking, which is operational since September of the same year. However, Social Services are new to Albania and their mandate is currently under review in order to include rehabilitation and re-integration services for victims of trafficking.

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National / International NGO response

Most of the childcare and child protection services related to trafficking are provided by the NGO sector. However, the researcher observed that most of the services are not provided only to children, but also to women.

The major NGOs that work in the field of childcare and protection include CRCA, Save the Children, Terre des Hommes, and “The Hearth” Vlora. At present there is no map of cities where NGOs offer services, but based on the interviews and data provided by NGOs, it is widely understood that most of the services are available in Central and Southern Albania. The services in the field of childcare and protection include legal assistance, shelter, psychosocial assistance, non-formal education etc. Few NGOs have concentrated on the issue of legal and policy improvement.

Other major international agencies such as UNICEF and OSCE are more focused on the coordination of initiatives and funding of NGO initiatives. UNICEF together with ILO-IPEC and IOM are acting as advisors to the Coalition “Together Against Child Trafficking” where nine local and international NGOs participate. However none of the interviewees provided detailed information related to the work of the Coalition, making it difficult to assess the impact of the Coalition in Albania.

IOM, on the other hand, does not distinguish between children and women victims of trafficking for sexual purposes. For the researcher it was therefore difficult to assess how many children and how many women have been assisted through the services of IOM.

a) Prevention programmes

CRCA, the Children’s Human Rights Centre of Albania, in collaboration with the Olof Palme International Centre in Sweden, are implementing a prevention programme called “Stop Child Labour in Albania”. This programme, as well as seeking to eliminate child labour and its worst forms in Albania, also seeks to prevent the traffic of children for exploitation. The programme is being implemented since 2001 and has three major activities: Children’s Clubs in five districts of Albania; a National Awareness Campaign against child labour and child trafficking; and Capacity Building measures for the Government of Albania and NGOs. Children’s Clubs currently provide for 1200 child workers and children at risk, including non-formal education and leisure activities, psychosocial services and humanitarian aid.

The Committee for Equal Opportunities, a Governmental institution dealing with women’s and family issues, and the NGO Coordination Unit at the Ministry of Labour and Social Affairs, in partnership with CRCA, the Albanian Youth Council and the Albanian Centre for Human Rights in

**IOM** Tirana office has implemented a special programme to raise awareness on combating the trafficking of human beings and to build up institutional capacities through training. This initiative consists in organizing courses for inspectors and teachers in Albania to inform them about the prevention of trafficking in human beings.

IOM is currently carrying out the project “Prevention of Women and Girls Trafficking” through awareness raising and institutional capacity building. This project also focuses on prevention through an information campaign to increase public awareness – including radio and television, public announcements, printing and dissemination of posters and leaflets, designing materials for schools on gender / domestic violence and trafficking.

**OSCE** has been coordinating anti-trafficking activities among the international organizations and providing support to local NGOs, including capacity building. Regarding prevention measures, OSCE has supported the Women’s Rights and Anti-Trafficking Education Project (WRATE), since the year 2000. The main aim of this project was to raise awareness in Albania of women’s rights under international human rights conventions and domestic law. The project includes training of trainers and curriculum development.

**Save the Children -Tirana** and “Help the Children” - a local organisation, opened two youth centres in Cerrik and Kuçova in 2003. Young people are provided with information about trafficking in human beings and its consequences. Each centre has a library, sports hall, and computer room. In the centres consultations with children, parents and the community take place. In these Centres young people spend a great deal of their time and are assisted with information to help them with age-related problems. One of the most discussed issues in these centres is trafficking of children and its consequences. The centres were set up at the beginning of 2003.

**Terre des Hommes** (TDH) has implemented a prevention programme named P.R.A.E. V. E. “Prevention, reintegration and assistance for Child Victims of Migration” together with Help for Children (a local NGO), supported by UNCEF-Tirana and the OAK Foundation Geneva. The programme aims to prevent the risks of exile by making 3,000 children from the Elbasan and Korçë regions aware of the problem, with the support of schools and parents. Another objective of the programme was to set up a recording and detection system for children at risk, as well as a system of direct intervention for “high-risk” children.

**b) Repatriation programmes**

**International Social Services** (ISS), in collaboration with the Italian authorities, work for the safe return of unaccompanied children in Italy. ISS has worked on more than 4000 cases since 1992.22 International Social Services also reported that during 2002 it assisted the repatriation of 53 Albanian children, four of whom had been trafficked to Greece. Meanwhile, during 2003, ISS assisted the repatriation of 24 children to Albania, coming mainly from Italy. Morena Gjèçovic of ISS stated that 4 percent of repatriated children in Albania during 2002-2003 were trafficked children.

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Terre des Hommes, in collaboration with the Greek government, has a repatriation programme for the assisted return of children to Albania who had been trafficked to Greece. TDH reports that 15 children have been returned and safely placed with their families in Albania.

“The Hearth” functions as a Reception and Shelter Centre in Vlora for trafficked women and girls. “The Hearth” reports that the number of girls who were assisted in 2002 was higher than in the period 1999-2001.

c) Rehabilitation and Reintegration programmes

IOM in February 2002 opened a Reintegration Centre, which provides temporary shelter, medical assistance and psychosocial counselling, as well as help for the return and re-integration of Albanian trafficked victims. This shelter is able to care for 28 persons at a time. Since the opening of the centre, about 98 people have been treated, and some of them were children. The exact number of children is not known.

CRCA and Olof Palme International Centre under the “Stop Child Labour in Albania” programme have established five Children’s Clubs (Shkodra, Korça, Kuçova, and Tirana) since 2001. CRCA has worked on the reintegration of working children into schools, by establishing child-family-school relationships as well as by offering psychosocial services and informal education to all children involved in the worst forms of child labour. Nearly 1,200 children frequent Children’s Clubs, including children that were previously trafficked and had worked in Greece and Italy. The Children’s Clubs have made it possible to integrate over 80 previously exploited children into the formal education system.

The OSCE in Albania has worked with NGOs to coordinate anti-trafficking measures, and to support local NGOs in establishing rehabilitation centres.

Terre des Hommes has implemented a programme on “Prevention, re-integration and assistance to children, victims of migration” together with “Help for Children”. This programme is being implemented in Elbasan and Korça.

The Psychosocial Centre “The Hearth” and Save the Children has set up a shelter in Vlora, which offers rehabilitation and re-integration services to girls and women victims of trafficking. The shelter accommodates a considerable number of women and girls, victims of traffic, of whom over 78 are under 18 years of age.

Conditions for Effective Programmes

Asked for the conditions for effective programmes, the respondents highlighted the following:

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23 The CRCA programme “Stop Child Labour in Albania” was funded initially in 2001 by ILO-IPEC in Albania.
The best interest of the child should be the primary consideration.
Training should be a continuous process, in order to improve the quality of the work and services offered by the Government and NGOs.
Financial resources should be made available from the beginning.
Open information.
Confidentiality of the data.
Effective programmes should highlight the importance of prevention as the main method of combating trafficking in children.
Effective programmes should be established with a good infrastructure, geographically distributed, and have specialised human resources based on multidisciplinary teams.
Effective programmes should combine services offered by the Government, public institutions and NGOs.

D. GENERAL OBSERVATION

**Institutions/organizations/ persons that have a role to play in combating trafficking in children**

**Ministry of Public Order** has a major role to play in combating child trafficking. Beside the Ministry of Public Order the Anti-Trafficking Directorate has been established, which is the main coordinating police body in the fight against child trafficking and refers the suspect cases to the Prosecutor’s Office, NGOs or other child-related bodies.

**NGOs** play an important role in the prevention, protection, rehabilitation and re-integration of children victims of trafficking. NGOs should lobby within the sector and with the Government to play a major role in coordinating initiatives and raising public awareness about child trafficking.

**The Police Authority** plays a major role in the identification and investigation of child trafficking cases and should put more attention to land border controls between Albania and other countries.

**The Justice System** has to play its role in the implementation of the existing legislation and proposing new amendments. The main duty of the Justice System is to prosecute people involved in child trafficking.

**Education system/ schools** should increase the awareness of children on the dangers and consequences of trafficking. Part of the education system / schools duties is to assist the re-integration of children into the local communities.

**Children** could play a major role in sensitizing other children and also facilitate the re-integration of children victims of trafficking.

**Parents/caregivers** often have been included in trafficking and sale of their children. Parents can play an important role in the rehabilitation and re-integration of children.
The Healthcare system should promote free health services for children victims of trafficking and should establish a data referral system, in order to facilitate the process of rehabilitation and reintegration of children on the one hand, and refer cases to the police authority on the other hand.

The Private sector should motivate NGOs with funding for prevention, protection, rehabilitation and re-integration programmes for children victims of trafficking. Also the private sector may play an important role in the employment of victims of trafficking as a means to their reintegration.

International Organizations play an important role in the fight against child trafficking. Nevertheless, the INGOs should take into consideration the experiences and lessons learned from local NGOs when funding new initiatives for children victims of trafficking.

The Social care system plays a role in the preparation of policies and large scale programmes for the alleviation of poverty. Social Services should offer social assistance to children and their families as means of preventing child trafficking.

Media

The media is a powerful source of information and as such, it plays a very important role for its dissemination. However, media can play a negative role by distorting information, labelling, and displaying prejudice towards children victims of trafficking.

The mass media in Albania has seen the trafficking of children and human beings as a “hot” topic and the large number of articles printed or broadcasted shows this. The phenomenon of human trafficking, including that of children, in the opinion of interviewees, is presented in a stereotypical manner. Every so often, the journalists express the general public opinion, which prejudges the children victims of trafficking.

To illustrate this, we can mention the title of an article of a daily newspaper published on 7th April 2002: “The ‘Ferry of Love’ arrives at Durres with 130 prostitutes aboard” or “VIP prostitutes are repatriated”.

The Albanian press labels the trafficked children and women with the term a “prostitute”, whereas the traffickers are called “protectors”, “tutors” or “exploiters”.

To label a child as a “prostitute” attaches a malevolent and despicable connotation. Such definition not only defends the aggressor, but also makes the trafficked child guilty, instead of helping. This is demonstrated in an article of an Albanian daily newspaper “The police annihilate the trafficking cell of prostitutes”. (Published 14 May 2001).

It also happens that articles about child trafficking mention his/her name, such as the title of this article: “Here it is the story of Eriona”. The publication of the names of children happens every so often in the Albanian press, even though this is punishable by law, and is a violation of journalism ethics.

The damage caused by these definitions to the child is transmitted to the reader, and trafficked children will be labelled and prejudged by the reader, who is influenced by the media. This will cause the public to react in a negative way in cases when the reintegration of child victims is being discussed.
Also, the phenomenon of child trafficking has turned into a political weapon in Albania. This is noticed in the titles of the articles in party-oriented newspapers, such as in the article: “Meta’s Government increases the number of the Albanian prostitutes”.

Overview of the researches in the field

1. National NGO reports

**Children’s Human Rights Centre of Albania - CRCA**

- “Victims of Truancy”, is a study on the causes of child dropouts from the formal education system in Albania, October 1998.
- “The Vicious Circle”, is a research-report on child labour in Albania published in April 2000, with the aim of sensitising the Government, NGOs and public opinion on child labour and child trafficking.
- “Forgotten Children” is a research-report on the situation of Roma children in Albania, including how child trafficking has affected this community in Albania.
- “Trafficking of children in Albania”, is a comprehensive report on trafficking of children in Albania, prepared in partnership with Save the Children Romania in September 2003 with the main aim of sensitising the Governments, NGOs and public opinion in South Eastern Europe on the phenomena of child trafficking in the region.

**Psycho-social Centre “The Hearth” Vlora**

- “Girls and Trafficking”, this research of the Psycho-social Centre “The Hearth” Vlora is an analysis of case studies and interviews with women and young girls, who have been sheltered in “The Hearth”. The research was funded by Save the Children in Albania and published in February 2003.

2. International NGO Reports

**Save the Children in Albania**

“Trafficking of Children in Albania”, is a study on the situation of child trafficking in Albania and was published in March 2001. Is one of the first ever reports to deal specifically with the issue of child trafficking in Albania and has been serving as a reference point for many subsequent research papers.

**Terre des Hommes**

Terre des Hommes recently published a research called “Trafficking of Albanian Children in Greece” issued in January 2003. This study reveals that between 1999 and 2001 Filoxenia (an Information Centre in Thessaloniki) registered 109 unaccompanied Albanian children, 37 percent of whom did not have a family, while only 25% of the children had families in Greece.
Also, according to the same study of Terre des Hommes, based on evidences supplied by victims, the phenomenon of trafficking in children is still persistent, although in lower figures.

**The International Organization of Migration (IOM)**

The IOM Office has carried out an intensive information campaign through posters, leaflets, and TV and radio ads, which are introduced not only through the media, but also in many public activities.

**ILO-IPEC Office - Tirana**

It has conducted a Rapid Assessment Survey on the issue of child trafficking in Albania. The survey compiled by INSTAT and funded by the ILO-IPEC office in Tirana was carried out during the period January-May 2003 and included towns such as: Tiranë, Vlorë, Korçë and Elbasan. The survey has not yet been finalised and thus the document is not yet for public use.

### E. ORGANIZED CRIME AND ITS INFLUENCE ON THE TRAFFICKING OF CHILDREN


From interviews with the Chief of the Anti-trafficking Section and the Chief of its Regional Office, it is clear that organized crime is closely linked to trafficking of children, and, according to them, trafficking in children is part of the criminal activities of organized crime groups.

According to the same sources, traffickers in children fall into the following categories:

1. **Small-time traffickers.** They operate on their own and may exploit one or two children at a time. According to Mr. Avni Jashanllari, these traffickers may even be related to the child victims.

2. **A group of traffickers,** who act in collaboration with each other. Each one has his role, and the group has a leader. The members of this group are in contact with each other; one might be in the country of origin, another one may organise the border crossing; others might be in the receiving country.

3. **Trafficking organisations.** This category operates in several countries at the same time: in the country of origin, in the transit country, and in the receiving country. This category of trafficker is much better organized than the abovementioned categories and there are more people involved. The number of children being exploited is also larger. Children are more at risk from this type of trafficker, and their fate is even more unpredictable than in the other cases.
The criminal gangs involved in trafficking of children are more sophisticated operators than the law enforcement officials, and police work therefore tends to be reactive rather than preventive.

### III. CASE STUDIES

During the research it was impossible for the researcher to interview children victims of trafficking or offenders accused / sentenced for trafficking in children. However, the researcher closely reviewed published reports and features in three major national Newspapers in Albania (Gazeta “Korierri”, Gazeta Shqiptare, Gazeta “Shekulli”) for the period 2002 – 2003. The cases described below have been selected from the media articles and they present two sides, children’s stories as victims of trafficking and stories of people who have organised and carried out child trafficking for sexual purposes or exploitation. The cases are presented below in the form of short clips or interviews, including their original title from the newspaper. Some of these clips give the reader information on the extent of the trafficking, routes or methods used by traffickers, while some others provide more information on the consequences of trafficking on children.

#### Case no 1

**A group that exploited a minor gets arrested**

Five persons arrested in a police operation were suspected of involvement in the trafficking of a 16-year-old girl, V.K. Police sources said that the girl was kidnapped four months ago by the offenders, who during those four months moved her to different cities of Albania such as: Burrel, Bulqize, Peshkopi, Durres and Vlora in order to avoid being traced. According to the police, the girl was sold three times from one group of traffickers to another, for the amount of 400,000 Leke (US$3000 Editor’s note). Since January this year, the offenders have systematically raped the 16-year-old girl. The police said that the girl was intended to be trafficked to Italy, but it is believed that the final destination was England.

**The account of the 16 year old**

**“They forced me to abort in Diber”**

Ten days ago, the 16-year-old V.K, returned to her family and has denounced the traffickers to the Police Authorities. “After I got pregnant, they forced me to abort”, declared the girl for the police authorities. According to the Police Authority of Tirana, the abortion was carried out in Diber for 300 British pounds. “They raped me systematically and when I didn’t agree, they beat me”, continues the girl in her confession. “One day, they were keeping me inside the room and they started to burn my body with cigarettes”.

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25 Korrieri, 12 May 2002, page 5
Case no 2

“They exploited me for two years in Greece”- The minor testifies in court

“Even if they kill me, I will not take back my statement to the Police, like many girls in my position do”. That is what the 17-year-old girl from Topojan (village of Gramsh, South of Albania) declared yesterday in the Court. She was called as a witness for the prosecution in the trial against a person accused of prostitution. Five persons had deceived the girl by taking her to Shqeras. After they tortured her for some days, they send her to Greece where they sold her to another person.

“They told me that I was going to meet a person that was looking for me. As soon as I went to Shqeras, the tortures started from everybody and after two or three day they send me to Greece. They sold me there to another person called V.L, who is in prison now, in Greece, sentenced with 17-year imprisonment”. That is what the girl, who for one year and half has been prostituted on the streets of Athens, declared yesterday in court.

“As soon as V.L was arrested I returned to Albania”, stated the 17 year old. I sued the person that did this bad thing to me. People have threatened me and asked me to drop the case, but I won’t do that, because I want to save myself once and for all.”

Case no 3

How did they trafficked me for 4 years, - says the 10-year-old girl

Elixhena T. has denounced a young couple as her traffickers. They made me a beggar in Athens.

Elbasan – A 10 year old girl told in the Court of Elbasan her painful story.

“In the summer of 1998, I ended up in the hands of a young married couple, - says the girl – and in few days I was in Greece. At the beginning they beat me by saying that I had to beg on the streets and in this way I could help my family. I didn’t agree but they put me in the street”. The girl declared that she begged every day in the centre of Athens, so she knew and was known to many people, especially those who gave her money. The girl said that during this time she didn’t lose contact with her family.

The Greek police caught her and accompanied her to the nearest police station. A few hours later, they sent her alone to the Border of Kakavija (This is the major border crossing between Albania and Greece – Editor’s note). The little girl told the border police that she lived in Elbasan and that her parents were there. The border police escorted her to the Elbasan Police Authority, where the investigation started.

Yesterday afternoon, the court of Elbasan sentenced in absentia the Shaqiri couple (family name – Editor’s note) to imprisonment.

26 Gazeta Shqiptare, Thursday, November 14, 2002, page 10
27 Shekulli, Sunday, September 22, 2002
Case no 4

They took my soon for organ transplant

The story of the parents

S.M. around 60 years old and F.M are parents of six children, 4 boys and 2 girls. One of their sons, Klodian is missing for two years and a few months. S.M. tells that it was February of the year 2000 when A.M around 35 years old insisted on sending Klodian to Italy, to a place where he worked for 7 years in Verona.

“The pretext was to help us economically” - says S.M, while she recounts that A.M had promised to send the boy afterwards to England, to his two brothers.

The first two or three days, according to the parents, Klodian spoke to them on the telephone, but after that everything turned to a mystery. After a few days, A.M told the parents that he had send Klodian to England with his other brother but both of them were lost in France. S.M says that four months later A.M. came to Albania, but he avoided meeting the parents of Klodian.

“We met A.M, who was difficult to find, and he told us that a dog grabbed Klodian on the border between France and Belgium”. After that, Klodian’s father went to the International Social Services Office in Albania and learned that the two A.M. brothers were living in England with false Kosovan passports.

Klodian’s mother, crying for her lost child, confesses another fact. In August of 2001, the other brother of A.M., Baftjar came to see me. “Annoyed by our continuing investigation to learn the truth he threatened me, he even hurt me”.

“I was two weeks in the Military Hospital of Tirana”, - says Klodian’s mother.

“We have killed your son and we will kill you as a family” were Baftjar’s words, says the mother.

We have denounced these people to the Prosecutor’s Office. “The persons who did this are identified and the Government should do something for us”, finishes Klodian’s father.

28 Shekulli, Thursday, August 15, 2002
Case no 5

“How did I get involved with the trafficking of babies”\textsuperscript{29}

Donika Ajdini tells her story

\textit{How did you meet Nazmi Kreken\textsuperscript{30} and how did you agree to sell your child for 100 thousand Leke?}

In the beginning I met Nazmi’s wife, Floresha Hoxha by chance. It was 10\textsuperscript{th} of April when I was out for a walk with my children when a lady came and said that she wanted to speak to me. I was in the 8\textsuperscript{th} month of pregnancy and the conversation started about that. She asked me if I wanted to have the child after I had four other children. I responded that I wanted to abort but I didn’t have the money for the abortion. After that Floresha made me a proposal. She said that a Greek lady wanted to adopt a child and that if I agreed I would have many benefits. At that time I was separated from my husband but I had told him that I was going to abort the child.

\textit{What happened in your second meeting?}

“We decided to have a second meeting after two days. She told me that she had spoken with the Greek lady that wanted to adopt a child, but with one condition. Because I was married with a white man, she was going to adopt the child only if he would be white. I had to go together with Floresha to Greece to give birth to my child because she was pregnant too. Floresha went to Greece on 12\textsuperscript{th} of April with false documents, while I was going to leave the next day but not from the border cross of Kapshtica\textsuperscript{31}.

Before she went to Greece she gave me 1 million Leke (800 USD) and told me that these money were only to feed my children, because for the rest of the money we would talk about it later. She left for Greece on 12\textsuperscript{th} of April.

\textit{What was the other way?}

“On April 14 I had to go to the centre of the town to meet a taxi driver that was going to take me to Greece. She took pictures of me for the cabdriver to recognise me. An old man with a white car stopped in front of me and said my name. I got into his car and we left for Pogradec\textsuperscript{32}. In Pogradec a Macedonian driver came and took us to his car. With document that they had prepared for me we entered Macedonia. The Macedonian driver communicated all the time with a person in Greece in the Greek language by giving our position. After midnight we crossed the Greek border on foot. After some meters into Greek territory, in a village that I don’t know the name came a Doctor. Around 10 am of the next day I got hospitalised in the Janica hospital.

\textit{Did they tell you about the operation?}

“On 20\textsuperscript{th} of May I was going to give birth to my child. During the whole time that I was in the hospital, the Doctor gave me some medication and told me that it was necessary to take it. In the morning of 20\textsuperscript{th} of May, he comes into my room and tells me that I had to get ready for the operation. I

\textsuperscript{29}Gazeta Shqiptare, Sunday, October 27, 20002
\textsuperscript{30}Name and family name of a person– Editors note.
\textsuperscript{31}A small village in south of Albania and a point of cross-border between Albania and Greece”
\textsuperscript{32}A city beside the Lake Ohrid in south of Albania and near the boarder with FYROM.
told him that I was feeling fine and that had born four children normally. He left and called on the
phone Nazmi Kreken. He called me on the phone and told me to listen to the doctor because otherwise
I was going to die. I agreed because I got scared. They took me into the operation room and when I
woke up, two days had passed. I asked for the child and they told me that I had born a girl but that she
unfortunately died.”

What happened after that?

“After five days the Doctor accompanied me to the bus station and paid my ticket to Korca. I don’t
know what he said to the bus driver but nobody asked me for any documents at the border”.

Do you feel safe now?

“No. I don’t want to say anything else but my neighbours have told me that some unknown persons
have come and have been looking for me. I spend most of the time in another place.”

Case no 6

She sued her pimp, police arrest him

“What Leonard Kafazi told me that he was going to marry me, and because my family didn’t want this I
left without their permission, but later I fund myself deceived. I didn’t know that he was married” –
said the victim.

She tells all about what she had to go through from the moment she left her home. “He sent me to an
apartment in Tirana and the next day he gave me to his friends, whom he introduced as his cousins.
They were going to help me in Greece till my future husband would come”, - said the 17 year old.

According to sources from the Police Authority, the girl declared that she was beaten on the day they
made her a prostitute. She found a chance and escaped from her pimps. “16 hours before I escaped
from my pimps I was barbarically beaten”, declared the adolescent, who gave herself up to the police.

After the complaint of the girl, the Police Authority of Berat started an investigation against the 28-
year-old, Leonard Kafazi inhabitant of the “11 Janari” quarter in Kucova and arrested him after a few
hours. The Police Authority told the newspapers that the brother of the girl made a complaint against
the 28-year-old married man one day after her disappearing. He was stopped and released for lack of
evidence. The evidence from the victim herself was necessary in order to arrest him again on suspicion
of “trafficking for prostitution”.

33 Shekulli, Saturday, June 15, 2002, page 8
34 Name and Family name of a person.
Case no 7

Shkodra, Policemen involved in drugs and women trafficking

The Police Authority of Shkodra yesterday arrested a former police officer, sentenced in absentia for trafficking women. Official sources of the local police said that in the early hours of yesterday in the Bardhaj village, four km from the city, Kastriot Geshtenja was arrested. The former police officer of the Police Station of Shkodra was arrested after he was declared a wanted person for trafficking of women and was sentenced seven years imprisonment by Shkodra Court. According to the same source, on August 18 of last year, two Romanian prostitutes were found in the house of the police officer; he and another person were going to traffic them to Italy. The arrest of Geshtenja was made after an unknown person told the police that the trafficker was in his house.

Case no 8

The Petalli Case

A married couple Ramiz and Xhulieta Petalli, arrested in Italy had made 16 journeys to traffic 36 Albanian children. For every minor they sent to Italy, they made a profit of 2.4 million Leke (€1800). The documents were forged in Elbasan and the journeys were made through the Port of Durres and through Vlora.

…The Albanian and the Italian traffickers “ordered” their collaborators in Tirana to find the “goods”. Finding the children was easy because of the poor economic conditions of large numbers of Albanian families. The children’s parents were promised that their children were going to safe places where they were going to work and get well paid. The children were mostly recruited in the streets of the capital Tirana. Traffickers managed to deceive beggars and other abandoned children in Tirana with the excuse of a better life in the neighbouring country of Italy.

…After children were found, Xhulieta changed the photo of her son in her Italian documents with the photo of the child that she planned to traffic to Italy. These children were declared as the sons or daughters of the Patalli couple. During 2001 – 2002, the Patalli couple trafficked 36 children in 16 journeys. After the arrest of Xhulieta, the Italian police found out that the woman was arrested in Albania in 2002, accused of child trafficking, and later on released. The police couldn’t find or save any of the trafficked children. The Italian Police Authorities said that they are checking whether the children were sold to different couples for adoption or to criminal bands. The possibility that the children were trafficked for their organs or for paedophile abuse has not been ruled out.

35 Korriëri, August 14, 2002
36 The so-called “Petalli Case” has been one of the big news stories of 2002 and 2003 in Albania and Italy. Several arrests have been made in both countries, where most of the people have been accused of organisation of child trafficking. One of the most striking questions is “What happened to the children?” and so far the Police Authorities in Albania and Italy haven’t been able to answer. – Editor’s note.
37 Gazeta Korriëri, August 30, 2002, page 7
38 Gazeta Shekulli, Thursday, August 29, 2002, page 7
39 Gazeta Korriëri, August 30, 2002, page 7
Case No. 8

The confession of the 16-year-old girl raped and trafficked in the military Navel Base of Bisht Palla

The history of the girl starts in June of this year. The girl from Vlora had come to Durres and was walking in the market in the centre of the city. By chance she met a soldier Gjergj Tema, who was doing military service at the Bisht Palla base. After they chatted for few minutes, Gjergj realised that the girl was very young and naive. After that he promised to marry her. He even insisted that he couldn’t leave her alone for a moment, and took her inside the naval military base. She was illegally accommodated in the soldier dormitories at the base. From that day she realised what was going on. After Gjergji raped her, she was obliged to have sex with other soldiers at the base.

When did you meet the soldier Gjergj Tema?

It was the end of May or the beginning of June. I had come to Durres from Tirana. He promised to marry me and took me to the base.

How did you get in the base?

I got in at night and he fixed me up in the infirmary of the base. With him was also the cook Florian Brozi. I stayed in the base for two months, till July.

What happened after that?

They had sex with me; they forced me to have sex with other soldiers too. I even had sex with ten soldiers a day. After that, Tema sent me to two other soldiers called Ervis Kaculli and Seat Kullani who forced me to have sex with them. They kept me for two weeks and exploited me in some clubs in Durres.

How did you move?

They took me out to the coast. During this time, my pimps wanted to traffic me to Italy, but they didn’t have any success.

How and why did you leave the base?

They sold me to Ilir Burbuqi from Korca. He sent me to some clubs in Korca, always sexually exploiting me. This period lasted around one month. Then Burbuqi sold me to a man from Durres, who, in collaboration with a man from Kosovo, provided me with a false passport and took me to Prizeren (in Kosovo). I have been sexually exploited for some months by Kosovars in different hotels and motels.

How did you get back to Albania?

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40 Gaezta Shqiptare, Thursday, December 11, 2003
41 City-port 30 km from Tirana, the capital of Albania.
One day during a document control, the soldiers of UNMIK realised that my documents were false so they sent me back. A humanitarian centre sheltered me and I decided to denounce all the people who raped, sold or trafficked me.

IV. CONCLUSIONS / COMMENTS

The trafficking of children constitutes a major child rights violation in Albania. Factors favouring the phenomenon include the unstable political and economic situation, wide poverty, lack of border controls and corruption. Although recent data from the Police Authority of Albania show that trafficking in children is in very low numbers, this still means that children are being trafficked for sexual exploitation.

The existing Albanian legislation is based on international standards, but the interviewees are of the opinion that there is lack of clear definitions to distinguish between “trafficking of children” and “smuggling of persons”. The existing legislation is not adequately enforced because there is lack of specialized staff and expertise in the law enforcement agencies. According to the interviews it appears that internal child trafficking, is not closely monitored as a phenomenon by the Police Authority. On the other hand, the legislation lacks provisions on the sale of children.

As a result of the National Strategy to Combat Trafficking in Human Beings by the Albanian Government and the intensification of efforts by the police, the trafficking of children is not carried out through illegal channels any more (such as transportation by speedboats). However recent reports in the media show that child trafficking may have taken apparently legal features. The work of child traffickers appears to have become more sophisticated, and one has the impression that children now cross the border legally.

The Albanian Government, despite prioritising the combating of trafficking in human beings, is not fully prepared to detect and combat the so-called ‘legal’ forms of trafficking in children. The majority of recent cases show that the traffickers provide children with visas and other regular documents to visit western countries. In reality, it is often the parents and the relatives of the children who pay enormous sums of money for children to be smuggled and trafficked for exploitation.

The Ministry of Public Order estimates that during 1992-2000 around 4,000 children have been trafficked. Taking into account the lack of clear definitions concerning “trafficking” and “smuggling” in the Albanian legislation, is not known how many of these children have been trafficked for exploitation or have been smuggled.

Furthermore, because information about the extent of the problem is lacking, the need for services that should be provided for cannot be estimated. Nevertheless, best services for children should be the prior consideration, independent of the numbers or data available.

Services provided to trafficked children are not adequate and lack specialised staff and expertise. Services offered by NGOs or Government are not designed for children, who are cared for in the same places and by the same staff as sexually exploited women.

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42 Data from the website of the Ministry of Public Order.
RECOMENDATIONS

To the Albanian Government

• The public institutions should prepare detailed policies for the repatriation, protection, rehabilitation, and reintegration of children victims of trafficking.

• A special fund should be established to finance the NGOs working with trafficked children, in order to facilitate their rehabilitation and reintegration into society.

• The Albanian Government should strengthen the law enforcement agencies designed to fight child trafficking by means of training, expertise and financial resources.

• The Albanian Government should improve the legislation concerning sale of children in cooperation with the NGO sector.

To the Parliament of Albania

• A Permanent Parliamentary Commission for Children should be set up to monitor the work of the government and its institutions in combating the trafficking of children, and to review the Albanian legislation related to trafficking in children.

• A new Law to protect children from the worst forms of child labour should be prepared and amended in cooperation with the Government and NGOs.

• The Albanian Parliament, as an act of protection for children victims of trafficking, should approve the Witness Protection Law.

To the Ministry of Labour and Social Affairs

• The Ministry of Labour and Social Affairs and the General Administration of Social Services should extend its services to children victims of trafficking, in the form of financial assistance, job-placement, psychosocial assistance etc.

To the Ministry of Public Order:

• The border controls at the checkpoints between Albania and neighbouring countries, such as Greece, Italy and Kosovo should be improved by means of staff training, equipment and information.

• All the hotels and motels in Albania where girls may be exploited for prostitution should be subjected to police controls.

• Corruption and collusion with traffickers within the police force should be tackled.
• A working group with representatives from all the public institutions and NGOs that work on initiatives against child trafficking should be set up, in order to coordinate sensitive information or other measures against child trafficking.

• A new Data Collection System and Child Offenders Register on crimes against children need to be established.

To the Ministry of Justice:

• Legal representation and witness protection status should be granted to children who testify before the courts. Where possible the representatives should be women lawyers, or prosecutors trained to work with trafficked children.

• The criminal procedures should be fast-tracked for cases of trafficking of children, and court-monitoring system should be established, in order to report on the cases against child trafficking or other crimes against children.

• More comprehensive legislation should be drafted on trafficking, which should include internal trafficking and sale of children.

To the Governments of receiving countries:

• Repatriation of children should only take place after a full investigation of the circumstances to which the victims will be returned, and when it is safe for the child.

• There should be more effective collaboration with the Albanian government on the repatriation of child victims.

• Support for the assisted repatriation, protection and reintegration services for child victims of trafficking should be funded, since the sources of the Albanian Government to support such initiatives are very limited.

To the NGOs and INGOs

• NGOs and INGOs should assist the Albanian Government and its institutions with training and expertise and provisions of social services.

• NGO services should be solely designed to answer to children’s needs and they should take into consideration the best interest of the child as their prior consideration.

• The professional skills of the NGO experts and staff dealing directly with trafficked children should be improved.
• NGOs should collaborate with the Albanian government, and with the governments of neighbouring countries, to ensure the safe and assisted repatriation and reintegration of children victims of trafficking.

To the Mass Media in Albania

• Mass Media in Albania should improve the way it portrays children victims of trafficking.

• Mass media in Albania should never publish the names of children or other details on children victims of trafficking, as it may endanger the lives of children, or endanger their rehabilitation and re-integration in society.
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ANNEX 1

National Strategy to Combat Trafficking in Human Beings of the Albanian Government and the Plan of Action 2001 - 2004
To implement order No 77, dated 15.06.2001 of the Prime Minister, a working group was established for drafting the National Strategy to Combat Illegal Trafficking in Human Beings.

This group consisted of representatives of the Ministry of Public Order, representatives from the Ministry of Foreign Affairs, from the Ministry of Justice, General Prosecutor’s Office, Ministry of Labour and Social Affairs, Ministry of Culture, Youth and Sports, Ministry of Education and Science and National Intelligence Service.

International organisations, NGOs and interested specialists to combat trafficking in human beings were also invited in drafting this strategy, such as OSCE, EC Mission in Albania, ICITAP Mission as well as American specialists to the assistance of the Ministry of Public Order structures, Interforce Mission, UNHCR, IOM, ICMC, “Save the Children”, “Terre des Homes”, “Vatra e Gruas Vlonjate”, etc.

The drafting of the strategy was carried out in several phases, based on the approved structure in the second meeting of the working group, as well as using the available opinions, materials and literature.

We thank the entire working group, the international organisations and the NGOs for the assistance given for the drafting of this strategy.

CHAPTER I

INTRODUCTION

(BACKGROUND)

Just as with the rest of the region so with Albania, the problems of free movement of human beings began to emerge after 1990, a period which coincided with the change in political system.

Large-scale emigration to the west was initially justified by the need to open up the country and the desire to live a better life. Until the beginning of 1992, this resulted in mass flows of Albanian migrants to the west: especially to Greece and Italy as Albania's two closest western European neighbors.

After 1992, the principal receiving countries—especially in the west—enjoyed all further massive migration. Various criminal elements then started to meet its demands illegally, laying the foundations for organized trafficking and establishing contacts with criminal networks in neighboring countries—principally in Italy.

Such contacts with criminal networks in neighboring countries enabled Albanians with criminal records or personalities to develop a regular business in illegal trafficking. This trade first took the form of transporting people who wanted to emigrate. It subsequently took on trafficking in women for the purposes of sexual exploitation and prostitution as well as trafficking in children with the intent of criminal abuse.

The geographic location of Albania as the gateway to the west from Eastern Europe made her a ready passageway for such foreign nationals as Kurds, Rumanians, Moldavians and Chinese. Over the years, Albania has, therefore, increasingly become a transit country to the West.
Between 1992–1995, Albania had virtually no legislation dealing with trafficking in human beings. A new Criminal Code was promulgated in 1995. However, it did not make trafficking in human beings a separate criminal offense. That act was indeed only recognized as such with the passage of new legislation in January 2001. Law No. 8733, dated 24.1.2001 "For some additions and changes to the Criminal Code of the Republic of Albania" identifies trafficking in human beings, trafficking in women for sexual exploitation and prostitution, and trafficking in children for profit or criminal malfeasance as three distinct crimes. In terms of sanctions, this law classifies them as serious offences, even in the absence of any serious bodily harm. The law further provides that their perpetrators will be punished with between five and twenty years in prison and with life imprisonment should they cause the death of a trafficked person.

The lack of legislation, the organization of individuals with criminal tendencies with the intention of making profits through this way and the lack of governmental supervision during those years fostered the growing of the trafficking to huge dimensions.

Albania is currently considered to be a country with a very high incidence of trafficking in human beings for sexual exploitation and commercial gain. Various reports and analyses have not simply portrayed her as a country where traffickers and mob syndicates recruit human beings to supply illegal markets in the west. They have likewise depicted Albania as a transit country for persons from Eastern Europe. Trafficking must be seen as an international phenomenon, where very often the foreigners support and finance those trafficking activities.

Traffic of women for the purpose of sexual exploitation through prostitution is a disturbing problem. This is particularly the case for its most recent victims. There is no counter strategy to help any of them who want to quit this type of life and return to a normal form of existence.

The period between 1996–1998 saw an increase in the number of women trafficked for the purpose of sexual exploitation through prostitution. The collapse of the pyramid schemes, the looting of the weapons storage depots, together with the anarchy that ruled for some time thereafter, enabled trafficking to expand into many districts throughout the country. However, this created its own series of problems such as:

- brutal competition among traffickers; annihilation of rival groups,
- revenge killings by armed citizens to protect women against trafficking,
- when the recruitment of Albanian women became more dangerous and difficult, traffickers began trafficking mainly foreign women from Eastern European countries, where recruitment was made easier by exploiting their wishes to go to the West.

Traffic of human beings, especially trafficking in women for the purpose of sexual exploitation through prostitution, proved an extremely lucrative business. Individuals with a criminal leaning turn their hand to it, engaging in organized crime and all manner of other dealings connected with servicing that trade.

According to data collected and surveys done by state bodies as well as by a number of NGOs active in combating female trafficking, Albania is not only a country of origin. It also serves as a transit country for women trafficked from Russia, Moldova, Rumania, Bulgaria, etc. The complex and clandestine nature of such trafficking, however, makes it difficult to gather precise information. This makes it impossible to have a true measure of the problem and arrive at an exact calculation of the number of women subject to trafficking for exercising prostitution.

Traffic in children with the intent of their criminal use, forcing them to perform illegal activities as begging, stealing, as well as using them for the purpose of organ trafficking, is another highly disturbing aspect of trafficking in human beings. According to the ISS and the national strategy for...
children, there are 4000 unaccompanied migrant minors who could easily become victims of similar criminal activities and sexual abuse.

Such trafficking in women and children is likely to be coupled with drug trafficking and arms smuggling. The so-called “Protectors” are prepared to safeguard their illegal profits by whatever means are needed to maintain control over those victims as part of the network of their criminal activities. The measures used go far beyond the conceivable limits of any ordinary crimes.

While the Albanian Government has made combating trafficking in human beings a priority, it realizes that ad hoc measures cannot put an end to that phenomenon. It has, therefore, drafted the following mid-term strategy in the hope that, within the next 4 years, all trafficking activities will be eradicated and their victims re-integrated into society.

The Albanian Government intends to stop trafficking in human beings through the imposition of severe sentences on traffickers and the masterminds behind their operations; through the creation of occupation and job opportunities for victims; medical and psychological treatment; through the development of educational programs and public awareness campaigns; through the use of opportunities provided by European integration, including close co-operation with neighboring countries and interested international organizations and NGOs; in short, through the implementation of the measures outlined in the National Action Plan annexed to this strategy.

The Albanian government is convinced that it will be successful in these endeavors because of its political resolve to combat all forms of trafficking, and especially human trafficking, as a matter of the highest priority. It will take whatever measures may be needed, committing all manners of human and material resources, in order to secure an efficient and fast solution.

CHAPTER II

THE MISSION

The mission of the strategy is the establishment of the principal directions of efforts for achieving the prevention and stoppage of the traffic of human beings, to protect and help the victims of trafficking and to make possible their reintegration in society.

The national strategy to combat trafficking of human beings constitutes an indispensable document for the co-ordination of actions and commitment of state and international institutions as well as of non-governmental organizations having an interest on the prevention of this traffic.

It will express the measures that the Albanian Government will undertake for the accomplishment of this mission within a time limit of 3 years and will establish concrete duties in the action plan for every institution.

Constituting a priority for the government, its accomplishment will involve the necessary legal, administrative and financial support and will employ a strong control in the fulfillment of duties.

In drawing up this strategy, the Albanian Government has also taken account of the principles of non-expulsion/return to threatening conditions (“non-refoulement”) expressed in the status of Refugees recognized in international acts and in the law for asylum in the Republic of Albania.

The fight against the trafficking of human beings will constitute a full cooperation of the actions of institutions and a total commitment of all human and financial resources that will be reflected in a continuous progress towards its full prevention.
In the context of this strategy, a concept of what is meant by “traffic of human beings” is needed, and it is defined as “the recruitment, transport, transfer, hiding or hosting of persons by means of threatening, use of force and other forms of compulsion, deceit, abduct, cunning, or abuse of power or of a weak position, or giving or receiving of advantages in order to gain the accord of a person that controls another person for purposes of exploitation. The exploitation includes the exploitation for prostituting or other forms of sexual exploitation, work or other forced services, slavery or practices similar to it, removal of organs or servitude.”

According to Albanian legislation, “Trafficking of human beings, trafficking of females for prostitution, trafficking of children with the purpose of material profit or any other profit is punished by 5 to 20 years of imprisonment or by life imprisonment.”

The fight against trafficking constitutes an immediate necessity because of the consequences related to the traffic of human beings, the life and health of the victims, the growth and strengthening of local criminal groups and organizations as well as foreign ones, especially those in neighboring countries, the social and psychological impact, the growth of criminality in general and particularly of the murders, rapes, drugs, etc., and consequences on family life and cohabitation.

In these circumstances, the leading role of this fight will be undertaken by the highest state institutions through reporting, analyzing and determining of the measures for its progress. Thus, there will be created a “Committee for the fight against trafficking of human beings” attached to the Prime Minister, composed of members of the government, directors of State Services and specialists, members of international institutions that operate in Albania and which will follow the progress of work in this field, will get familiar with the concrete situation and will propose measures to the Prime Minister for improving and rendering this process efficient.

The core part of the fight against the trafficking will consist in taken measures for completing the legislative framework according to international standards, to identify the organizers of trafficking and their co-conspirators, to strengthen of the frontier, to assist the victims of trafficking and their medical and psychological treatment. Measures will be taken to create and maintain conditions for their employment in Albania or abroad, for raising public awareness and education particularly of minors and young persons, for decreasing the level of poverty, etc.

The Albanian Government also recognizes the obligations of the United National Convention against international organized crime and its two protocols about trafficking and contraband. The system for protecting victims of trafficking contemplated in the protocol on preventing attacks on human beings will set minimum standards for protecting and assisting victims of trafficking in Albania. At the same time, as the protocol also says, the Albanian Government has undertaken the obligations and rights of individuals according to International Humanitarian Law and the International Law on human rights.

The major burden of the fight against trafficking will be obviously supported by the specialized state bodies and justice structures, but also other institutions will be involved in this fight and thus notably contributing in the decreasing of the trafficking and raising the public awareness, eliminating the factors and reasons that contribute in the development of trafficking, co-ordination of activities and collaboration with international organizations and NGOs.

This Strategy aims at encouraging and coordinating the activity of all structures that can contribute to the fight against trafficking and can be institutionally committed in this activity. Their commitment

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will be done from now on through the fulfillment of the clear objectives and accomplishment of duties provided by the action plan.

CHAPTER III

ANALYSIS

In order to simplify the analysis of the complex and complicated phenomenon, for reasons related to this strategy, a separate analysis will be done for the trafficking in human beings (a) for employment and residency emigration, (b) for the trafficking of females for exploitation for prostitution and (c) for the trafficking of children for abuse and profit.

a) Trafficking in human beings for employment and residency emigration

During 1990–1992, a large number of Albanians left the country towards the west hoping to find a better life, employment and temporary residence there. Thus, there were about 4 000 Albanians that entered the foreign embassies and left Albania. There were exoduses towards Greece, Italy and other countries. Further numbers left by ship in March 1991, stimulated by the collapse of the political system and the opening of the country towards the rest of the world.

This massive process of fleeing Albania until the end of 1992 cannot be classified as traffic of human beings. According to calculations made, approximately 300 000 persons left Albania during that period of time.

After 1992, such mass emigration stopped. One of the reasons for this was the strengthening of measures by receiving countries to restrict entry and take steps for repatriation. Finding themselves restricted in legal means of migration, attempts were made to do so by land, sea and air. It was then that the criminal activity of trafficking in human beings began to emerge as a serious problem. Criminal and corrupt elements began to establish trafficking routes, providing them with great profits.

There are currently approximately 500 000 Albanians that left the country and spread all over the world. Of these 100 000 left Albania in a legal way, with regular passports and visas. It may be said that approximately 100 000 others have been trafficked during 1993 – 2001.

The most important trafficking forms in this category of people have been:

- by sea, without regular documents and using navigational conveyances;
- by land, crossing the border illegally avoiding the border control;
- through crossing the border control using false documents.

These forms have been used in all categories of trafficked persons, for both Albanian and foreign citizens, for females that were exploited for prostitution as well as for minors.

1. Crossing the sea by navigational conveyances, without documents

Initially, Albanian navigational conveyances such as fishing boats, ships and other speedboats were used for trafficking. Realizing that the profits were great, making and having made good contacts with their Italian counterparts, Albanian traffickers bought high-speed navigational conveyances such as
high-power speedboats, thus making possible high-speed sea-crossing and also thereby reducing the chances of being caught by Italian patrol boats.

Between 1993-1998, hundreds of high-speed navigational conveyances used Vlora Bay, the Vjosa estuary, the Shkumbin estuary, the bays of Kavaja and Durrës as well as the port of Shëngjin for the purpose of illegal trafficking.

**This trafficking was organized mainly by gathering the people in staging centers initially by a payment of 30 000 thousand lekë for the crossing. This fee was later increased gradually until it reached the sum of 120,000 lekë. This very method was employed for trafficking such foreign citizens as the Chinese, Kurds with Turkish or Iranian nationalities, as well as those from other countries.**

It should be emphasized that this type of trafficking did not require the use of any travel documents. The number of tragic cases, in which people drowned while being trafficked in this way, kept on rising and was capped with the drowning of 84 persons in the Straits of Otranto on 28th March 1997.

Given these circumstances, the traffickers also started to use the Border Crossing Point at Kakavia. They provided trafficking victims with false papers such as passports, laissez-passer, visas and foreign resident permits. Cases of abuse by officers charged with checking such documents at border crossing are reported to have occurred. These state officials had been bribed.

Between 1993-1998, police operations directed at capturing traffickers and preventing trafficking were reported to have been negligible and lacking accountability. It must be stated, however, that during 1997 all manner of police activity was paralyzed by virtue of the looting of weapons depots and the prevailing anarchy in the country.

A moderate increase in police activity was noted in 1998. The police began to take action against some trafficking gangs and made a certain amount of minimal progress.

Police work improved especially in the period between 1999-2000. Many traffickers were identified and arrested, and numerous navigational conveyances seized. The Law “On Governing the Registration, Use and Regulation of motor-powered navigational conveyances under 20 tons net weight” was promulgated in September 2000. This Law helped the police to identify and seize the navigational conveyances used for trafficking in human beings.

**In 2000-2001 the police registered far better results with a notable decrease in trafficking. (Table No. 1)**

In 2000-2001 alone, 662 navigational conveyances carrying 18,209 victims of trafficking were prevented from achieving their objectives. 112 navigational conveyances were seized and 6,000 persons accompanied to police commissariats for questioning. (Table No. 2)

**2- Crossing the borders avoiding the BCCP (Border Crossing Check Point)**

This form of trafficking started initially as guiding and getting small compensation for this activity and then was organized in traffickers’ network.

**The crossing of Albanians to Greece, using this form, was accompanied with painful events, but it reduced as other possibilities grew.**

It is this route that most victims of foreign trafficking transitting through Albania as a transit are brought into the country.
Mountain paths and difficult terrains have been used for this purpose, or crossing through lakes taking advantage of darkness and lack of patrols.

3- Crossing through the BCCP (Border Crossing Check Point) using false documents

The crossing through BCCP (Border Crossing Check Point) is the most organized way of traffickers because there exists collaboration between the traffickers and falsifiers with the clerks that abuse their duty.

This way, used for the Albanian citizens as well foreign ones who aim at going to the West, has been observed in almost all the crossing border points especially at Rinas Airport and the harbors of Durrës and Vlora. During the years 1993-1998, these routes have been used a great deal and there have been few police checks on these routes.

After 1998, there have been identified hundreds of cases of the returned Albanian citizens with irregular documents from those crossing points as well as returned foreign citizens who did not fulfill the criteria to enter Albania (Table No 3).

These methods are currently being used more often for trafficking of foreign women for prostitution, because this route has become costly because of the division of profits among criminal groups.

b) Trafficking of women for exploitation as prostitutes

It is one of the most severe forms of trafficking and the same routes are used as for those who are illegally transported for purposes of economic migration.

This criminal activity had its beginnings after 1992, a time when Albanian criminal elements were making contact with their foreign counterparts. This form of crime was seen as a great source of income.

The period between 1992-1998 was the most intense period of the trafficking of women for prostitution, because the measures taken during this period for its preventing were minimal. The justification for this was that the women were leaving of their own free will. In this period, some zones became centers of traffickers in women such as Berat, Fier, Shijak of Durrës, the zone of Laç, Vlora and some other centers (Map No 1).

There is information that around eight thousand Albanian women are currently being forced to exercise prostitution in different European countries such as Italy, Greece, England, France and Belgium. This number does not include those who are involved in prostitution willingly. It is thought that the same number of foreign women has been trafficked and they have been handed over to Albanian traffickers by international criminal networks taking advantage of using Albania as a transit country.

The traffickers have used the following forms for forcing females to exercise prostitution:

- Deceit for marriage and living abroad;
- Deceit for having found job and living conditions abroad;
- Deceit by using female intermediaries and by payment;
- Abductions, rapes and threats to her life and to her family;
- Their sale by members of the family;
- Compromising by using gifts, money and by creating other financial obligations.
In using these forms of constraint, the traffickers have profited by such social economic conditions as: poverty, lack of employment, inactive and isolated life, desire to go abroad and find a job there, desire to marry and live abroad, abductions, and the effect of a local opinion on girls who make “mistakes” in their lives. The traffickers have used these forms carefully; the most used being deceit.

During 1998 – 2001 approximately 870 females have been repatriated by foreign states; 437 out of this number have been interviewed during 2000 – 2001 and 10% of them have explained that they prostitute of their own free will as it constitutes their way of making a living. Another 50% did not want to talk about the matter and the rest, approximately 40%, explained how they had been exploited and forced to prostitute. On the other hand, many females found it possible to escape from the exploitation of their “protectors” by surrendering themselves to the police bodies of the respective countries and denouncing their activities, or have returned in Albania where they reintegrated in the normal life.

Cases when trafficked females have given explanations are tragic and show an extreme brutality and cruelty on the part of protectors and traffickers, as well as numerous tortures and threats that have even led to loss of lives.

The trafficking of Albanian females has become more and more difficult for the traffickers. For this reason they are involving foreign females in this trafficking, having connections in this respect with criminal networks in Romania, Moldova, Ukraine, Serbia and Montenegro and establishing contacts with traffickers’ networks in Italy, Greece, England, Belgium and Switzerland for the sale and purchasing of the women and girls.

Thus, during the first eight months of the year 2001, forty-one females have been rescued from trafficking, 19 of whom were foreigners and 11 were minors. Eighty-five persons have been arrested for being involved in the trafficking of females and exploitation for prostitution, 14 of which were criminal groups (Table no. 4).

The routes of trafficking of foreign citizens for prostitution exploitation as well as for trafficking of foreign emigrants.

A distinction is made between countries of origin, transit countries and countries of destination in determining the routes of trafficking.

The countries of origin for the trafficking of females for prostitution exploitation (Maps no. 2, 3 and 4) are:

- Russia, Ukraine, Moldavia
- Romania
- Bulgaria

Transit countries are:

- Romania
- Macedonia
- Serbia
- Kosova
- Montenegro
- Albania
Countries of destination are:

- Italy
- France
- Belgium
- The Netherlands
- England

Although Albania enters the category of transit countries, the reality has shown that the Albanian traffickers try to exploit as prostitutes the victims of this trafficking within the territory of the country for profit and then proceed with selling them in countries of destination.

The trafficking of females for prostitution remains as one of the most difficult problems to be resolved and it requires taking urgently the measures provided for in this strategy.

c) Trafficking of children for abuse or profiting purposes

During 1992-2000, it has been estimated that 4,000 children under 18 years old have been trafficked from Albania, mainly to the neighboring countries for exploitation or sexual abuses, for begging as well as working in slavery.

The trafficking of children, especially young girls, is seen as a great source of income for traffickers who exploit every possibility to make it happen.

Sources of recruiting children for trafficking are:

- Divorced families and lack of family care
- Families with many children in difficult economic situation
- Village families hoping for help from their children
- Orphan children without care
- Families whose parents have left for employment abroad
- Children who have abandoned school and have dealt with begging and other illegal activities also in Albania.

The living conditions of the trafficked minors, in most of the cases, are miserable: hard work, long hours and minimal payment only to survive.

The traffickers prefer those children because they cost less and the income from their work is always increasing.

Cases of trafficked children during 2001 have been observed in Memaliaj, Durrës, Pukë, Korça etc and the perpetrators of this trafficking have been arrested and handed over for criminal prosecution.

The routes of children’s trafficking are usually the same as those of human beings’ trafficking but the traffickers use also false supporting documents as their baby sitters or parents.

The work with children for their integration, return to Albania and care is difficult. This requires commitment not only of the state institutions but also of international organizations and NGOs that have programs related to this issue and have started to work.
REGIONAL ANALYSIS

The crime of trafficking in human beings is not only an Albanian problem. It is an international problem and concern worldwide. In our region, there exist countries that are simultaneously countries of origin and transition. The traffickers use both as a source of great income.

It is known that there exist international criminal organizations involved in the trafficking of human beings. The connections between the traffickers are solid as long as the criminal activity continues. Therefore, the traffickers in the countries of origin take care of human beings recruiting and collection in specific meeting points where traffickers of other countries come, pick up and transport them through safe routes. Thus, there exist recruitment points in Ukraine, Moldova, Romania and Serbia as well as transit points in Serbia, Macedonia, Greece, Montenegro and Albania (Table No 9).

The income from this trafficking is divided amongst traffickers of different countries who carry out their collaboration without recognizing state borders and taking advantage of the lack of regional police collaboration in combating them.

The trafficking of emigrants follows two routes:
- firstly, Turkey, Greece or Macedonia to Albania and
- secondly, Bulgaria, Romania, Serbia, Montenegro and Albania.

All those routes continue on into Western Europe.

There are ties not only among traffickers in the region, but also speculators at the level of organized crime.

SWOT Analysis

1. **Strong points:**

- There exists the political will and the government program to combat trafficking in human beings.
- There is already a national strategy to combat trafficking in human beings.
- We have the assistance of international organizations and foreign specialists.
- We have established specialized bodies to combat this trafficking.
- We have collaboration with other states through coordinators as well as through the international center in Vlora.
- We continue working on our obligations set in the framework of the Stability Pact.
- We have created our own positive and negative experiences to draw on to combat trafficking in human beings.

2. **Weak points**

- We have deficiencies in protecting and checking the state border.
- Existence of corruption and compromise of state officials.
- Lack of qualified police and prosecutors’ personnel.
- Lack of shelters for rehabilitation of foreign and Albanian victims of trafficking.
- Lack of technical equipment for a qualified combat against traffickers.
- Need for changes in the Criminal Procedure Code and law on witnesses’ protection.
- Lack of public awareness on education programs on the trafficking risks.
• Failure to respect the current legislation against trafficking.

3. **Opportunities**
- Restructuring of border police forces
- Expansion of fight against trafficking structure in regional level
- Close collaboration both within the country and with other ones
- Assistance of international organizations and foreign specialists
- Qualification of personnel in combating trafficking
- Fulfillment of material and technical needs
- Creation of possibilities for employment, reducing the level of poverty, developing programs for social services, creation of a support network for the integration of victims
- Establishment of centers for receiving and rehabilitation, shelters for women and children and assistance in training the employees in these centers
- Organization of public awareness through education programs within schools and outside them
- Consistent and more effective inspection

These would lead to the interruption of trafficking in human beings, the reintegration of victims of trafficking into society and the solution of social problems.

4. **Threats that derive from trafficking**
- Increased danger of organized crime
- Increased social problems
- Loss of public trust towards government
- Increased corruption amongst all the state officials
- Increased criminality in general

**REVIEW OF ALBANIAN LEGISLATION ON TRAFFICKING IN HUMAN BEINGS**

Albanian legislation provides as a specific crime the “trafficking in human beings” expressed through trafficking of a human beings, trafficking of women for prostitution, trafficking of children as well as criminal offenses related to trafficking in human beings such as intentional hiding or substituting of a child, illegal border crossing, assistance in illegal border crossing, punishments for organizing prostitution and activities related to it.

The current Albanian Criminal Code provides sanctions for criminal offenses related directly or indirectly to trafficking in human beings. These include the above mentioned criminal offences as well as maintenance, exploitation, financing and renting out of premises for prostitution, kidnapping of a person or child under the age of 14, unlawful deprivation of a person’s liberty endangering the life or causing physical assault, sexual assault, removal of identification papers, falsification of identification papers, threat, commission of criminal offenses in collusion by armed or criminal organizations.
In line with the Albanian Criminal Code, all objects serving or determined to be used for the commission of the criminal offense, including any objects, money, or other property derived from the criminal offense or reward provided or promised for its commission are taken and transferred to the state following conviction for the crime. This also complies with the European Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime, ratified by Law No. 8646, dated 20.7.2000, which provides for the cooperation of all parties of the convention to confiscate the proceeds of criminal acts located in any country that is a member of this convention.

Under Albanian law, citizens of foreign countries can be deported if they have illegally entered Albania. Witnesses, however, can be exempted from deportation due to the overreaching interests of the State such as the need for them to remain as witnesses through the conclusion of criminal proceedings.

The victims of trafficking are entitled to be represented by a legal representative or representative equipped with a power of attorney, to have an interpreter paid for by the government, enjoy the right to speak and be informed of the evidence and acts as well as the conduct of the proceedings, with the assistance of a translator.

Currently, there are no laws in Albania governing witness protection. Existing law does not prevent witness protection, although a lack of financial and personnel resources make provision of adequate protection difficult. Under the Albanian Criminal Code, persons arrested or sentenced for a criminal offense related to trafficking in narcotics, prostitution, and clandestine emigration, who cooperate and assist in the criminal proceedings against them, cannot be given a punishment of more than half of the maximum punishment for the offense they committed. Under specific cases, these persons can even be excluded from punishment.

This review includes the changes to the Criminal Code, recently passed by the Parliament by Law No. 8733, dated 24.1.2001, “For some additions and changes to Law No. 7895, dated 27.1.1995, “Criminal Code of the Republic of Albania.” This law introduces, among other things, specific articles on trafficking in human beings and provides stiffer sanctions for the authors of these criminal offenses.

<table>
<thead>
<tr>
<th>ARTICLE</th>
<th>CRIMINAL OFFENCE</th>
<th>SANCTION</th>
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</thead>
<tbody>
<tr>
<td>Article 110/a</td>
<td>Trafficking of human beings with the purpose of material profit or any other profit In collusion with others, repeatedly or accompanied with mistreatment and physical or psychological threat of the injured person to commit different actions or causing serious harm to the health of the trafficked person. Causing death to the trafficked person.</td>
<td>5-15 years imprisonment Life imprisonment</td>
</tr>
<tr>
<td>Article 114/a</td>
<td>Aggravated exploitation, involvement of minors, coercion, compulsion to engage in prostitution outside the jurisdiction,</td>
<td>7-15 years of imprisonment</td>
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<tr>
<td>ARTICLE</td>
<td>CRIMINAL OFFENCE</td>
<td>SANCTION</td>
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<tr>
<td>Article 114/b</td>
<td>involvement in collusion with others, repeatedly, or of persons holding state or public office</td>
<td>7-15 years of imprisonment</td>
</tr>
<tr>
<td></td>
<td>Trafficking of women for prostitution with the purpose of material profit or any other profit. In collusion with others or repeatedly or is accompanied with mistreatment and physical or psychological threat to the injured woman to commit different actions or causing serious harm to the health of the trafficked woman. Causing death to the injured woman</td>
<td>Not less than 15 years imprisonment</td>
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<tr>
<td></td>
<td>7-15 years of imprisonment</td>
<td>Life imprisonment</td>
</tr>
<tr>
<td>Article 128/b</td>
<td>Trafficking of children with the purpose of material profit or any other profit In collusion with others or repeatedly or is accompanied with mistreatment and physical or psychological threat of the injured child to commit different actions or causing serious harm to the health of the trafficked child Causing death to the injured child</td>
<td>10-20 years of imprisonment</td>
</tr>
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<td></td>
<td>Life imprisonment</td>
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<tr>
<td>Article 298</td>
<td><strong>Assisting illegal border crossing by making available or use of a conveyance by sea, air or other means in order to assist illegal border crossing.</strong> Assisting in illegal border crossing for purposes of profit. Commission of an offense causing death or serious injury to one or more persons.</td>
<td>Fine or up to 3 years imprisonment</td>
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<td>Fine or up to 7 years imprisonment</td>
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<tr>
<td></td>
<td>Not less than 7 years imprisonment</td>
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</tr>
<tr>
<td>Article 25</td>
<td><strong>Meaning of collusion</strong> Collusion is an agreement of two or more persons to commit a criminal act.</td>
<td></td>
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</tbody>
</table>

ARTICLE CRIMINAL OFFENCE SANCTION
<table>
<thead>
<tr>
<th>Article 27</th>
<th>Responsibility of collaborators, organizers, instigators, helpers, and those directly involved.</th>
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<tbody>
<tr>
<td>Article 28</td>
<td>Armed gangs and criminal organization</td>
</tr>
<tr>
<td>Article 333</td>
<td>Creation of armed gangs or criminal organizations</td>
</tr>
<tr>
<td>Article 334</td>
<td>Commission of crimes by armed gangs or criminal organizations</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>ARTICLE</th>
<th>CRIMINAL OFFENCE</th>
<th>SANCTION</th>
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</thead>
<tbody>
<tr>
<td>Article 109</td>
<td>Kidnapping or keeping a person hostage for purposes of gain or profit in order to prepare conditions for the commission of a crime, to help perpetrators or collaborators in hiding or escaping the scene of the crime, to avoid punishment, or to force the granting of requests and certain conditions, for political or other purposes. Kidnapping or keeping hostage a child under the age of 14. Kidnapping or keeping hostage a person or child under the age of 14, proceeded by or accompanied by physical or psychological torture, if it is committed against several persons or repeatedly. Where it causes death.</td>
<td>10-20 years imprisonment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Not less than 15 years imprisonment</td>
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<tr>
<td></td>
<td></td>
<td>Not less than 20 years imprisonment</td>
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<td></td>
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<td>Life imprisonment</td>
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CHAPTER IV

OBJECTIVES OF THE STRATEGY

The objectives of the national strategy to combat trafficking in human beings are related to the mission and the purpose of its drafting. The main objectives are:
- Fulfillment and implementation of the necessary legal framework
- Institutional, structural organizational changes, the establishment of a committee near the Prime Minister to combat trafficking in human beings
- Improvement of the social conditions and a decrease in the level of poverty.
  - Increased care for the trafficked victims and their reintegration programs.
  - Strengthening of the cooperation amongst state institutions and the regional police forces interested in this issue.
  - Increased public awareness.

The deadline for the accomplishment of the objectives is September 2004.

**ACTION PLAN**

The Action Plan contains these elements:
- Objectives
- Types of activity
- Responsibility
- Probable partners for implementation –
- Indicators of achievement

| Objective: Identifying the reasons for trafficking, its methods, the current experience in the field, the gaps in legislation and the policies that protect women and children. |
| **Types of activity** | **Responsibility, Deadline** |
| Conduct research on trafficking in human beings, its patterns, and recommendations for work improvement. | Ministry of Public Order (MPO), General Prosecution Office (GPO) by June 2002 |
| Collect reports, statistics, research information from conferences, relevant government agencies, IGOs, NGOs dealing with trafficking in human beings | MPO and State Intelligence Service (NIS) by June 2002 |
| Drafting the law “On the protection of witnesses” | Ministry of Justice, GPO by September 2002 |
| Drafting the law “On some additions and changes of the Criminal Procedure Code” | Ministry of Justice by September 2002 |
Drafting the Decision of the Council of Ministers “On the establishment of a Committee in the Prime Ministry to combat trafficking in human beings”

<table>
<thead>
<tr>
<th>Types of activity</th>
<th>Responsibility, Deadline</th>
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<tbody>
<tr>
<td>Drafting a law for using confiscated property to protect and rehabilitate victims and in programs for combating trafficking by the police</td>
<td>MPO, GPO by June 30, 2002</td>
</tr>
<tr>
<td>Drafting a legal act to protect trafficked women and children according to the Palermo protocol</td>
<td>MPO, GPO by June 30, 2002</td>
</tr>
<tr>
<td>Drafting a specific working program for the protection of women and children</td>
<td>Ministry of Labor and Social Affairs by June 2002</td>
</tr>
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</table>

**Indicators of achievement of the accomplishment of these tasks:**

- Clear identification of the reasons for trafficking and the preventive measures for the illegal trafficking of human beings.
- Completion of the legislation for the protection of witnesses and changes to the code of criminal procedure regarding the starting of the proceedings upon the complaint of the family members or the caretaker of the victims of the trafficking.
- Establishment of a focal point for the reports and clear statistics of the trafficking in human beings.
- Implementation of a strict control on the progress of the work to combat trafficking in human beings.
- Implementation of the program for the protection of women and children that are in risk of trafficking.

**Objective:** “Raising public awareness with regard of trafficking in human beings”

<table>
<thead>
<tr>
<th>Types of activity</th>
<th>RESPONSIBILITY, DEADLINE</th>
</tr>
</thead>
</table>
| Drafting a specific program for raising public awareness with regard to combat trafficking in human beings, the danger involved and its consequences | Minister of State in the office of the Prime Minister  
by March 2002.  
Assisted by international organizations and NGOs |
| Organizing TV programs on trafficking in human beings from the point of view of the prevention of trafficking and the victim’s position | Minister of State in the office of the Prime Minister  
by June 2002.  
Assisted by specialists of anti-trafficking as |
well as NGO-s

<table>
<thead>
<tr>
<th>Activities</th>
<th>Responsibility</th>
<th>Deadline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Informing the public in connection with legal measures for protecting victims of trafficking</td>
<td>Ministry of Labor and Social Affairs, Ministry of Justice</td>
<td>by September 2002</td>
</tr>
<tr>
<td>Completin the internet site with both the legislation against trafficking and the work done</td>
<td>MPO</td>
<td>by March 2002</td>
</tr>
<tr>
<td>Organizing conferences, seminars of wide participation, etc., with the intention of distributing information and reaching collaboration in this direction.</td>
<td>MPO</td>
<td>by September 2002, Assisted by OSCE and NGOs</td>
</tr>
</tbody>
</table>

These duties will be performed in cooperation with National and International Organizations

**Indicators of Achievement:**

- A raising of public awareness on trafficking issues.
- Active and sensitive coverage of these issues by the media.
- Distribution of information, posters, booklets, etc.

**Objective:** To ensure the education of women and children regarding their protection against trafficking and exploitation.

<table>
<thead>
<tr>
<th>Types of activity</th>
<th>Responsibility</th>
<th>Deadline</th>
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<tbody>
<tr>
<td>Distribution of information regarding possibilities for legal migration.</td>
<td>Ministry of Foreign Affairs, Ministry of Labor and Social Affairs</td>
<td>by March 2002, Assisted by IOM and other organizations</td>
</tr>
<tr>
<td>Preparation of educational materials for children and youth “On the danger of trafficking and for promoting the intolerance toward the violence against women and girls.”</td>
<td>Ministry of Education and Science</td>
<td>by September 2002</td>
</tr>
<tr>
<td>Compilation of a training program for the teachers with regard to these issues</td>
<td>Ministry of Education and Science</td>
<td>by September 2002</td>
</tr>
<tr>
<td>Development of programs containing suitable information for the young people and children on sexual relations and prevention of</td>
<td>Ministry of Education and Science and Ministry of Health</td>
<td></td>
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<tr>
<td>Objective: “The improvement of the social and economical conditions of women”</td>
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<tr>
<td><strong>Types of activity</strong></td>
<td><strong>RESPONSIBILITY, DEADLINE</strong></td>
<td></td>
</tr>
<tr>
<td>Compilation of the program “The position of women in the society and the respective recommendations”</td>
<td>Committee for Equal Opportunities by December 2002. Assisted by NGOs.</td>
<td></td>
</tr>
<tr>
<td>Compilation of the program “The commitment in economy of young girls and their job settlement.”</td>
<td>Ministry of Labor and Social Affairs by December 2002</td>
<td></td>
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<tr>
<td>Development of economic programs for the economic strengthening of women through their professional capability.</td>
<td>Ministry of Labor and Social Affairs by September 2003</td>
<td></td>
</tr>
<tr>
<td>Development of economic programs for the prevention of domestic violence and its economic and social consequences for women and children.</td>
<td>Ministry of Labor and Social Affairs by June 2004. Assisted by NGOs</td>
<td></td>
</tr>
<tr>
<td>A program will be prepared for protecting vulnerable social groups such as Roma.</td>
<td>Ministry of Labor and Social Affairs by June 2004. Assisted by NGOs</td>
<td></td>
</tr>
</tbody>
</table>

**Indicators of Achievement:**

- Compilation of non discriminatory statistics regarding the employment of women, reports on the type and value of the work of women.
- Evaluation of the economical possibilities created in the transition toward a market economy paying attention to women that have key roles in the economy.
- Opening job opportunities for women including training for new skills, alternative employment or development of other opportunities.
**Objective**: “To ensure services for the protection of the victims of trafficking and to enable trafficked women and children to recover and be re-integrated”

<table>
<thead>
<tr>
<th>Types of activity</th>
<th>RESPONSIBILITY, DEADLINE</th>
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<tbody>
<tr>
<td>Setting up centers for receiving and rehabilitating victims of trafficking physically and psychologically</td>
<td>MPO, Ministry of Finance, Ministry of Health by December 2002.</td>
</tr>
<tr>
<td>Entering into re-admission agreements with the countries of origin of trafficking victims</td>
<td>MPO, Ministry of Foreign Affairs by March 2003</td>
</tr>
<tr>
<td>Entering into agreements for cooperation between receiving centers and networks of NGOs engaged in combating trafficking</td>
<td>MPO, Minister of Labor and Social Affairs by December 2002</td>
</tr>
<tr>
<td>Creating programs of education for families and the community so that they do not injure trafficking victims</td>
<td>Minister of Education and Science by September 2002 Assisted by NGOs and international organizations</td>
</tr>
<tr>
<td>Preparing programs for caring for, training and legal protection of trafficked children</td>
<td>Ministry of Education, Ministry of Justice by June 2002</td>
</tr>
</tbody>
</table>

**TYPES OF ACTIVITY**

<table>
<thead>
<tr>
<th>RESPONSIBILITY, DEADLINES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Performing a study on current and future judicial cases as to whether traffickers are punished according to law</td>
</tr>
</tbody>
</table>

**Indicators of Achievement**: Awareness raising of family members and the community regarding the possibility of reintegration of the victims in the society.

- Exchange of information between NGOs and the Police
- Awareness raising of family members and the community regarding the possibility of re-integration of the victims into the society
- The development of the infrastructure and the sources necessary to provide shelter to the victims of trafficking.
- Creation of possibilities for legal, physical and psychological services.
- Achieving the return to the countries of origin of the victims of trafficking.

**Objective**: “Training of personnel committed to combat trafficking.”
<table>
<thead>
<tr>
<th>Types of activity</th>
<th>RESPONSIBILITY, DEADLINE</th>
</tr>
</thead>
</table>
| Organization of training for the officials committed to combat trafficking in human beings (police, prosecutors, courts to investigate and prosecute the organizers of trafficking and also to respect the victims and the highest interest of the children. | MPO  
Ministry of Justice  
GPO  
by March 2003. |
| Training social service employees | |

**TYPES OF ACTIVITY**  
**RESPONSIBILITY, DEADLINE**

| Development of training programs for the improvement of cooperation among police, NGOs and international organizations. | MPO  
by September 2002 |
| Training the border checking police staff of the Border Crossing Check Points (BCCPs) to identify traffickers and victims and take the necessary measures. | MPO  
by March 2003 |

**Indicators of Achievement:**
- Professional qualification of the police and other officials to combat trafficking in human beings.

**Objective:** “Strengthening of the efforts for preventing trafficking in human beings”

<table>
<thead>
<tr>
<th>Types of activity</th>
<th>RESPONSIBILITY, DEADLINE</th>
</tr>
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</table>
| Development of professional educational programs for increasing the commitment of police members to combat trafficking | MPO  
by June 2002 |
| Establishment of special police units for the prevention and prosecution of traffickers, aiming at their extension to the Regional Police Directorates | MPO  
by the end of December 2001 |
| Equipping these units with special technical means for performing specific duties for identifying and capturing traffickers | MPO and Ministry of Finance  
by September 2002 |
| Completing the reorganization of the Border Police and blocking the crossing points of | MPO  
by June 2002. |
| Traffickers and Victims of Trafficking | Increasing the level of the internal control service to combat police personnel involved in trafficking in human beings, through completing the organization of the selection process of its personnel. | MPO by June 2002. |

**Indicators of Achievement:**
- Successful tracing and investigations and better results in combating traffickers.
- A better organization of work for the identification of networks of traffickers through the special units of the anti-trafficking fight.
- Application of criminal prosecution for the corrupted police officials.
- Prevention of traffickers from crossing the state border.
CHAPTER V

CALCULATIONS AND FINANCIAL SOURCES FOR THE IMPLEMENTATION OF THE NATIONAL STRATEGY FOR COMBATING TRAFFICKING IN HUMAN BEINGS

For the implementation of the national strategy for the combating trafficking in human beings, and in support of the objectives and measures foreseen for the prevention and fight against trafficking in human beings, expenditures are calculated as follows:

1. For the objective “Improvement of the work for the prevention of trafficking in human beings” the following activities will be carried out, involving the following expenditures:
   • Establishment of special police units attached to the Police Directorates in the Districts, requiring an amount of about 909 million Lek, detailed as follows:
     a) Salaries .............................................................. 50 million Lek/year
     b) Equipment ......................................................... 80 million Lek
     c) Operational Expenditures ..................................... 10 million Lek
     d) Expenditures for the Center in Vlora ......................... 85 million Lek
     e) Logistical support for border patrolling
        including one boat ................................................. 200 million Lek
     f) Special equipment, helicopters ................................. 200 million Lek
     g) Purchase of a Building in Vlora ............................... 284 million Lek

   Expenditures for the establishment and the functioning of special police unit will be covered by the Albanian Government budget, as well as programs supported by foreign donors.

2. Development of programs for professional training of police officers and staff of the prosecutor’s office, requiring an amount of 64 million Lek, detailed as follows:
   a) Training in Albania (one week) ............................... 24 million Lek
   b) Training courses abroad ........................................... 40 million Lek

   Expenditures for training in Albania will be covered by the Albanian Government and by IOM. IOM will complete the activity through consciousness-raising training for the Albanian Police. Expenditures for training abroad will be covered by foreign donors, based on agreements made.

2. For the objective “Securing services for the protection of victims of trafficking”
   • Establishment of three shelters, for the medical and psychological care of victims of trafficking requires a fund of 720 million Lek, as follows:
     a) Shelter for third country nationals stranded in Albania 100 million Lek
     b) Shelter for victims of trafficking .............................. 200 million Lek
     c) Funds for returning victims of trafficking
in their countries of origin 60 million Lek
d) Shelter for rehabilitation of trafficked minors 60 million Lek
e) Purchase of construction sites for these shelters 300 million Lek

These expenditures will be covered by foreign donors.

3. The objective “Training of the staff engaged in the fight against trafficking”

- Staff that will be involved in the fight against trafficking in the prosecutor’s offices, police, judicial sector who will be responsible for fighting the phenomenon and assisting victims of trafficking, especially minors, will receive training, which will require a fund of 42 million Lek:

  a) Training on investigative methods 6 million Lek
  b) Training for respecting rights of minors 10 million Lek
  c) Training for improvement of collaboration between the police and NGOs and international organizations. 6 million Lek
  d) Training for border police officers in order to improve their ability to identify traffickers and victims of trafficking. 20 million Lek

These expenditures will be covered by Non Governmental and International Organizations.

4. The objective for “Assisting women and children victims of trafficking in their reintegration process” with a fund of 202 million Lek.

  a) Development of the program, situation of women in Albanian society and necessary recommendations 1 million Lek
  b) Development of the program for rehabilitation and reintegration of women in the Albanian society 100 million Lek
  c) Development of economic programs for economic support to women victims of trafficking 100 million Lek
  d) Development of programs for the prevention of domestic violence and its economic and social repercussions on women and children 1 million Lek

Expenditures for implementation of such programs will be covered by NGO-s and donors.

5. The objective “Education of Women and Children for protecting themselves from trafficking and exploitation” with a total fund of 12 million Lek.
a) Public Information campaign for possibilities of legal migration 1 million Lek.
b) Preparation of school curricula for children and students to inform them about risks of trafficking and promote a zero tolerance approach towards violence on women 2 million Lek
c) Programs for training of teachers on these issues 8 million Lek
d) School curricula and public activities with information on sexual intercourse and risks of STDs, and HIV/AIDS. 1 million Lek

These expenditures will be covered partly by the state budget and partly by NGO-s.

6. The objective “Raising of public awareness on the trafficking of human beings” requires a fund of 4 million Lek:
a) Preparation of a specific program for raising public awareness on issues of trafficking in human beings 1 million Lek
b) Television broadcasts on issues of preventing trafficking in human beings and the situation of victims of trafficking 1 million Lek
c) Conferences and seminars and information sharing on these issues 2 million Lek.

Expenditures for these activities will be covered by the state budget and different donors, as well as international organizations and NGO-s.

7. The Objective “Identification of the reasons for trafficking in human beings, of the ways it is carried out, legislation shortcomings”, requires the amount of 113 million Lek

a) Carrying out a case study on how human beings are trafficked and recommendations for the improvement of the situation 1 million Lek
b) Creation of a data base and information from government agencies, international organizations and NGOs. 1 million Lek
c) Preparation of a witness protection law 1 million Lek
d) Implementation of the witness protection law 50 million Lek/year
e) Expenditures for prosecutor’s office (judicial police) 10 million Lek
f) Other expenditures 50 million Lek

Expenditures for these activities will be covered by the state budget and donors.

The total expenditures contemplated are: 2 billion and 102 million Lek.

Expenditures from the Albanian state budget 835 million Lek
Expenditures from donors 1 billion and 267 million Lek

The total estimated expenditures in US dollars are about $15,000,000

NOTE: The projected amounts are not exact calculations. Estimated costs for each specific project may change at the time when funding will be available for specific projects.

CHAPTER VI
IMPLEMENTATION AND MONITORING

I. Implementation

Summary

Implementation of the national strategy for combating trafficking in human beings will be carried out in three main phases, extending during 2001 – 2002 and 2003.

In the first phase, extending through 2001 up to June 2002, the following will be accomplished:

A study on trafficking in human beings, the compilation of the decision of the Council of Ministers for the creation of the Committee to Combat Trafficking, the compilation of programs to sensitize the public, setting up and having functioning the special structures of the Police in counter-trafficking activities; initiating the training and qualification of Police personnel and the personnel of Prosecutor’s Office.

In the second phase, covering July 2002 - June 2003:

A compilation of legislation for the functioning of this strategy as well as the setting up of centers for receiving foreigners and victims of the trafficking, entering into Repatriation Agreements with our neighboring countries and with countries of origin.

In the third phase, July 2003 – September 2004:

Programs for the economic strengthening of women, for the lowering of the level of poverty, and reintegration of the victims of trafficking into society will be developed.
During the first phase of the implementation of this strategy, October 2001 – June 2002 the following aims will be achieved:

1. Carrying through the study of trafficking in human beings and the ways it is realized.
   
   Ministry of Public Order and General Prosecutor’s Office
   Up to June 2002.

2. Compilation of the decision of the Council of Ministers “On the creation of a Committee to Combat Trafficking in Human Beings,” in the Prime Ministry.
   
   MPO with the assistance of OSCE, EC and American specialists in MPO, by 30 December 2001.

3. Compilation of the Program for the protection of women and children from trafficking.
   
   Committee for Equal Opportunities, Ministry of Labor and Social Affairs, by June 2002.

4. Compilation of a special program to increase of public sensitization in the combat against trafficking in human beings, for the danger of trafficking and its consequences.”
   
   State Minister in the Prime Ministry, assisted by international organizations and NGOs interested in the fight against trafficking, by March 2002.

5. Preparation of TV Programs on trafficking in human beings, from the point of view of preventing trafficking and looking at the situation of victims.
   
   State Minister in the Prime Ministry, assisted by specialists of counter-trafficking, from international organizations and NGO-s, up to June 2002.

6. Realizing the possibilities for information on legal migration.
   
   Ministry of Foreign Affairs, Ministry of Labor and Social Affairs assisted by IOM, up to March 2002.

7. Developing programs on professional education to increase the commitment of police employees in combating trafficking in human beings.
   
   Ministry of Public Order and IOM, up to June 2002.

8. Setting up of special police units to prevent and investigate the traffickers, aiming at their extension to the Regional Police Directorates.
   
   MOPO, by the end of December 2001.

9. Setting up the International Anti-Trafficking Center in Vlora and putting it into operation.
In the second phase of implementation of the strategy, July 2001- June 2003, the following aims will be achieved:

1. Gathering reports, statistics and research information on this field, from conferences, corresponding governmental agencies, international organisms and NGOs that deal with the fight against trafficking in human beings.

   MPO, SIS, by June 2002.

2. Preparation of the law on witness protection.

   Ministry of Justice, GPO, assisted by international organisms, by September 2002.

3. Preparation of the law “On some additions and amendments to the Code of Criminal Procedure,” with the aim of making it possible to begin proceedings on the basis of a complaint of family members or the legal guardian of the victim of the trafficking.

   Ministry of Justice, GPOffice, assisted by international organisms, by September 2002.

4. Developing conferences, seminars with a broad participation aiming at delivering information and realization of collaboration in this direction.

   MPO, Ministry of Labor and Social Affairs, assisted by international organisms and NGOs, up to September 2002.

5. Preparation of school programs for children and young people on the danger of trafficking and to promote “Zero tolerance” against violence to women and girls.

   Ministry of Education and Science, Committee for Equal Opportunities, Ministry of Labor and Social Affairs, assisted by international organisms, up to September 2002.

6. Preparation of a special program on training the teachers for these problems.

   Ministry of Education and Science, up to September 2002.

7. Developing programs with information suitable for the age of the children and young people, in schools and in community-based activities, on sexual relations to prevent HIV/ AIDS,

   Ministry of Education and Science, Ministry of Health, assisted by international organizations and NGOs, up to September 2002.

8. Preparation of the program “The position of women in society and the corresponding recommendations.”

   Committee for Equal Opportunities, Ministry of Labor and Social Affairs assisted by NG, by December 2002.
9. Preparation of the program: “Involvement of young girls in the economy and their stabilization in the work force”

Ministry of Labor and Social Affairs, assisted by international organisms, up to December 2002

10. Setting up centers for receiving and rehabilitating, physically and psychologically, the victims of trafficking, specifically, a center for receiving and accommodating persons wishing to migrate, a center targeted at receiving, accommodating and treating, physically and psychologically, trafficked women, crime victims and a center for the reintegration of children as well.

Ministry of Labor and Social Affairs, MPO, international organisms as well. Up to December 2002.

11. Continuing the process of entering into repatriation agreements with neighboring countries and with the countries of origin, to take measures for repatriating victims.

Ministry of Foreign Affairs, MPO, Ministry of Labor and Social Affairs, assisted by international organisms, up to March 2002.

12. Developing training for officials involved in the combat against trafficking in human beings, (in the Prosecutor’s Office, Police, Courts) to investigate traffickers and bring them to justice, while respecting the victims of trafficking and the best interests of the children.

MPO, Ministry of Justice, GPO, assisted by international organisms, up to March 2003.

13. Developing training programs aimed at improving the collaboration between the Police and NGOs as well as international bodies.

MPO, OSCE, EC, IOM and other NGOs, up to September 2002.

14. Training police employees at border crossing points to identify traffickers and victims of trafficking.

MPO and international bodies, up to March 2003.

15. Logistical supply of police units to combat trafficking with special means to carry out specific duties in their fight to find and arrest traffickers.

MOPO, Ministry of Finance and foreign donors, up to September 2002.

In the third phase of implementation, July 2003 – September 2004, the following aims will be achieved

1. **Developing economic programs aiming at the economic strengthening of women.**

   *MINISTRY OF LABOR AND SOCIAL AFFAIRS, ASSISTED BY INTERNATIONAL BODIES, UP TO SEPTEMBER 2003.*

2. Developing programs to prevent domestic violence and its social and economic consequences for women and children.

   *Committee for Equal Opportunities, Ministry of Labor and Social Affairs, assisted by NGOs, up to June 2004.*
II. MONITORING

The responsibility for the control of implementation of the “National Strategy to Combat Trafficking in Human Beings” belongs to the Minister of State in the Prime Ministry, who once every three months will report to the Committee to Combat Trafficking in Human Beings, in the Prime Ministry.

Every Ministry or Institution that has obligations according to this strategy, must inform about the course of the work for the execution of the Strategy, to the Minister of the State and to the Committee to Combat Trafficking in Human Beings, every three months, starting from the date of approval of this Strategy in the Council of Ministers.

The Prime Minister will be informed of the execution of the duties of the Strategy to Combat Trafficking in Human Beings by the Committee set up for this purpose periodically at the end of every meeting.

The Council of Ministers and the Prime Minister, according to their constitutional competencies, decide upon the requests of the corresponding Ministries and upon the recommendations of the Committee to Combat Trafficking in Human Beings.

The Parliamentary Commission of Order, the Parliamentary Laws Commission and the State Information Service evaluate the work according to the projects presented by the Government and other Institutions executing this Strategy.

The Prime Minister reports in the Assembly of Albania once a year on the progress of the work and the problems of the Fight against Trafficking in Human Beings.
ANNEX 2

Plan of Action of the National Strategy to Combat Trafficking in Human Beings of the Albanian Government

September 2003 – September 2004
Albanian National Anti-trafficking Strategy: 
Action Plan: September 2003- September 2004

Introduction:

Albania has taken positive steps to combat Trafficking in Persons through enhanced law enforcement efforts, and the coordinated implementation by all involved institutions of the prosecution, protection and prevention strategies contained in the National Anti-Trafficking Strategy 2001-4.

However, national and international assessments of Albania’s performance in the anti-trafficking area have identified weaknesses and gaps in implementation which continue to impact negatively on international perceptions of Albania, and the efforts made by the Government of Albania to date. These weaknesses relate mainly in insufficient prosecution and judicial follow-up to investigations and arrests, as well as insufficient protection for vulnerable sectors, particularly children.

The period 2003-4 is an opportunity for Albania to take a number of visible and concrete steps to demonstrate its continuing determination to comply with international standards for combating trafficking.

Although expiring shortly, Albania’s National Anti-Trafficking Strategy 2001-3 has been widely recognized as an appropriate framework for meeting international anti-trafficking standards, and therefore remains a valid basis for achieving the objectives outlined above. The following material is an action plan, which represents the third phase of implementation of the National Strategy, with visible and concrete actions to be implemented during the period 2003-4.

The following nine-point Action Plan reflects recommendations and suggestions from a number of international partners, as well as a continuation of commitments formally undertaken by the Government of Albania in compliance with National Strategy.
1. **Action to increase the number of successful prosecutions, convictions and appropriate sentences in relation to arrests of traffickers and police officials complicit in trafficking and related serious crime:**

   **a) Implement the already agreed Organized Crime Task Force (OCTF) Strategy:**

   - Finalize by-laws and internal regulations establishing OCTF reporting lines to the ‘special structure’ in the GPO, and the Organized Crime (OC) Deputy Directorate in ANP, as well as the relationship between OCTF teams and the recently legislated Serious Crimes Court;

     **Action:** Ministry of Public Order (MoPO), Directorate General, Albanian National Police (DG ANP), General Prosecutor’s Office (GPO), and Ministry of Justice (MoJ). **Deadline:** 20 October 2003

   - Approve budget for additional payments to OCTF staff and for secure office space in GPO and 5 OCTF Centers, as provided for in MoU;

     **Action:** Ministry of Finance, GPO, and MoPO/DG ANP. **Deadline:** 15 November 2003

   - Create a case management database in the GPO Organized Crime Directorate for all OCTF cases, coordinated with the MoJ and the Organized Crime Deputy Directorate ANP, to collate comprehensive data on arrests, releases, charges, prosecutions, convictions and sentencing;

     **Action:** GPO, MoPO/DG ANP, MoJ and ShISh. **Deadline:** create coordinated database by 15 November 2003; Report initial conclusions by end year 2003, and at three-monthly intervals thereafter.

   - Establish close working relations between the 5 OCTFs and the Anti-Trafficking, Special Operations and Analysis Sectors of the OC Deputy Directorate ANP, inter alia, through the development of a ‘mobile team’ approach

     **Action:** MoPO/DG ANP, and GPO, with ICITAP/OPDAT technical assistance. **Deadline:** Progress Report by end year 2003

   **b) Consolidate the effectiveness of the Office of Internal Control (OIC) within MOPO**

   - Supplement the existing OIC case management database recording the progress of internal corruption cases with the following additional data:

     - recommendations for disciplinary or judicial follow-up made to the Minister of Public Order, internal MOPO/ANP organs, GPO, MoJ, High Council of Justice (HCJ), Customs etc.;
     - requests made to other state bodies, such as Customs/Ministry of Finance, GPO, MoJ and HCJ for further investigation, corroboration, or other assistance;
     - outcomes of above, including judicial or disciplinary sanctions.

c) Implement recently enacted Declaration of Assets legislation and Assets Seizure provisions with regard to suspect, disciplined or dismissed ANP staff, as well as their associates in other services, such as Customs, the Prosecution and the Judiciary

- Formalize cooperation, if necessary through the negotiation of appropriate MoU’s, between OIC/MoPO, the recently created High Inspectorate on Declaration of Assets, and the internal audit services of Customs, GPO, HCJ, and other investigative services.

Action: OIC/MoPO, GPO, HCJ, MoF/Customs, and High Inspectorate on Declaration of Assets. Deadline: Progress Report by end year 2003

d) Initiate steps to establish a unified and computerized human resources structure in the DG ANP aimed at identifying, promoting and offering employment security to police officers at all levels with proven records of dedication, non-corruption, and skills appropriate to their duties.

Action: MoPO/DG ANP, with appropriate international assistance. Deadline: Progress Report by end year 2003

2. Action to implement a comprehensive approach to witness protection for trafficking in persons and related serious crime, through amended criminal procedure legislation and the creation of corresponding court structures for trafficking and other serious crime cases:

- Implement currently drafted victim/witness protection program legislation, including the establishment of the envisaged inter-disciplinary witness protection program unit within DG ANP.

Action: MoJ, MoPO/DG ANP, Ministry of Labor and Social Affairs (MoL&SA), and Ministry of Education, in consultation with relevant NGOs. Deadline: end year 2003

- Draft and implement parallel amendments to Criminal Procedures Code for in-court and pre-trial victim protection, in line with standards developed elsewhere in the region

Action: MoJ, GPO, MoPO with appropriate international assistance. Deadline: February 2004

- Fund and construct, in line with recently enacted Serious Crimes Court Law, a Serious Crimes Court in Tirana, providing corresponding in-court physical and personal data protection to witnesses, police, and judicial and prosecutorial officers.

Action: Ministry of Finance, MoJ and GPO. Deadline: Progress Report by end year 2003; target date for establishment of Court, 1 April 2004
• Discontinue practice of returning deported Albanian trafficking victims to their places of origin and/or trafficking for initial police questioning and potential witness assessment (see also 6 ‘Linza Shelter’ below)

**Action:** MoPO/DG ANP, and GPO. Deadline: 31 October 2003

3. **Action to activate the Vlora Anti-trafficking Centre (VATC) as a national, regional and international resource for Training, Analysis and Information-sharing:**

• Convene a meeting of all interested national and international partners in Tirana to confirm interest in and commitment to VATC, with original or modified purpose and structure, and sign relevant MoUs;

  **Action:** MFA and MoPO/DG ANP, with interested Embassy and other international participation. **Deadline:** 31 October 2003

• Approve budget and staffing table for VATC in the light of above;

  **Action:** Ministry of Finance and MoPO. **Deadline:** 15 December 2003

• Subject to the above, use VATC initially as a national and regional anti-trafficking training center

  **Action:** MoPO and MFA, with appropriate international assistance. **Deadline:** end year 2003

• Following TIMS implementation at VATC, establish a local analysis, assessment and operational capability at the Center, with clearly defined tasking and reporting lines to OCTF teams and corresponding Sectors in OC Deputy Directorate of Criminal Police;

  **Action:** MoPO/DG ANP. **Deadline:** 31 March 2004

• Progressively introduce originally planned regional and international intelligence-sharing dimension, ideally with the participation of Italy, Greece and Germany, but in any case with other neighboring countries and SECI participants.

  **Action:** MoPO/DG ANP, and MFA, in cooperation with interested regional and international partners. **Deadline:** Progress Report by end year 2003; target date for implementation, 30 June 2004

4. **Action to sustain the impact of July 2002 Vlora-based operation against trans-Adriatic fast launch trafficking:**

• Coordinate the assets of the various components of Albania’s ‘external water guard’ (Delta Force, Coastguard, Albanian Navy, INTERFORZE etc) to discourage the re-activation of trafficking from Vlora or alternative coastal locations, or from Italy/ Greece or points offshore;
Action: MoPO and Ministry of Defense (MoD), in cooperation with international partners. Deadline: Progress Report by end of year 2003

- Amend existing fast launch legislation to prevent the fraudulent registration of such vessels on the basis of declared engine capacity.

Action: MoJ, Ministries of Finance and Transportation, and MoD. Deadline: end of 2003

- Coordinate with neighboring law enforcement counterparts to detect and interdict the growth of alternative forms of trans-Adriatic trafficking, including narcotics.


5. **Action to develop a dedicated Strategy for Combating Child Trafficking and Protecting Child Victims of Trafficking:**

- Create an Inter-ministerial Working Group to develop and implement a discreet child trafficking prevention and child victim protection and reintegration strategy:
  
  - sensitive to the rights and needs of the victims as minors and the particular circumstances of the communities from which they are mainly trafficked;
  - underpinned by appropriate diplomatic and other agreements with Greece and other targeted neighbors as regards shelter and welfare and orderly, co-coordinated and voluntary repatriation and reintegration arrangements; and
  - reflecting the full range of educational, cultural, social welfare, shelter, law enforcement, and judicial aspects of the issue.

Action: Advisers to MoS, MoPO, MoL&SA, Ministry of Education & Science (MES), and MFA, with assistance from UNICEF, IOM, Save the Children, and USAID. Deadline: establish working group by 17 October; initial Progress Report by end year 2003

6. **Action to develop the Linza Shelter as a multi-purpose anti-trafficking facility, and to regulate relations between the Linza, IOM and Vlora Shelters, law enforcement, and other anti-trafficking sectors:**

- Standardize all initial reception, police/prosecutor questioning, and witness protection programme assessment procedures for arrested or deported trafficked persons at the Government of Albania Linza Shelter (or at the NGO-run Vlora Shelter in appropriate cases), in line with proposed Witness Protection Program legislation.


- Create by Prime Ministerial Order an Inter-ministerial Working Group to draft regulations on the multi-rolling of the Linza Shelter as above, and as longer term shelter for:
  - Albanian nationals pending reintegration,
- Third country nationals pending return,
- Victim/witnesses of whatever nationality, pending and during court proceedings (including for the giving of evidence by ‘remote’ means,
- Equivalent child trafficking victims.

Action: MoL&SA, MOPO/DG ANP, MFA and GPO, with assistance from IOM and Vlora NGO Shelter: Deadline: 15 November 2003

- Task above Inter-ministerial Working Group to negotiate formal legal agreements (e.g. MoU’s) between the Linza, IOM and Vlora Shelters, ANP/ MOPO, MoL&SA, GPO and MoJ, regulating the respective rights and responsibilities of the parties, within the overall framework of international victim protection standards.

Action: MoL&SA, MOPO/DG ANP, MoJ, and GPO, in cooperation with IOM, and Vlora NGO Shelter: Deadline: end year 2003

7. **Action to develop International and Regional Legal and Law Enforcement Cooperation:**

- Negotiate a comprehensive system of regional mutual legal and criminal assistance agreements, covering such areas as witness protection and relocation; Mutual Legal Assistance (MLA); mutual recognition of judicial decisions; extradition and readmission; and the institution of regional networks of prosecutors, specialized police and liaison officers/ national focal points.


- Continue to negotiate bilateral agreements between the ANP and neighboring and regional counterparts,


- Conduct regular joint law enforcement exercises and operations, as well as joint training, with neighboring and regional counterparts (See also Action 3 ‘VATC’ above).


- Assess the contribution of the SECI-organized “Mirage 2” anti-trafficking exercise to the achievement of National Strategy goals, and the ‘lessons learnt’ by Albanian participants (anti-trafficking and border police, GPO, Linza, IOM and Vlora shelters) for improved national and regional cooperation.

Action: MoPO and GPO, with assistance from MoL&SA, IOM and the Linza and Vlora shelters. Deadline: Report by 15 November 2003

8. **Action to evaluate the effectiveness of existing Public Awareness and Prevention Programs, and to develop new approaches:**
• Establish an inter-ministerial working group to assess the effectiveness of existing public awareness, education, social welfare and re-integration strategies, and to identify ways of improving ‘outreach’, particularly to children and other vulnerable groups.

**Action:** MoL&SA, MoE&S, MoPO, with assistance from USAID, UNICEF, and Save the Children; **Deadline:** establish working group by 17 October; **Report by 30 November 2003**

• Launch discussion between inter-ministerial working group and international organizations and donors on how donor support for national anti-trafficking NGOs can most effectively complement government efforts and resources.

**Action:** MoL&SA, MoE&S, MoPO, with assistance from USAID, UNICEF, and Save the Children; **Deadline:** Report by 30 November 2003

• Develop within inter-ministerial working group additional prevention and protection strategies in the light of the above discussions, including most or all of the following:
  
  • an NGO-run SOS Hotline for victims and their families, working with specialized police teams and shelters; and counterpart Hotlines outside Albania;
  
  • formalized involvement and training of Albanian diplomatic and consular officers in victim handling and processing techniques;
  
  • mandatory trafficking awareness training for all border police and Customs officers;
  
  • preparation of information notices for distribution at border crossings, visa-issuing consulates etc., explaining Albanian anti-trafficking laws and the dangers of being trafficked, and encouraging travellers to report suspect activity to border, customs, or police authorities, or to the NGO Hotline number;
  
  • establishment of municipal NGO networks to assist and advise victims and families reluctant to approach official services.

**Action:** MoL&SA, MoE&S, MoPO/DG ANP and MFA, with support from USAID, UNICEF, IOM, and Save the Children; **Deadline:** Progress Report by end year 2003

9. **Action to improve the coordination of Government of Albania official representation at international and regional anti-trafficking meetings, and to facilitate the dissemination of recommendations and conclusions from such meetings:**

• Improve the flow of information to the Office of the Minister of State/Office of the Prime Minister on international and regional developments in the fight against trafficking by establishing a database of all major documents and a regularly updated calendar of forthcoming international events

**Action:** Advisers to MoS, MFA, MoPO, and MoJ. **Deadline:** ongoing

• Improve the procedures for informing the Minister of State’s Office in advance of international and regional Anti-trafficking meetings to which Albanian officials are
invited, and for circulating participants’ reports of meetings to appropriate government recipients.

Action: MFA, MoPO/DG ANP, and MoJ etc, in consultation with Advisers to MoS. Deadline: ongoing

- Establish an ad hoc group of designated focal points from each interested Ministry to advise the MoS’s Office on inter-ministerial follow-up, and help monitor progress between meetings of the Inter-Ministerial Anti-trafficking Steering Group.


**Conclusions:**

The above list of actions may not be exhaustive, but addresses the main areas of current concern in ways that are feasible and capable of having some impact within the one-year timeframe envisaged. The deadlines proposed reflect the importance the Government of Albania attaches to the achievement of these goals within this timeframe. They are considered realistic and achievable, assuming all participants in the National Anti-trafficking Strategy cooperate and give the same priority to meeting them.

This Action Plan and the proposed deadlines for implementation was discussed at the meeting of the Inter-Ministerial Anti-trafficking Steering Group held on Friday, 3 October 2003, in the Council of Ministers’ Building. This supplementary Action Plan should be regarded as the main focus for inter-departmental action and coordination for the coming year.