



**REPUBLIC OF ALBANIA
MINISTRY OF INTERIOR
OFFICE OF THE NATIONAL COORDINATOR ON
COMBATING TRAFFICKING IN PERSONS**

**NATIONAL STRATEGY
FOR THE FIGHT AGAINST CHILD TRAFFICKING
AND THE PROTECTION OF
CHILD VICTIMS OF TRAFFICKING
2008-2010**

TABLE OF CONTENTS

Chapter I – Overall situation analysis.....	3
Background.....	3
Current achievements:	4
Chapter II – Vision, priorities and goals.....	7
Chapter III – Policies to be undertaken.....	7
National Strategy and Action Plan for the Fight against Child Trafficking and the Protection of Child Victims of Trafficking 2008-2010	8
Objectives of the National Strategy against Child Trafficking and its Action Plan:	8
Structure of the National Action Plan against Child Trafficking:	9
General principles on which the National Strategy against Child Trafficking and its Action Plan are based:	10
Legal Definitions on which Child Trafficking Strategy is based:	11
Domestic Legislative Framework on which the National Strategy is based:	12
Chapter V – Monitoring and evaluation analysis	13
Glossary of Abbreviations	14
Operational Frame	16
I. PREVENTION	16
II. PROTECTION	26
III. PROSECUTION	29

Chapter I – Overall situation analysis

Background

Following the collapse of the previous political system, this had made Albania the most isolated Eastern European country. Albanian nationals tended to identify freedom and democracy with the freedom of movement. Thus, in the 1990s, many Albanians tried to take advantage of the opening up of the borders and to go abroad in search of new lives. The lack of any legal migration possibilities, the crisis in the economy and the increasing poverty and unemployment in Albania contributed to the wishes for illegal migration in the 90's, resulting in a sizable flow of Albanian migrants to Western Europe, and especially to Greece and Italy. All too often, the hopes for better lives were shattered and Albanian nationals found themselves trafficked and enslaved by trafficking networks and organized crime groups that took advantage of this lucrative business. In parallel, Albania witnessed the arrival of illegal migrants from Eastern Europe and beyond, who were exploited inside the country or were in transit to Western Europe.

In reaction to this, the Government of Albania took the lead in countering this modern form of slavery. All national state and non-state actors as well as international partners were gathered in a consolidated and coordinated anti-trafficking response, as contained in the National Strategies and Action Plans of 2001-2004, as well as 2005-2007.

Consequently, the years 2000, have marked a step-down of the phenomena of international trafficking of Albanians, as well as the transit of trafficked persons from third countries through Albania. At the same time, problems of social cohesion and inclusion have persisted, unemployment and poverty levels have remained high, and policies for integration of vulnerable families and child protection systems are lacking or are yet to be consolidated at national level, resulting in higher levels of internal trafficking of vulnerable groups, particularly children, as the most vulnerable members of the families and society at large.

The trafficking of Albanian children, both to neighboring countries and inside the country, has remained as one of the most disquieting phenomena, causing serious physical and psychological damage to the lives and future prospects of the child victims, and for future generations of Albanians more generally.

In some cases, the school drop-out in rural areas, and the large-scale demographic movements of families, particularly from the north-east of Albania, has brought many children to work on the streets of large towns, where they became victim to recruitment into illicit activities and organized trafficking. In other cases, particularly in marginalized communities, families, being unaware of the phenomenon of trafficking in children and its consequences, have actively encouraged the sending abroad of their children in the belief that this would secure them a better future, and have often colluded with so-called 'protectors'.

As before, the most common sources for the recruitment of children for purposes of trafficking are:

- Divorced families without family care
- Extended families, in financial need
- Families from rural areas, hoping for help from their children
- Orphaned children without care
- Families in which parents have migrated for employment
- Children who have abandoned school and are employed as beggars or in other illegal activities in Albania
- Children who have no access to schools
- Children who have not been registered at birth
- Families in which at least one other child/member has been trafficked before
- Families with mentally challenged children/children of mentally challenged parents
- Children whose marriages have been arranged at a very young age (especially Roma children)

An abuse of the parental care is an underlying element in many of the circumstances described above, expressed in the neglect of the child's health and of the child's right to education and safety, and in the use of children for work in order to provide income for the family.

Child exploitation in the streets of Albania has been favored by a weak enforcement of the right to education for all children, by way of participating in the obligatory school system, and a yet to be consolidated civil registry of the population.

The routes and methods used for child trafficking are similar to those for other forms of human trafficking, though child traffickers often use false documents to claim they are the children's guardians or parents. Increasingly, it is parents or members of the family that traffic the children.

The destination countries, to which children are trafficked, are mainly neighboring countries, such as Italy, Greece, Kosovo and Macedonia, though trafficking networks and organized crime groups operate to other countries of Europe as well. Many children have been trafficked for labor or sexual exploitation. At present, the figures of transnational trafficking and exploitation of children are decreasing, although considering the clandestine nature of the phenomenon, the lack of information from some destination countries, and the lack of reliable and accurate statistics in general, the exact scope of the problem remains unknown. At the same time, internal trafficking of children for a variety of exploitative purposes (sex, begging, and other illicit activities) has turned into an increasing concern, as do school drop-out and child street work.

Current achievements:

The Government of Albania has recognized combating and the prevention of trafficking in human beings, and in particular of child trafficking, as one of the primary and fundamental challenges in the area of human rights and law enforcement and has included it as priority in its program. Considering the negative impact on the Albanian society, considerable efforts were made to combat and prevent this phenomenon during 2005 – 2007. In the following, the most important legal and institutional measures are outlined:

The Office of the National Coordinator dedicated special importance to measures for the protection of children against labor exploitation. In this respect, the **Criminal Code was amended**¹ in January 2008, by introducing Article 124/b, on the "Ill-treatment of minors" that among others criminalizes the phenomenon of child exploitation for forced labor, begging, and other forced services; moreover, by adding a paragraph in Article 117 "Pornography" regarding the pornography with minors and finally by introducing Article 128/b "Trafficking in minors" that criminalizes by law not only the recruitment, hiding and reception of children but also their selling. Currently an assistance package is being prepared, offering social and other support measures (educational, vocational, employment etc.) to children and their families.

Furthermore, another important legal instrument with regard to child protection is the approval of the **Agreement with Greece "On the protection and assistance to the children victims of trafficking"** signed in Tirana, on February 27th, 2006. This Agreement was passed by the Albanian Parliament but is not yet ratified by the Greek authorities. Once in force, the Agreement will be instrumental in combating trafficking in minors into Greece and protecting the child victims; it regulates the co-operation between the Albanian and Greek authorities and determines mutual obligations of the signatory parties for the identification, protection, rehabilitation and safe return of Albanian children exploited in Greece, including procedures for dealing with concrete cases. The agreement is the first regional document of this kind and has model character for the SEE region and beyond.

The signing of a Memorandum of Understanding for the promotion and implementation of the **Code of Conduct in the Protection of Children from Sexual Exploitation in Tourism**, between the Ministry of Interior, the Ministry of Tourism, Culture, Youth and Sports and the OSCE Presence in Albania, aimed at curbing child trafficking within the country, was a very positive development. Several steps were taken as part of this MoU to promote the Code of Conduct such as the organization of introductory and informative meetings with tourism operators and travel agencies; distribution of posters in the main border-crossing points aiming at encouraging the observation of the Code of Conduct in Albania as well as informing the public at large on the serious sentences provided for in the law on cases of child exploitation in tourism.

Progress has been made towards the establishment of **comprehensive child protection structures and systems** at local level, aimed at identifying at-risk groups and individuals as well as trafficked minors, and ensuring the provision of targeted preventive, protective and rehabilitative measures:

¹ Please refer to the Law No. 9859 dated 21.01.2008.

First, in order to prevent trafficking of categories at risk, measures were taken for their involvement and integration into the society, including the enhancement of the school attendance rate, and reducing the drop-out rates, improving the registration in the civil registry offices; offering education/vocational compensatory training for school drop-outs, notably through local state structures involved in the Regional Committees on Combating Trafficking in Human Beings.

Furthermore, MoLSAEO in cooperation with the project ‘Transnational Action against Child Trafficking’ (TACT) and UNICEF have been implementing a pilot project for the establishment of Child Protection Units (CPUs), as part of the Section of Economic Assistance and Disability Allowance in the municipality structures. The main tasks of these Child Protection Units are to monitor the situation of children and families at risk; to coordinate protection and referral activities at the local level; and to identify and manage individual cases in a multi-faceted way. To this end, each unit has at least one trained social worker, for case work and case management, as well as drop-in centers for counseling and information to children and families. Such units have already been established as part of the municipalities of Elbasan, Pogradec, Korçë, Fier and Gjirokastër as well as Durrës, and similar units will be set up in three communes in the Lezha district (by World Vision).

MoLSAEO has set up a Working Group, comprising UNICEF, Terre des Hommes, Save the Children and World Vision in order to coordinate and monitor the development of child protection units (CPUs) in the frame of this pilot project, and to expand and institutionalize such units nationwide upon the completion of the assessment stage of this pilot project.

Second, efforts have been underway, to establish mechanisms at school for the identification and referral of at-risk cases from the school. To this end, a ‘child protectors’ system, comprising trained focal points/school psychologists, is currently being developed and piloted, under the overall co-ordination and monitoring by a national and five regional working group, under the Ministry of Education and Science and its Regional Directorates.

Lastly, efforts have also been made to foster Community Counseling Groups in targeted at-risk communities, especially of the Roma and Egyptian minorities, in order to spearhead preventive measures in their communities, and serve as the focal point for child protection as well as referral systems, as well as a range of measures aimed at enhancing the children’s access to education and life skill acquisition, as well as social and economic empowerment of the community members.

During 2005–2007, **14 agreements and conventions on international and regional cooperation** in the areas of justice, police cooperation, legal assistance against trafficking and organized crime, protection of child victims of trafficking, readmission of persons, illicit trafficking of narcotics, parental responsibility and civil aspects of the international child abduction were signed and ratified. In the framework of drafting and signing regional bilateral agreements, the Office of the National Coordinator has held cross-border meetings with the neighboring countries (Macedonia, Kosovo), that resulted in the signing of agreements and protocols on police and cross-border cooperation for the exchange of information in the framework of combating trafficking in human beings. Similar meetings are soon to be organized with Montenegro and Greece.

Awareness campaigns targeted mainly vulnerable groups (youth, women and girls, families with social problems and poor education, Roma children, etc.) in the form of meetings with groups of interest. Moreover, the MoES took measures to introduce anti-trafficking awareness training, as part of the curricula on gender and civic education in all pre-university schooling; to date such training is an elective, whereas in future it should become mandatory.

Chapter II – Vision, priorities and goals

The mission of this Strategy is to create policies and accessible tools to help and assist children who have suffered trafficking, and (re-)integrate them, as well as those in unfavorable socio-economic situation and at risk of trafficking.

The 2008-2010 National Strategy aims at fostering children's access to education and their inclusion in school, the registration of children by enhancing the civil registry system, the elimination of child work and building integration and protection systems and safety nets for children and their families at the regional and local levels that respond to a wider range of abuses against and exploitation of children, including human trafficking.

In order to achieve this vision, it will be necessary to achieve the following strategic priorities:

- Ensure the identification of potential and actual cases of child trafficking;
- Ensure assistance to, and protection of all presumed victims, even if they are not willing to testify;
- Ensure effective and institutionalized child protection systems at local level, aimed at identifying at-risk groups and individuals as well as trafficked minors, and ensuring the provision of targeted preventive, protective and rehabilitative measures, including:
 - Fostering the nation-wide institutionalization of Child Protection Units (CPUs) at municipal/commune level, as part of an integrated system of social assistance and child protection with a mandate to protect vulnerable children in that municipality/commune, responsible for identifying at-risk and trafficked minors and their families and referring them to relevant services;
 - Fostering the nation-wide establishment and eventual institutionalization of child protection mechanisms at schools, through child protection focal points/'child protectors', tasked with identifying and coaching at-risk children, and referring them to the CPUs, for assistance;
 - Fostering a range of community-based preventive and supportive measures especially for children outside the formal education system;
- Enhance access to education and life skill acquisition, as well as vocational skills;
- Foster alternatives to illegal migration and trafficking through poverty reduction, employment generation, etc.

Chapter III – Policies to be undertaken

National Strategy and Action Plan for the Fight against Child Trafficking and the Protection of Child Victims of Trafficking 2008-2010

The 2008-2010 Strategy does not duplicate the National Strategy to Combat Trafficking in Human Beings, but considers the issue of trafficking in children in a more comprehensive way, within the context of the National Strategy, and highlighting the specific approach and measures needed when dealing with minors. It seeks to intensify, for this purpose, coordination and cooperation between government institutions and bodies, international and domestic organizations and NGOs.

The National Strategy and Action Plan 2008-2010 was drafted in a consultative process with all involved actors. A series of consultative meetings and workshops on specific items of the Strategy and Action Plan, including one workshop particularly dealing with child trafficking, were held during February to April 2008 and input and suggestions were collected from international organizations and agencies. Furthermore, relevant studies and evaluation reports were also taken in consideration. A draft Strategy and Action Plan was validated by all stakeholders at a preliminary national workshop held on 14 May 2008, and finalized with the input from all actors concerned.

The present National Strategy and Action Plan were formally endorsed at the National Conference held on 29 May 2008 and thus enjoy the full support and commitment of all involved.

The Office of the National Coordinator, during this process of drafting was continuously assisted by two experts with experience in strategy-drafting in general and child protection and prevention area in particular.

Objectives of the National Strategy against Child Trafficking and its Action Plan:

The National Strategy against Child Trafficking aims at accelerating current initiatives to reduce and eradicate child trafficking in Albania by strengthening and coordinating the activities of all involved government institutions, international partners and domestic and international NGO-s through the fulfillment of the objectives, actions and deadlines in the attached Action Plan over a two-year period (2008-2010).

The National Strategy and Action Plan gives priority to the identification of potential victims of trafficking, as well as actual victims, through enhanced functioning of the overall system of child protection in Albania. The Strategy and the Action Plan recognize that in order to reach child victims and potential victims, local actors must be equipped to detect signs of child abuse, neglect and heightened vulnerability to trafficking and be able to respond accordingly. Furthermore, the same actors that will be responsible at community, local and regional level for the identification of victims and potential victims of trafficking will also be responsible for assisting children who have been trafficked, in their medical, psychological, social and economic rehabilitation.

In this regard, the new Strategy addresses not only the provision of adequate temporary shelter and the capacity building needs of social care workers and institutions, but also aims to identify goals and objectives that will contribute to the functioning of the overall child protection system in Albania, in particular through increasing support to the System of Child Protection Units (CPUs) already being piloted in Albania. Addressing child trafficking through this strategic approach also has the benefit of avoiding duplication of efforts by the Government of Albania (at all levels) and international donors, focusing expertise and resources on the creation of one coherent system of prevention and protection for children that will be able to respond to trafficking in children but also be able to protect children from other forms of abuse, exploitation and neglect.

Whilst indicators and objectives regarding the legal framework and compliance with international law will be included in the Strategy, the main focus will be on implementation of a focused group of interventions and activities that build on ongoing efforts in reform of the social and child protection systems, as well as on work that brings the education sector, primarily through schools, into the functioning of the protection system, increasing the capacity of the state to detect at the earliest possible stage cases of child abuse and vulnerability that can be a major 'risk factor' for child trafficking.

Measures are also envisaged to address the school dropouts, illegal child labor, poverty reduction, and vocational training needs, as alternatives to illegal migration, trafficking or re-trafficking.

The Strategy is based on the conviction of the Government of Albania that child trafficking, like all other forms of human trafficking, is a crime and an offence against the dignity and human rights of its citizens. Hence, the Government has the main responsibility for combating and eradicating it. It also recognizes the shared root vulnerabilities of children to a variety of crimes of abuse and exploitation, and takes measures to strengthen a system of prevention and protection that can respond not just to suspected or actual cases of trafficking, but to a range of abuses against children, within existing structures and pilot programs, ensuring maximization of resources and efforts in this field.

At the same time it recognizes that, within this overall framework of government 'ownership' and responsibility, as indicated in the assignment of responsibilities within the Action Plan against Child Trafficking, partnership and cooperation with the non-governmental agencies and international partners and donors is both necessary and beneficial.

The Government nonetheless attaches considerable importance to domestic capacity building and sustainability in all the actions and programs envisaged in this medium term Strategy.

Structure of the National Action Plan against Child Trafficking:

In line with the above, the National Action Plan is drafted according to the following three - point structure, agreed with domestic and international partners and following the schema

developed during consultation workshop and preparation for drafting of the Action Plan 2008-2010:

- **Prevention of Child Trafficking** (including law enforcement and border control aspects, public awareness raising, education and training at local as well as national level, with particular reference to the most vulnerable communities, and preventative activities that take place within the context of the overall child protection system and prevention activities that address basic vulnerabilities of children to abuse, exploitation and neglect);
- **Protection and Reintegration of Child Victims of Trafficking** (including legal framework for referral mechanisms, physical and moral protection, temporary shelter, adoption, fostering and guardianship issues, family support, and social, educational, professional and economic aspects of reintegration, and assisted voluntary return of child victims);
- **Prosecution of Child Traffickers** (including legal framework, law enforcement, and judicial procedures);

General principles on which the National Strategy against Child Trafficking and its Action Plan are based:

1. Rights of the child

- All actions undertaken in relation to child victims shall be guided by and based on the principles of protection and respect for human rights as set out in the United Nations Convention on the Rights of the Child (1989).
- Child victims are entitled to special protection measures, both as victims and as children, in compliance with their special rights and needs.
- Involvement of a child victim in criminal activities should not undermine their status as both a child and a victim.

2. Best interest of the child

In all actions considering child victims, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interest of the child shall be the primary consideration.

3. Right to Non-Discrimination

Child victims are entitled to the same protection and rights, non-national as well as national or resident children. They must be considered as children first and foremost. All considerations of their status, nationality, race, sex, language, religion, ethnic or social origin, birth or other status must be secondary.

4. Respect for the Views of the Child.

- A child victim who is capable of forming his or her views enjoys the right to express those views freely in all matters affecting him or her, for example, in decisions concerning his or her possible return to the family or country of origin.
- The views of the child shall be given due weight in accordance with his or her age, maturity and best interest.

5. Right to Information

- A Child victim must be provided with accessible information about, for example, his/her situation, entitlements, services available and the family reunification and/or repatriation process.
- Information shall be provided in a language, which the child victim is able to understand. Suitable interpreters and social workers or psychiatrists shall be provided whenever a child victim is questioned/interviewed or requires access to services.

6. Right to Confidentiality

- Information about a child victim that could endanger the child or the child's family members must not be disclosed.
- All necessary measures must be taken to protect the privacy and identity of child victims. The name, address or other information that could lead to the identification of the child victim or that of child's family members shall not be revealed to the public or media.
- The permission of the child victim must be sought in an age-appropriate manner before sensitive information is disclosed.

7. Right to be Protected

- The state has a duty to protect and assist child victims and to ensure their safety.
- All decisions regarding child victims must be taken expeditiously.
- They have the right to have a safe home with basic needs provided, the right to education and health care and moreover, not to work until a reaching a legal age to do so.

Legal Definitions on which Child Trafficking Strategy is based:

For the purposes of this Strategy and Action Plan:

- ***Child Trafficking*** means the recruitment, sale, transportation, transfer, harboring or receipt of a child for the purpose of exploitation either within or outside a country.¹
- ***Exploitation*** includes exploitation for the purposes of prostitution or other forms of sexual exploitation, forced labour or other services, slavery or practices similar to slavery, servitude, or the removal or transfer of organs.

¹ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, signed in Palermo, December 2001/ UNICEF Guidelines for Protection of the Rights of Child Victims of Trafficking in SE Europe (2003)/ other relevant UN and international instruments.

- ***Consent of the child victim*** to the intended exploitation is irrelevant, even if none of the following means have been used: force, coercion, abduction, deception, abuse of power or actions taken while the victim is in a state of vulnerability or in the control of another person.
- ***A Child victim of trafficking*** is any person under 18 years of age.
- ***An unaccompanied child abroad*** is any child living abroad without his/her parents or a legal guardian.

Domestic Legislative Framework on which the National Strategy is based:

The crime of trafficking in human beings was introduced in the Albanian Penal Code in 2001. The main provisions in combating trafficking in persons are contained in articles 110/a “Trafficking in persons”, 114/b “Trafficking in women” and 128/b “Trafficking in minors” of the Penal Code, which were enacted immediately after the signing of the Palermo Protocol. The two latter ones are aggravated forms of trafficking in persons provided for under Article 110/a “Trafficking in persons” of the Penal Code, amendments made by the Law no. 9188, dated 12.2.2004.

In all cases, the punishment is higher when the victim is a minor; when the exploitation is exercised by a group of people; organized for profit; or when force is used; for repeat offenders; in collusion with others, through abuse of power, or by armed or criminal organizations.

As concerns child protection, in the framework of protective and preventing measures towards their exploitation, in March 2007 there were proposed some supplements and amendments to the Criminal Code that were approved by the Law No. 9859 dated 21.01.2008. Namely, the articles added are Article 124/b, “Ill-treatment of minors” that among others criminalizes the phenomenon of child exploitation for forced labour, begging, and other forced services; the paragraph added in Article 117 “Pornography” regarding the pornography with minors, as well as the amendment to Article 128/b “Trafficking in minors” that criminalizes by law not only the recruitment, hiding, reception of children but also their selling. The packages containing these changes will be accompanied by a new social and educational package for the assistance towards these children and their families in the form of employment, education and other forms of assistance.

The Albanian Criminal Code also provides sanctions for criminal offences related directly or indirectly to trafficking in human beings, women and children. This includes assistance for illegal crossing of the border, the exploitation, financing, and provision of premises for purposes of prostitution, the kidnapping of a person or child, endangering life or causing physical or psychological harm, sexual assault, removal or falsification of identification papers, passports and visas, etc.

More specifically, the domestic legislative anti-trafficking framework comprises:

Article 110/a Trafficking in Persons

Article 114/b, Trafficking in Women

Article 128/b, Trafficking in Minors

Article 114/a, Exploitation of Prostitution under Aggravating Circumstances

Article 297, Illicit State Border Crossing

Article 298², Assistance for Illicit Borders Crossing

Article 113, Prostitution

Article 114, Exploitation of Prostitution

Article 115, Use of Premises for Prostitution

Article 117³, Pornography

Article 124/b⁴, Ill-treatment of minors

For a more elaborated list of legal and sub legal acts please refer to the Domestic Legislative Framework of the National Strategy for the Fight against Trafficking in Human Beings 2008-2010.

Chapter V – Monitoring and evaluation analysis

Responsibility for the monitoring and implementation of this National Strategy and Action Plan for the Fight against Child Trafficking and the Protection of Child Victims of Trafficking belongs with the State Committee for Combating Trafficking in Human Beings, which is chaired by the Minister of Interior.

The key success indicators for monitoring the National Strategy and the Action Plan are given in the Action Plan. A systematic plan for monitoring, evaluation and review of the National Strategy and the Action Plan will be elaborated under the responsibility of the Office of the National Coordinator.

Every ministry or institution that has obligations under this Strategy, will report on the course of their work for the implementation of the Anti-trafficking Action Plan to the Office of the National Coordinator on Combating Trafficking in Human Beings and to the State Committee for Combating Trafficking in Human Beings, every three months, starting from the date of approval of the National Strategy and Action Plan by the Council of Ministers.

The Committee will periodically inform the Prime Minister on the implementation of this Strategy and Action Plan.

² Adopted by the Parliament of the Republic of Albania with the Law Nr. 9686, dated 26.2.2007 “On Some Supplements and Amendments to the Law Nr. 7895, dated 27.1.1995 “Criminal Code of the Republic of Albania”, Amended”.

³ Recently adopted by the Parliament of the Republic of Albania with the Law Nr. 9859, dated 21.1.2008 “On Some Supplements and Amendments to the Law Nr. 7895, dated 27.1.1995 “Criminal Code of the Republic of Albania” , “Amended”

⁴ Recently adopted by the Parliament of the Republic of Albania with the Law Nr. 9859, dated 21.1.2008 “On Some Supplements and Amendments to the Law Nr. 7895, dated 27.1.1995 “Criminal Code of the Republic of Albania” , “Amended”

Glossary of Abbreviations

Glossary of Abbreviations used in the National Strategy and Plan of Action for the Fight against Trafficking in Children and Protection of Children Victims of Human Trafficking:

MoI	Ministry of Interior
MoLSAEO	Ministry of Labour, Social Affairs and Equal Opportunities
MoES	Ministry of Education and Science
ONAC	Office of the National Coordinator on Antitrafficking in Persons
MoJ	Ministry of Justice
MFA	Ministry of Foreign Affairs
MoH	Ministry of Health
GPO	General Prosecutor's Office
ASP	Albanian State Police
RA	Responsible Authority
NRM	National Referral Mechanism
TRM	Transnational Referral Mechanism
ICITAP	International Criminal Investigative Training Assistance Mission
NGO	Non-governmental Organization
IO	International Organizations (UNICEF, CAAHT, ILO-IPEC, etc)
RCAT	Regional Committees on Antitrafficking
CPU	Child Protection Units

Operational Frame

I. PREVENTION

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
1.	STRATEGIC AIM: Improve the capacity of Border Control Personnel to detect potentially trafficked children- accompanied and unaccompanied by family members – and ensure that adequate protection and referral systems for these children are initiated immediately upon identification by Border Control personnel.				
Indicators/Target: Increase in the number of identified and assisted trafficked children					
1.(a)	SPECIFIC OBJECTIVE: Improve, through training and other measures, the capacity of border control personnel to detect and interdict potentially trafficked children and their traffickers, and offer appropriate initial protection to the child through the presence of social workers of the State Social Service and/or shelters at the interviewing point for ensuring proper assistance to be offered to every child needing protection.				
Indicators: Number of children detected at the borders; number of traffickers interdicted;					
1.(a).1	Train border control personnel in standard procedures for the detection and prevention of child trafficking, and in the implementation of relevant international conventions and agreements signed and ratified by the Republic of Albania for dealing with child victims	MoI, ASP, Police Academy In cooperation with IOs and NGOs	Ongoing through 2010	Border personnel trained and aware of standards and procedures regarding children Training in prevention and detection of child trafficking incorporated into standard training for all border personnel	
1.(a).2	Ensure the presence of a female anti-trafficking police officer and a social worker (State Social Worker, or shelter staff) during initial interview/identification and that they are familiar with standards and	ASP, MOLSAEO	First half 2009 Mid 2008	Border Control Personnel as well as female anti-trafficking officers and Social Workers are familiar with SOPs and standards Target: Permanent assignment	

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
	SOPs			and presence of a female specialist anti-trafficking officer as well as a social worker/authorized NGO for the conducting of the initial identification and referral interview in the 10 most affected border crossing points (based on a risk analysis); Anti-trafficking police officers and social workers are on stand-by for all other Border Crossing Points.	
1.(a).3	Ensure that data on every child entering or leaving the country is recorded at border crossing points and centrally, whether or not accompanied by family members, in conjunction with the TIMS and/or the Victim's database	MoI, ASP (with a special program), Responsible Authority, in cooperation with IOs and NGOs,	2008-2009	Data entry fields designed, established and operational in all border crossing points. Personnel at all border crossing points trained in the use and maintenance of the data entry fields.	
2.	STRATEGIC AIM: Continue to enhance formal and ad-hoc co-operation on the prevention of child trafficking and the protection of child victims of trafficking between neighboring country law enforcement agencies, and between national child protection structures, IOs and NGOs in these countries				
	Target/Indicators: number of trans-border cases, number of children detected and assisted; existence and contents of trans-national case protocols; per cent of all returned child victims for whom pre-notification and return assistance was given.				
2.(a)	SPECIFIC OBJECTIVE: Review and, if necessary, amend existing bilateral agreements with neighboring countries relevant to the prevention of child trafficking and protection of child victims of trafficking, and negotiate new cooperation agreements, where they do not exist, particularly with neighboring countries and other relevant countries (based on needs assessment); and implement technical protocols to existing agreements				
	Indicator: number of new/amended agreements with reference to child trafficking, existence of new agreements and/or protocols, existence of agreed trans-border SOPs, number of trans-national cases, average processing time				

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
2.(a).1	Review relevant bilateral law enforcement agreements between Albania and countries in the region, with particular reference to cooperation on child trafficking prevention, and include special clauses on child trafficking	MoI, ASP, MFA, MOJ	2008 - 2009	Review Conducted: Report issued. Recommendations implemented, agreements amended	
2.(a).2	Foster ratification and implementation of the existing agreement with Greece by the Greek authorities	Prime Minister, Minister of the Interior, MFA		Target: by end 2009, the agreement with Greece is in force	
2.(a).3	Negotiate new cooperation agreements, where they do not exist, particularly with neighboring countries, focusing on cooperation to detect trafficked and exploited children, the systematic collection and sharing of data on child trafficking, suspected authors and the methods and routes used, and the coordination of responses, including regulated and agreed border repatriation and processing procedures.	MoI, ASP, MFA	Ongoing 2008-2010.	New Cooperation Agreements negotiated and signed with key partner countries (based on needs assessment)	
3	STRATEGIC AIM: Increase public awareness on Child Trafficking and Prevention of Child Trafficking				
	Target/Indicators:				
3.(a)	SPECIFIC OBJECTIVE: Increase awareness on child trafficking of the public at large, as well as among at-risk groups, by way of implementing targeted public awareness measures in cooperation with media, government and non-government structures				
	Indicators: Per cent of population who can describe child trafficking, can name the main purposes for which people are trafficked, and the main ways in which people are recruited; Per cent of schools (by school type) with anti-trafficking modules mainstreamed/implemented;				

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
	per cent (increase) in pupils (by school type/age) who can name the main purposes for which children are trafficked, and the main ways in which people are recruited; per cent of population that is familiar with the code of conduct in tourism				
3.(a).1	Conduct public awareness campaigns warning of the dangers and penalties associated with child trafficking, using television and radio spots and programs, posters, leaflets, etc: provide information about child trafficking and its consequences in school curricula: promote cultural and educational activities focusing on child trafficking: organize of dedicated prevention campaigns targeting children in high risk communities and other vulnerable groups.	MoS, MoLSA MoES, in cooperation with IOs and NGOs	2008-2010 2010	Number of Radio and Television spots broadcast nationally per year. Number of campaigns targeting vulnerable children conducted by NGO partners under supervision of MoES. Awareness raising and information on child trafficking incorporated into core school curricula by beginning school year 2010.	
3.(a).2	Promotion of the Code of Conduct in Tourism	MOI, ONAC, OSCE		Existence of Public awareness campaigns, Radio/TV spots, posters, etc.	
4.	STRATEGIC AIM: Foster the nation-wide institutionalization of Child Protection Units, as part of an integrated system of social assistance and child protection, in order to better identify and prevent potential cases of child trafficking and exploitation.				
	Target/Indicators: number of identified and assisted at risk children; number of functioning Social Assistance and Protection Units; existence of, and number of functioning local referral and case management systems;				
4.(a)	SPECIFIC OBJECTIVES: Increase the coverage of the existing child protection system through the creation and staffing of three new Child Protection Units in 2009, and the eventual creation of child protection units in the entire country, as part of the NRM				
	Indicator: number of functioning and well-staffed Child Protection Units (CPUs); number of identified and assisted at-risk or trafficked children				

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
4.(a).1	Establish Child Protection Units in the Districts of Shkoder, Sarande and Tropoje.	Local government, MoLSAEO, with partners	2008 - 2009	CPUs established and staffed with 2 personnel in Shkoder, Sarande and Tropoje by end of Financial year 2009.	District budgets.
4.(a).2	To establish CPUs in each municipality/commune, as part of the Social Assistance and Protection Units, and to fully integrate them in the Regional Anti-Trafficking Committees as well as the National Referral Mechanism	Local government, MoLSAEO, with partners	2010	CPUs established in the entire country, as part of the Social Assistance and Protection Units	
4.(b)	SPECIFIC OBJECTIVE: Increase the minimum staffing of all Child Protection Units to Two full time staff from local government per CPU.				
	Indicator: Number of full time staff per Child Protection Unit				
4.(b).1.1	Staffing levels in existing CPUs increased	Local Government	2008 - 2009	CPUs staffed with a minimum of 2 Personnel by end of Financial year 2009.	District budgets.
4.(c)	SPECIFIC OBJECTIVE: Integrate the work of CPUs with work of emerging Social Assistance and Protection Units (Focal Points for Domestic Violence, Human Trafficking, Gender Equality) at Municipal and Commune Level and institutionalize integrated reporting on child and social protection issues to Regional and National Level.				
	Indicators: Existence of integrated Social Assistance and Support Units				
4.(c).1	Integrate the work of CPUs into the overall social and child protection work through creation of Social Assistance and Protection Units and co-ordinate the work of the CPUs with the work of Focal	Local government, MoLSAEO, ONAC, with partners (CAAHT etc.)	By end 2010	Social Assistance and Child Protection Units institutionalized at Municipality/Commune level.	

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
	points on human Trafficking, Gender Equality and Domestic Violence and of existing Social Assistance Offices.				
4.(c).1.1	Including CPU in each municipality and in the RC and NRM as implementing units	ONAC, NRM signatories, partners, RC	By 2009	Existence of local referral and case management system plans detailing role of the CPUs and the link to the NRM	
4.(c).2	Institutionalize integrated reporting on child and social protection issues to Regional and National Level.	All actors	Ongoing	<p>Protocols for reporting of integrated social protection and assistance information developed and agreed upon with Regional Technical Tables and Secretariats.</p> <p>Regular meetings with Technical tables and Multi disciplinary groups institutionalized</p>	
4.(d)	SPECIFIC OBJECTIVE: Ensure effective and institutionalized child protection systems at local level, aimed at identifying at-risk groups and individuals as well as trafficked minors, and ensuring the provision of targeted preventive, protective and rehabilitative measures				
	Indicators. Number of identified and assisted at-risk and trafficked children				
4.(d).1	Establish Municipality/Commune level child protection systems, or 'child protection safety nets', comprising the child protection workers (CPU), the child protection focal point/child protectors at school, the representatives of at-risk communities (Community Counseling Groups - CCGs) and	Local government, ONAC with partners	By 2010	<p>Existence of local inter-disciplinary referral and co-ordination system plans (as part of the National Referral Mechanism) in all municipalities/communes</p> <p>Local Referral SOPs developed and institutionalized.</p> <p>All relevant actors trained</p>	

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
				<p><i>Target:</i> at least half the teachers are trained by school psychologist on identification of abuse/exploitation and children at-risk</p> <p>Existence of system for continuous awareness training to teachers at school</p>	
5.(b).1.2	To include the School Psychologists in the local referral mechanism and develop referral protocols between school psychologists and CPUs	Ministry of Education, MOLSAEO, with the national working group on child protection	2010	<p>Existence of local SOPs clarifying role of school psychologists</p> <p>Existence of referral protocols</p>	
6.	STRATEGIC AIM: To enhance social inclusion of children and the youth by way of fostering education and life skills acquisition as well as community development (see also chapter prevention of the main strategy)				
	Target/Indicators: further decrease the school drop-out rate of currently 0,89%; increased level of educational/vocational/life skill attainment for boys, girls, youth.				
6.(a)	SPECIFIC OBJECTIVE: To take concerted official action to investigate and prevent child abandonment of education, and set up procedures for the academic reintegration and/or vocational training of children in care, and children who have a record of not attending school and are at greater risk of being trafficked				
	Indicators/Target: increase in percentage of school enrollment and participation of all children, and of identified at-risk groups in particular				
6.(a).1	Increase public awareness about compulsory education and the penalties for parents who do not send their children to school.	MoES, MoI - DGOOCR in cooperation with IOs and NGOs, Regional Anti-Trafficking Committees through Civil Registry Offices and Regional	Ongoing	<p>Existence of PR campaigns</p> <p>Per cent of the public and of at-risk group members that are aware of compulsory education and penalties for non-compliance</p>	

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
		Directorates of Education			
6.(a).2	Instruct government authorities on the need to identify children who do not attend compulsory education, and establish, at Prefecture level, the necessary administrative structures and enforcement measures for the implementation of the law; including incentive schemes	MoES, MoI, RC, Regional Directorates on Education, ONAC based on UNICEF, ILO, TdH experience	Beginning of 2009	Existence of instruction Existence of administrative structures and enforcement measures at prefecture level	
6.(a).3	To enhance enrollment and school attendance by way of increased civil registration	MoES, MoI			
6.(a).4	Organize special educational activities for children of divorced or one parent families who face social-economic problems in their homes, and other groups with special needs (based on needs assessment)	MoES, ONAC, MOLSAEO, in cooperation with IOs and NGOs	Beginning of 2009	Existence of special educational activities for these groups; number of participants	
6.(a).5	Organize integrated classes, with specially designed education curricula, for children who have abandoned or do not attend school, especially focusing on children from the Roma community and 'street children'. (extend the model of the project 'Second Chance' to the entire country);	MoES, ONAC, MoLSAEO in cooperation with IOs and NGOs	Beginning of 2009	Existence of special programs for school dropouts in the entire country Number and per cent of school drop outs (male/female) participating in the programs	

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
6.(a).6	Ensure that the State Labour Inspectorate monitors the illegal /'black' labour of children, and take measures to prevent and/or disrupt child labour	MOLSAEO/General Inspectorate of Labour		Percentage of enterprises that are controlled by the Labour Inspectorate (yearly). Number of cases detected	
6.(a).7	Take measures to enhance the economic situation of children and their families in need, and in particular from marginalized groups (include in employment programs, micro-credit schemes, providing material, financial and other assistance etc.) See also prevention chapter of main strategy	MOLSAEO, RC, local government, with NGOs and IOs	Ongoing	Assistance/Support delivered to identified families in need Target: an increase in the income of marginalized families/groups	

II. PROTECTION

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
1.	STRATEGIC AIM: <i>To ensure the provision of appropriate, child-sensitive assistance and protection, including shelter accommodation, for the initial referral of all child victims of trafficking and those detected in the process of being trafficked, irrespective of their willingness to testify; and to ensure their preparation for an orderly return and integration into their families or integration to alternative protected environments, if return to families is not appropriate or possible</i>				
	Target/Indicators: increase in number of assisted child victims who are willing to testify/who are not willing to testify and who receive adequate assistance, contents of case protocols, perceived satisfaction with services according to survey among assisted children; per cent of identified child victims who live with families or other protected environments and attend regular school one year after their (re-)integration				
1.(a).	SPECIFIC OBJECTIVE: Develop and institutionalize standards and procedures for the identification of, assistance to, and protection and referral of child victims of trafficking and potential child victims of trafficking by social services, law enforcement, and the judiciary.				
	Indicator: number of trained officials, per cent of officials concerned that can name the main elements of child-sensitive treatment and assistance; contents of case protocols;				
1.(a).1	Establish standards and SOPs for the initial identification and handling of child victims of trafficking, as part of the NRM, to be implemented by public and private social care institutions, other child protection structures, and criminal justice and law enforcement authorities, based on the best interest of the child.	MoLSAEO, ONAC, RA, NRM Working Group on Children, incl. BKTF, UNICEF, ILO, TdH, SC, WV, etc.)	Ongoing	Standards, procedures and protocols developed and endorsed All actors are trained and familiar with standards and procedures	
1.(a).2	Establish dedicated multidisciplinary teams and special premises appropriate to the age and gender of child victims within the National Reception Center for	MoLSAEO	By first half of 2009 2009	Teams established by 2009. Special premises established by 2009	

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
	Victims of Trafficking;			Formal referral agreements with CPUs agreed upon by 2010, as part of the revised NRM agreement	
1.(a).3	Improve the professional level of social welfare staff responsible for the initial reception of child trafficking victims, through professional development: issue guidelines and conduct trainings on child friendly assistance procedures based on national and international experience, the treatment of traumatized children, as well as on guardianship, adoption, fostering procedures, etc.	MoLSAEO, in cooperation with NGOs and IOs.	Ongoing 2010	Existence of written Guidelines and Training materials Number of staff that have successfully completed the training By 2010, all staff that are involved in initial reception of child trafficking victims have been trained and are familiar with the contents of the training / guidelines	
1.(a).4	Establish standards and procedures for the initial reception of child victims, in the presence of social workers, and for interviewing them (incl. the confidentiality of information related to child trafficking victims), based on UNICEF guidelines;	MoLSAEO, ASP, GPO, Responsible Authority, NRM working group on children (incl. BKTF, UNICEF, ILO, TdH, SC, WV, etc.)	By 2009	Standards and procedures endorsed by NRM group Local SOPs developed as necessary All relevant officials trained and familiar with standards and SOPs	
1.(a).5	Devise and implement dedicated, semi-open integration and reintegration programs for children who stay in shelters on a long-term basis.	MoLSAEO in cooperation with NGOs and IOs	Ongoing to 2010	Programs devised and operational by end 2009 Number of children benefiting from programs	

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
1.(a).6	Ensure alternative, non-residential models of assistance to trafficked children (day care centers, foster parents, etc.)	MOLSAEO with NGOs and IOs (incl. BKTF, UNICEF, ILO, TdH, SC, WV, etc.)	Mid 2009	Existence of needs assessment Existence of alternative assistance models Design and implement pilot assistance schemes	

III. PROSECUTION

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
1.	STRATEGIC AIM: To increase the number of successful prosecutions and appropriate sentences for all forms of child trafficking, and to ensure adequate, child-sensitive criminal proceedings guaranteeing the rights and the best interest of the child				
	Indicators/Target: Number of arrests, prosecutions and convictions for child trafficking; number of victims that report a discriminatory treatment.				
1.(a)	SPECIFIC OBJECTIVE: Ensure the enforcement of the standards of the United Nations Convention on the Child's Rights and other legal acts in force on the child's involvement in criminal proceedings				
	Indicator: Per cent of relevant officials (police, prosecutors, judges) are familiar with the standards of treatment of trafficked children according to the UN Convention on the Child's Rights and can describe the main components of such child-sensitive treatment;				
1.(a).1.	Establish standards and standard operating procedures (SOPs) for the treatment of child victims during criminal proceedings, as part of the NRM.	Ministry of Justice, General Prosecution, Police General Directorate, Tirana Court – Section of Minors, NRM group, as well as NGOs and IOS (BKTF, UNICEF, etc.)	2009	Existence of SOPS on the treatment of child victims, including the treatment during criminal proceedings	
1.(a).2	Issue guidelines on the interviewing and evidence gathering from child victims to guarantee the standards such as s/he should be asked in the presence of the legal custodian; assured assistance from the social worked, police officer and expert; asked in a manner appropriate to his/her age and state; communication should be to the	Ministry of Justice, General Prosecution, Police General Directorate, Tirana Court – Section of Minors, NRM group, as well as NGOs and IOS (BKTF, UNICEF, etc.)	Mid 2009	Existence of guidelines (standards and procedures) on interviewing and evidence gathering from child victims, in compliance with the Convention of the United Nations on the Child's Rights, Constitution and the child protecting laws in force.	

No.	Activities and Sub-Activities	Responsible agencies (Lead Agency first)	Timeline	Output Indicators/Targets	Resources
	child's best interest; the child's dignity should be respected, s/he should be informed of his rights in the process, the data and testimony should be taken by avoiding hurting the child, for instance, confrontations or repetition of testimony should be avoided.				
1.(a).3	Provide the assistance by a lawyer and by a legal custody or in absence by the State Social Worker	ILO, UNICEF, TdH, Legal Clinic for minors, CAFOD	2009	Number of minor trafficked victims who have received legal assistance; Per cent of all minor victims that have received legal assistance	
1.(a).4	Ensure regular specialized trainings for police, judges and prosecutors on the specific treatment of trafficked children, according to agreed standards, SOPs and guidelines.	MOJ, GPO, ASP, HCJ, Magistrate School, Police Academy	Ongoing	Target: by 2009, all police investigators, prosecutors and judges dealing with child trafficking have been trained, or re-trained, and are familiar with the particular needs of trafficked children Recurrent specific training on trafficking in children is included in the regular training plans of the School of Magistrates and the Police Academy	