



**CARE International on Combating Trafficking in Human Beings
in North-West Balkans**

What works?

- A potential guide to some good practice examples -

June 2009

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Please note that this publication does not include all chapters of the document written by Ms Biljana Brankovic. The complete document, as well as the analysis of the corresponding international framework and background within which it originated is to be found at www.carenwb.org

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AKNOWLEDGEMENTS

CARE International North-West Balkans has been working in the Western Balkan countries since 1994 trying to reduce poverty, discrimination and all forms of social injustice. Since 2004, CARE has focused its efforts on combating trafficking in human beings and implementing projects dealing with the issue. Working to end violence and the exploitation of women in the legal, cultural and social environment existing in the Western Balkans has proved to be a big challenge.

For CARE staff and all of its valuable partner organizations across the region, the support of the Norwegian Ministry of Foreign Affairs, as well as the support of the Austrian Development Agency and the OAK Foundation, was essential.

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Last, but not least, we would like to thank Ms Biljana Branković, the independent expert for giving us this report and showing us the direction for our future endeavours.

CARE TEAM
June 2009



Chapter I

INTRODUCTION: WHY THIS PUBLICATION?

This publication is aimed at providing *an overview of good practice examples* in combating trafficking in human beings developed within the regional projects implemented by CARE International, North-West Balkans, in four countries (Bosnia and Herzegovina, Croatia, Montenegro and Serbia) with the support of CARE Norway. Financial support was provided by following donors: *the Ministry of Foreign Affairs of Norway, the Austrian Development Agency (ADA) and the Oak Foundation.*

The projects implemented from 2004 up to mid-2009 involved a number of partners (women's non-governmental organizations) of which many already possessed a vast experience in diverse areas: providing direct services/assistance to victims (running Shelters, SOS Hotlines or other assistance programs), lobbying/advocacy, shadow reporting to international bodies, organizing seminars for professionals in institutions and awareness-raising programs. Some of these non-governmental organizations (hereafter, NGOs) possessed a substantial recognition in regional circles for their anti-trafficking activities conducted prior to the implementation of the above-mentioned projects; the said projects further contributing to their recognition and visibility at national and regional levels.

The primary goal of these projects (mostly carried out within the framework of the "Counter Trafficking Community Mobilization Project") was to increase the capacity of NGOs to respond to human trafficking in partnership with governments and other civil society organizations.

It should be noted that *this report is not an evaluation analysis.* External evaluation analyses were conducted previously, upon the finalization of each phase of the projects.

This report is aimed at:

- *Post hoc re-examination of project results* based on project documentation, evaluation reports and interviews with project-partners and project-managers of CARE, North-West Balkans, with the emphasis on re-analyzing whether the programming was appropriate to local/country-specific/regional needs and circumstances
- Providing an *overview of the main strengths of the projects* and selecting activities that might be viewed as *good practice examples* and thus possibly serve as *an inspiration* for future anti-trafficking endeavors of local and international NGOs¹
- Assisting CARE in future programming.

For above-mentioned reasons, this report is focused on the *strengths* rather than weaknesses of the implemented projects. However, *the analysis of good practice examples does not necessarily imply that selected ideas, concepts and activities are replicable throughout the region.*

This report was prepared by an independent researcher – consultant. As required by CARE, North-West Balkans, the publication is supposed to be understandable both to experts and laypersons unfamiliar with the issue of trafficking. (Hoping that this goal has been achieved – we leave it to our readers to decide if we have succeeded in doing so.)

¹ Materials, manuals, conclusions and recommendations of regional conferences and other outcomes of the implemented projects are available on request at mstarcevic@carenwb.org, Belgrade Office

Chapter II

METHODOLOGY

This report has been commissioned by the Belgrade Office of CARE International, North-West Balkans. The Consultant, as specified by ToR, had a total of 15 consultancy days to collect the necessary data, conduct the interviews (including field visits) and prepare the publication. The analysis relied on following methods:

- *Desk review* of relevant data on anti-trafficking policies in the region, alternative/shadow reports of NGOs, official and NGO statistics and independent research studies conducted regionally
- *Review of relevant project documentation*, including project proposals, reports on project implementation, external evaluation reports, documents related to conferences/meetings, as well as diverse project outputs
- *In-depth, semi-structured interviews with representatives of NGOs – project partners and project managers of CARE, North-West Balkans*, responsible for the implementation of the projects.²

Chapter III

CARE'S CONTRIBUTION TO ANTI-TRAFFICKING EFFORTS IN THE WESTERN BALKANS

As this report is not meant to be an evaluation of CARE's projects, the primary purpose of this section is to identify the main strengths of the projects implemented in various countries (based on the analysis of project documentation, external evaluation reports and in-depth, semi-structured interviews with project partners) which might serve as a possible *inspiration for future anti-trafficking efforts* throughout the region.

CARE might view the analysis below as a potential guideline – projecting components that are to be maintained and strengthened in some of its future programs.

1. **A clear focused and long-term, sustained investment in anti-trafficking efforts, implemented through realistically-planned strategies applied (almost) simultaneously throughout the region**

CARE International, North-West Balkans (in the following text referred to as CARE) has initiated and implemented anti-trafficking project in four countries over a period of several years (from 2004 to 2008, with some activities lasting up to mid-2009). These projects, implemented more or less simultaneously in the said countries, were set up with a relatively similar general goal – to increase the capacity of the NGOs to respond to human trafficking in partnership with government and civil society organizations. However, the specific objectives of each project were shaped *in cooperation with NGOs – project partners so as to meet the specific needs of each particular country* and the manner of achieving these general goals was adapted to the specific social context in question. Our partners in the projects were: in Croatia, the PETRA Anti-Trafficking Network (comprised of 11 NGOs³), in Bosnia and Herzegovina, the RING Anti-Trafficking Network (involving 28 NGOs⁴), Montenegrin Women's Lobby (Podgorica) as our main partner organization in

² The list of interviewed persons is provided in the respective section

³ Autonomous Women's House (Zagreb), Centre for Civil Society Development "Delfin" (Pakrac), Centre for Women - War Victims "ROSA" (Zagreb), Women's Room (Zagreb), SOS Call for Help (Virovitica), Women's Association Vukovar (Vukovar), Organization for Integrity and Prosperity – OIP (Split), Women's Association "Brod" (Slavonski Brod), Women's Group Split (Split), Centre for Civil Initiatives – CGI (Porec), Centre for Mental Health and Human Rights (Zagreb). The last NGO is no longer an active member.

⁴ The number of NGOs - members of the Network varied. The RING Network was established in 2000; the founding members were the following NGOs: Women's Association "Lara" (Bijeljina), United Women (Banja Luka), "The Future" (Modrica), Woman B&H (Mostar), "Medica" (Zenica), Women to Women (Sarajevo), "The Bridge" (Visegrad), "La Bella Donna" (Eastern Sarajevo) and The League of Women Voters (Sarajevo). Some NGOs ceased to work or left, but due to an inclusive

Montenegro and additional five NGOs from the Anti-trafficking Network⁵, as well as eight NGOs from Serbia, including the members of the ASTRA Anti-trafficking Network⁶.



Longer-term planning, which took into account both general objectives and country-specific priorities/needs *opened up possibilities* for achieving tangible results.

While it is difficult to assess/estimate the *overall cross-region and country-specific* impact within any *post hoc* analysis, examples (provided in project documentation, evaluation reports and interviews with partners) reveal positive achievements *in diverse areas of NGO engagement*, ranging from strengthening the capacities of NGOs in assisting victims and providing various new possibilities for the (badly needed!) re-integration programs of the victims, followed by improving the position and visibility of NGOs in negotiating with governments, supporting lobbying/advocacy endeavors, as well as developing innovative strategies for awareness-raising programs in local communities (e.g., through theater performances with unexpected impacts). The elaboration on the above-mentioned results is provided in the next section.

It is important to stress that results have not been achieved only in the field of awareness-raising programs and prevention (which is sometimes perceived as the main role of NGOs in combating trafficking). Regarding regional-level results, the external ex-post evaluation of the projects in the four countries (MAP, 2008) concluded that:

- “The expected regional level result of *strengthening regional response and fostering regional action through increased cooperation between NGO networks and state agencies in the four countries has been achieved* (...). This aspect of project activities is viewed by interviewed partner organizations as unique to CARE and very valuable for their future work, both in terms of advocating for regional responses to trafficking and assisting individual victims, as well as sharing experiences and easing cooperation among representatives of counterpart institutions in the four countries. *As regional cooperation and networking within this project has had visible impacts on the networks’ growth, especially in B&H, and the increased capacities of community organizations in Serbia and Montenegro, this activity should find a place in future CARE planning and programming.*”

membership policy of the RING Network, some new members joined later on, including the Human Rights Bureau (Tuzla), “Anima” (Gorazde), Women from Una (Bihac), *La Strada* (Mostar), Solidarity Forum (Tuzla), Centre for Women “Žar” (Sarajevo), Oasis (Trebinje), Regional Centre for Talented Children and Children with Special Needs (Zvornik), „Youth for Youth” (Zenica), Centre for Legal Assistance to Women (Zenica), Women’s Centre (Trebinje), “Pro Et Contra” (Prijedor). As reported by the Coordinator of the Network, the RING currently has 10-11 active members.

5 In addition to the Montenegrin Women’s Lobby, partner organizations in Montenegro were: “Stella” (Cetinje), New Horizon (Ulcinj), Women for Better Tomorrow (Bijelo Polje), SOS Hotline (Niksic), and Woman’s Heart (Podgorica)

6 Partner organizations from Serbia were: ASTRA (Belgrade), Anti-Trafficking Center (Belgrade), Counseling Centre against Family Violence (Belgrade), Women’s Peace Group “*Esperanca*” (Novi Sad), Roma Information Center (Kragujevac), “*Iskra*” (Loznica), Club for Improving the Family Life “Kontakt” (Krusevac), and Centre for Girls (Uzice).

2. Recognizing local expertise/experience, developing fair and correct relations with NGOs – project partners, respecting the partners’ autonomy, without imposing or enforcing a “hidden agenda”

Practitioners familiar with the situation in the NGO sector of the Western Balkans are fully aware that many NGOs in this region often perceive *some* international organizations and donors as inflexible, or even forceful. As different international actors have entered the region in post-war times, local NGOs have gained a vast experience relating to them, varying from mutual respect to neglecting/overlooking local expertise and “imposing” plans and strategies inapplicable to the local context. This (potential) problem is particularly pronounced in the field of anti-trafficking efforts, since international organizations have been especially active in this respect, e.g., through supporting (and, sometimes, pressuring) local governments to establish national referral mechanisms, national strategies and action plans, and to create/maintain a multi-agency response in the identification, referral of and assistance to trafficked victims, as well as ensuring the needed prosecution of suspected traffickers. While improvements in governments’ responses are evident and the role of international organizations in creating these changes undeniable, relations between local NGOs and international actors remain “an issue”.

With latter considerations in mind, it should be particularly emphasized that all interviewed representatives of NGOs – project partners - were of the opinion that CARE officials demonstrated *flexibility, adaptability, sensitivity and sound understanding of NGO problems in the field* and *acted as partners, rather than donors* throughout the implementation of the project.

At the same time, procedures regulating relations between CARE and partners, as well as reporting to CARE (including financial reporting on the use of project funds) were assessed as clear, transparent, well-structured and fair. Similar opinions have been repeatedly expressed in various external evaluation analyses that were conducted (both through cross-countries reports and ones on the national level) during the implementation. *Flexibility, adaptability, a high respect for partners and a willingness of “not imposing priorities” were identified as standard.* Some of these assessments of external evaluators are quoted below.

- “While facilitating this process, CARE acted as a partner, without imposing priorities, activities and project partners” (Miosic-Lisjak and Kekez, 2008).
- “This evaluation has shown that this kind of implementation *flexibility and adaptability* proved to be one of the biggest strengths of the project in Serbia. Evaluation results have shown that all participants in the project were fully satisfied with the cooperation they have had with the CARE project manager. They have highlighted that she was rational, realistic, flexible and understanding of practices differing from the usual but nevertheless facilitating the implementation of the project. The participants also judged the communication within the project as great, effective and functional and said that different tools and methods were used, contributing to its effectiveness and utilizing the time needed for its realization.” (Kijevcanin and Dzigurski, 2006-2007).
- “All participants highlighted the cooperation with CARE as a particularly important element of the whole project. The instructions and rules were clearly defined at the very beginning of the project, contributing considerably to the success of the said cooperation. In addition to this, participants also pointed out CARE’s flexibility and willingness for compromise so as to facilitate the implementation of the project for its partners, maintaining the focus on the results at the same time.” (Kijevcanin and Dzigurski, 2007-2008).

Furthermore, a number of interviewed activists even assessed that the local CARE staff exhibited a particular *sensitivity to local needs and context* – in their opinion, precisely this sort of sensitivity should be regarded as *the key factor contributing to the success of the projects* (or at least, as a factor that has played a significant role in this respect). This assessment, according to these activists, was based on comparisons with other international NGOs (or international organizations) which have often acted in the opposite manner. Illustrations of such opinions are provided below.

However, some interviewed representatives of NGOs – partner organizations also noted that they could not assess whether the above-described approach to local partners should be attributed to CARE's *general strategy* in the region or to the *specific characteristics of particular persons* (CARE project managers involved in the projects).

Nevertheless, it is important to note that the information gathered over the duration of the projects (in evaluation analyses) and the *post hoc* perception of CARE by local partners (obtained in interviews conducted for the purpose of this report, i.e., several years upon the beginning of the first projects) *closely match*. Because of this, it can be concluded that CARE North-West Balkans has been highly positively perceived and assessed by local partners, both during the implementation of the projects and afterwards. Furthermore, interviewed activists described the above-mentioned approach as *specific to CARE North-West Balkans* (in comparison to other donors).

Illustrations from interviews, focused on various aspects of the above-mentioned approach are provided below.

- “CARE has not imposed their priorities or conditions, as international NGOs often do. Also, they exhibited sensitivity for innovative ideas, such as the establishment of the Daily Center for victims. Before CARE accepted the proposal of establishing a Daily Center, the idea was ‘put on ice’ for two years – we were unable to motivate donors to fund it. The Center remains in operation to this day.”
- “The collaboration was excellent throughout the implementation of the project. I would like to point out the open-mindedness and willingness/skill to recognize the relevance of certain ‘pioneering’ activities as specific characteristics of their approach.”
- “They should be credited for supporting the continuity of Network’s activities in Croatia. Continuity is extremely important, although this is not often recognized by donors. I am often sick and tired of ‘fashion trends’ in donors’ policies – for a short term, some activities are viewed as ‘in’, and then easily forgotten. I appreciate CARE’s flexibility and readiness to respect our choices. In addition to this, their procedures are clear and well-founded. Financial reporting was alleviated, as they provided a clear, well-developed structure.”
- “In the three years of our collaboration, not a single problem arose. I would like to emphasize the willingness to invest in organizational capacities as the important aspect of CARE’s approach: an interest to invest in people, in the continuous education of the staff and in strengthening the capacities of the organization as a whole...”
- “I want to point out the difference in comparison to other donors. CARE has recognized the need to support organizations that provide a direct assistance to victims. In my experience, in this region, substantial funds have previously been allocated to various expensive conferences often having the sole purpose of officials ‘showing off’, while at the same time, shelters and other service-oriented activities had an inconsistent, unstable funding and barely survived.”
- “They have regulations and procedures, for the most part efficient and time saving and thus giving the partners a chance to focus on what is truly important – goal-achievement”.
- “As for our organization, the most important aspect of the partnership with CARE was the efficient and timely collaboration, good communication, including regular meetings with the partners. Many donors are restrictive, terribly demanding, pushy and unapproachable – the only possible communication with them being the e-mail. In contrast, CARE has proved to be flexible, adaptable and quick in providing solutions for possible problems emerging during the implementation. They have provided us, their partners, with a space to work in according to our own beliefs and convictions. We shared the assessment of the main objectives, but the manner of achieving them and prescribed activities were left to us to decide. They respect their partners’ autonomy, leaving it to them to define their own priorities. So, during the projects, we focused on what we considered as truly important and deeply believed in. At the same time, we could rely on CARE whenever we needed something. It may sound strange, but now that the projects are over... I truly miss them”.

As mentioned above, some activists pointed out that the consideration and understanding of the local context is to be viewed as a distinguishing characteristic of CARE (as compared to other international NGOs and organizations). The activists further elaborated on the issue stating that, in their opinion, these actors (vaguely labeled as “international organizations”) have often imposed ideas and concepts not applicable to the context of post-conflict societies of the Western Balkans countries concerned.

- “International organizations are prone to transferring, or, let’s say, simply copying experiences and traditions of their respective countries to a totally different context of post-conflict societies. They completely overlook the differences in the said contexts.”
- “International organizations simply impose their own priorities by promoting ideas that are not applicable to the local context, often generating dependence. Some local NGOs become dependent on their funding and that is how the potential for change diminishes – these donor-dependent, so-called NGOs, undermine the activist and gender aspect of their anti-trafficking activities. In other words..., international organizations create dependence and then – leave the country”.

3. - A long-term investment into strengthening local NGOs and enhancing/building country-level networks and thus enhancing a human rights based approach to victims;-
 - Fostering the role and involvement of NGOs in national-level anti-trafficking activities and policies;
 - Improving the visibility of NGOs in professional circles/ public and enhancing their position in negotiating anti-trafficking efforts with state institutions

CARE North- West Balkans provided continuous support to NGO partners and applied a step-by-step approach to strengthening and/or expanding the existing networks or choosing one/or several partners and helping them to organize joint activities. Attention was paid to enhancing organizational capacities of the partners (allowing them to invest in self-chosen activities relevant to the particular organization, either in the form of an advanced education/training of the staff or possible improvement of the equipment).

More importantly, NGO networks were offered a possibility to increase cooperation at the national and regional level, develop joint activities and become more visible (at least, nationally). Networking is widely recognized as important by donors; however, it is often overlooked that the activities and growth of the networks cannot be taken for granted or conducted completely on a voluntary basis (in some cases, it is assumed that networks will continue to work merely through creating mailing lists). Consequently, CARE should be credited for continued structured support to anti-trafficking NGO networks in the region, which is a necessary pre-condition for successful anti-trafficking efforts. Through such support, the efforts of NGOs in promoting and implementing a victim-centered approach were reinforced. Discussing the chances of ensuring the presence of a human rights perspective in law enforcement, one of the interviewed activists emphasized:

- “Law enforcement and the judiciary have their own approach. Our approach cannot be defined in a sentence, apart from stating that we are focused on the needs of the victims. We strongly advocate the involvement of NGOs in mobile teams for preliminary identification of potential victims.”



Furthermore, CARE's years-long focus on anti-trafficking has contributed to the visibility of the networks and particular organizations, *leading to an improved position of NGOs/networks in question in negotiating with state institutions and contributing to their credibility in subsequent lobbying/advocacy efforts.*

It has, however, to be pointed out that even prior to the implementation of the project, chosen NGOs were already experienced and recognizable (as elaborated in more detail in the following sections), but it seems that this consistent support has also enhanced their *ability to influence government policies.*

An improved negotiating position of NGOs – project partners has been confirmed in external evaluation analyses, as well.

- “The interviewed networks’ representatives stated that this project has increased their advocacy capacities through the project’s support to network building and regional cooperation, which has had a positive impact on their individual negotiating positions in respective local contexts, especially in Croatia and Bosnia & Herzegovina.” (MAP, 2008)
- “Long-term effects of the project involve: an increased credibility of NGOs in their communities and an enhancement of their capacities” (Zekovic, 2007).

It should, however, be stressed that the said conclusion is not applicable to all countries and project partners, since the success of lobbying/advocacy attempts does not solely depend on the advocacy capacity of a particular NGO/network, but on a number of other political factors as well (e.g., the willingness of a government to address the proposals of the NGOs).

In assessing the contribution of CARE’s project to the credibility and visibility of NGOs/networks at the national and regional levels, some contextual factors should be taken into account. Specifically, an increasing number of donors in the region have shifted their funds to strengthening local /state institutions, thus gradually marginalizing the role NGOs play in forming government policies (in spite of the fact that they were the first to tackle the issue of trafficking in their respective countries). Bearing this in mind, CARE North-West Balkans should be credited for contributing, at least to some extent, to the alleviation of the above-mentioned marginalization. The recognition of this problem is visible in some reports created within the projects. For example, in explaining the rationale behind the projects, one project document stresses (relying on independent analyses/reports),

“...The NGO sector has become largely marginalized within the existing policy frameworks and government programs. The report strongly recommends that NGOs be allowed to play a greater role in anti-trafficking work. The situation in other countries of the region is more or less the same”.

While various evaluation reports listed an improved cooperation between NGOs and state institutions as a relevant national-level result, NGO representatives (interviewed for the purpose of this publication) provided an interesting insight into *complex issues underlying the collaboration between institutions and NGOs.*

- “Our influence on state policies in Bosnia has somewhat increased and we further developed models for successful lobbying/advocacy. However, some other factors have had an impact on our influence. When we started to work in this field many years ago, only NGOs had a proper knowledge and information on trafficking. As the Government was pressured by international organizations to improve the policy, they addressed us, and many of our proposals were accepted. For example, we initiated the development of instructions for the treatment of victims of international trafficking. We struggled (and succeeded) to ensure a respect of the reflection period; it was accepted that a potential victim should be placed in a shelter and granted an opportunity to stay there until the end of the reflection period. Now, when the state institutions possess funds for anti-trafficking efforts and their knowledge has developed, they have gradually become distant or ‘reserved’ towards us. Yet, certain funds are allocated to NGOs that assist victims.”
- A relative satisfaction with the achieved level of influence on governments’ policies has been expressed in Croatia.
- “An improvement can be seen, and I am personally satisfied with our level of influence on policy. They have recognized us as partners. Institutions have mostly shown an interest to participate in our seminars (even judges come to seminars). Further, institutions often invite us to organize a seminar. The National Coordinator visits all activities we organize and accepts us as partners”.

At this point, readers might be reminded that numerous international documents – conventions and recommendations – on trafficking (briefly reviewed in the previous sections) and gender-based violence repeatedly recommended the collaboration of state institutions with NGOs, and inter-sectoral coordination (primarily in the area of assistance to victims); emphasizing that combating organized crime entails a well-coordinated response of all relevant actors. On the other hand, some interviewed NGO activists eloquently described how the above-mentioned ideas have been applied in practice and pointed to hidden dangers of “quasi-collaboration”. They strongly criticized the continuous efforts of various international organizations to “impose the state-NGO collaboration”, or asserted that some NGOs have complied with such attempts too easily. Primarily, as they explained, defining such cooperation as a pre-condition for obtaining project funds can be counter-productive. Although the activists did not criticize CARE for imposing such collaboration (on the contrary, CARE was credited for taking the local context into account, as mentioned above), these statements might be taken into account in future programming – activists clearly explained *which components of donors’ policies and/or policies of international organizations they regarded as harmful*.

- *“International organizations constantly require our cooperation with state institutions, and regard such cooperation as a pre-condition for obtaining funds for projects’ implementation. It is interesting, however, that these same international organizations in their reports again and again mention shortcomings in state administration and judiciary, a lack of respect for the rule of law, a poor implementation of various laws, and corruption at various levels. If they say that the state is corrupt, why do they promote collaboration?”*
- *“Donors imposed collaboration with institutions. Often, that collaboration is merely a fake, quasi-collaboration, but internationals do not seem to care about that”*
- *“In general, many NGOs do not possess the courage to speak openly in front of government officials and representatives of state institutions, as these people have funds.... So, these so-called NGOs, quasi-NGOs, are afraid they won’t get the money. During this project, I noticed something similar... At the regional conference, some participants in the project did not pose questions to the National Coordinator of their own country. Instead, they raised certain issues by addressing the coordinators of other countries”*

The controversial issues related to the collaboration between NGOs and governments are also elaborated in research reports of well-known experts (Limanowska, 2005),

“The anti-trafficking action in the region was first initiated by local NGOs and then supported by international and intergovernmental organizations. The process of involving the governments and building structures for regional co-operation, supported by the Stability Pact Task Force, aimed to shift responsibility for anti-trafficking work and for assistance to the victims from the NGOs and foreign donors to governments. This process was started several years ago, but unfortunately, many of the governments in the region understood the process of taking responsibility for trafficking prevention as the need to control and take over the NGOs running the programs at the time. In terms of co-ordination, greater involvement by governments often meant less participation in coordinating bodies for local NGOs. Even when NGOs are included on National Commissions, they are often excluded from the decision making process and their opinions and expertise is not taken into consideration. In the area of victim assistance, more established, values-based NGOs are being replaced by new organizations willing to accept conditions proposed by the governmental and international partners.

Governments are also trying to establish their own services based on the old structures of social welfare systems, replacing existing shelters with new ones or establishing their own NGOs to control the process and the funds.... Representatives of government are distrustful towards NGOs relying on foreign donations and accuse them of over-coloring the social problems in the country to obtain more funding... According to NGOs, governmental institutions only use NGOs when they have to, present NGO-run programs as their own achievements, use NGO services and research results when useful for their goals and refer victims to them.”

4. Projects implemented in four countries reached almost 50 000 direct beneficiaries

Projects implemented by CARE and its local partners focused on a whole range of different target groups (identified as priority ones by partner organizations), varying from country to country. Further, the projects had various components, such as enhancing national NGO networks, organizing awareness-raising programs, establishment and/or strengthening of anti-trafficking local teams, assistance/protection and/or re-integration programs for the victims, training programs for professionals in institutions, etc. Therefore, target groups were correspondingly diverse and involved: actual and potential victims, NGO members, professionals in institutions (including the police, judiciary, various helping professions, e.g. social workers in centers for social care and residential institutions for children without parental care, high-school teachers, etc.), government officials (responsible for anti-trafficking), peer educators, workers in hotels, tourism, transport and other services, custom officers, general public. Although it is difficult to come up with the exact number, it is certain that the projects reached a large number of direct beneficiaries – in total, almost 50 000.

5. A balance between highly experienced and less experienced partner organizations was achieved during the implementation of the projects

Many of the partners (especially, in the initial phases) were strong and influential NGOs, with years of experience in anti-trafficking activities and/or activities in the field of combating violence against women. Some of these NGOs have been recognizable and well-known in NGO circles beyond national borders.

Yet, the “trap” of relying only on large NGOs was successfully avoided; throughout the project, the number of partners somewhat increased and a chance was given to smaller organizations with lower organizational capacities.

In Croatia, gradual steps towards “balancing” organizational capacities and decreasing the gaps between organizations within the PETRA Network were even perceived as one of the main achievements of the project, as expressed by the Network’s Coordinator,

➤ “At the beginning, we had different problems among the Network members, but we addressed them openly. We used CARE’s support to ensure regular meetings and to decrease the gap in organizational capacities. In spite of the previous experience, no organization should be dominant. Although, at the beginning, we had two strong organizations, we were aware that the most relevant aspect of networking was the equal treatment of each NGO. Similarly, we were aware that the Network should not hold the name of one particular NGO. We gradually developed rules and procedures to ensure that each organization in the Network has the same rights, regardless of the budget they have – we have tried to treat equally organizations with the annual budget of 800 EUR and those with 80 000 EUR.”

Applying a similar approach in future programming is advisable. In the process of designing strategies for future anti-trafficking efforts, it is more important to make the distinction between “*autonomous*” and “*donor-driven*” than the distinction between “*small*” and “*big*” partners.

6. - Regional aspects of the projects enabled NGOs to intensify their contacts, meetings, and cooperation;
- In project planning, the application of what might be called the “copy-paste strategy” was avoided;
- Exchange of experiences and good practices was achieved through regional conferences and study visits across the region (“exchange” programs between the countries that participated in the project, as well as visits to other countries that developed certain novelties in anti-trafficking activities)

Interviewed representatives of NGOs highly valued the possibility to exchange experience through regional conferences and study visits. For some of them, these possibilities represented the most valuable aspect of the project. It should be clarified that, in spite of the fact that general goals and specific objectives were phrased in a rather similar

manner in different countries, the type and actual content of activities differed, as they were differently shaped by national partners. As mentioned before, partners autonomously developed country-specific activities, in line with self-chosen priorities, but these were shaped to fit into the general framework of the project(s).

Consequently, ***CARE has not implemented one regional project in four countries in consecutive phases; rather, a series of country-specific projects were implemented that possessed regional elements***, including, but not limited to, possibilities for regional exchange.

Thus, the “copy-paste” approach (an attempt to simply shift a successful project from one country to another, without paying attention to differences in the context) was avoided.

Both the interviewed partners and external evaluators emphasized that regional conferences were not only of a “promotional” nature, but provided a good chance for a real exchange of experiences and practices between experienced anti-trafficking actors.

Regional campaigns were also mentioned by many interviewed NGO activists as a successful example of regional collaboration. Exchange visits were also assessed as useful and valuable – representatives of partner organizations from countries involved in the projects visited one another or had an opportunity to experience anti-trafficking models in third countries.

Further, the possibility of exchange visits of local anti-trafficking teams from different countries proved extremely useful, as assessed by the interviewed partners. As they put it,

- “Local anti-trafficking teams composed of police officers, other professionals from institutions and members of NGOs traveled to other countries to exchange experiences. Personally, I believe that a single visit that enables practitioners to meet, talk and discuss cases is extremely valuable and can have far-reaching results... these visits of practitioners are far better than any expensive conference”.
- “Our study visit to Slovenia was extremely useful; unlike us, they have a small number of victims, but their approach to anti-trafficking has been well developed. We met their National Coordinator. Somehow, we were inspired by the experience there”.
- “A balance of national and regional-level activities was achieved”.
- “Providing close links between activities in different countries was ensured and might be assessed as particularly relevant”.
- “These study visits and regional conferences were probably the most important aspect of the project”.
- “Regional conferences were excellent; really, these conferences were a nice chance to see again the activists from the region that we collaborated with before, but also to meet others.”
- “I would really like to organize regional campaigns in some other project in the future. In my opinion, this idea was great and should be definitely applied again”.



External evaluation reports positively assessed the achievement of regional-level project objectives.

- “This project has, without any doubt, succeeded in enhancing collaboration among anti-trafficking NGOs involved in project activities at the national and regional levels.”
- “Within this project, CARE provided direct support to the AT networks, allowing them to meet regularly, exchange know-how, discuss the appropriateness of policy options and coordinate their activities at the regional level, thus contributing to the establishment of regular regional cooperation on policy issues, rather than ad-hoc cooperation in assisting individual victims. Network meetings focused mostly on the development of inter-sectoral regional cooperation, conferences brought together representatives of NGOs and relevant international, national and local-level institutions, while regional study visits enabled in-depth understanding of specific issues that organizations, networks or individuals from task-forces identified as necessary for further raising their competence in anti-trafficking.”
- “The project has also greatly contributed to regional networking by enabling NGOs to intensify their contacts and mutual exchanges. *These results represent the determining factors for future national and regional cooperation, which is a precondition for combating trafficking, but there is still a need for continued structured support to national and regional level networking*”
- “As stated by many interviewed persons, the added value of this project was that it enabled the continuation of contacts among institution representatives in various countries which had been initiated by a previous grant and further supported by this project.”
- “Network members and anti-trafficking officials that took part in activities involving the exchange of experience, know-how and institutional contacts viewed these opportunities as extremely beneficial, since trafficking is a regional issue and cannot be dealt with solely at the national level. The fruitful discussions and exchange of policy solutions and implementation challenges resulted in the further elaboration of the issues at national levels.”
- “As regional cooperation and networking within this project have visibly impacted the growth of the networks, especially in B&H, and increased the capacities of community organizations in Serbia and Montenegro, this activity should be incorporated into CARE’s future planning and programming.”

7. Projects focused on relevant issues within country-specific priorities

Having in mind the gaps in institutional mechanisms for the protection and assistance of the victims identified previously and the need to conduct continuous advocacy activities, it can be assessed that the projects have chosen well-targeted areas of activity in particular countries

Another evaluation report stressed,

- “The evaluation has shown that the focus on country-wide and regional cooperation among national networks and local NGOs, and, simultaneously, across sectors and among national institutions, has proved extremely relevant for building the capacity of key NGOs and anti-trafficking networks to support the implementation of national anti-trafficking strategies, particularly the components that focus on prevention, education and awareness.”



8. An external evaluation was obtained upon each particular project phase in all countries

Evaluation analyses were consistently conducted throughout the project(s) implementation, providing *valuable recommendations which were implemented in the subsequent phases of the project*. Beneficial results were achieved by engaging external evaluators and thus combining an independent review of the project outcomes with regular monitoring by project managers. These evaluation analyses were quoted throughout this report, as mentioned before. However, in future programming, it would be recommendable that CARE *favors mid-term evaluation analyses, rather than ex-post ones*.

9. The projects produced a considerable number of tangible outcomes of which many were rather innovative, while some could be of use in the future

Various products were made during the implementation of the projects. Only some are listed below: Books/publications, brochures, Network's Websites, training materials for professionals in institutions, documents that served lobbying or advocacy purposes (many were submitted to relevant government bodies, with varying success), successful advocacy efforts (changes in legislation were achieved – buying sexual services became criminalized in one country - a rather rare legislative solution), legal and other analyses of gaps in legislation, problems identified in anti-trafficking efforts at the national level and/or position of victims, analyses of calls to the SOS Hotline run by the Network of project partners, manuals for peer educators, translations of relevant international documents, case studies, analyses of presentations of trafficking cases in the media, across-country comparisons of achieved results in combating trafficking and corresponding recommendations for future anti-trafficking efforts across the region (from the perspective of NGOs), diverse products of media campaigns and awareness-raising materials (including documentaries on trafficking that were used for educational and awareness-raising purposes, posters, leaflets, video clips, theater plays and DVDs with recorded theater performances, etc.). Selected examples of these products are presented throughout this publication.

10. Was it worthwhile: entrusting the multi-year project to an international NGO (rather than to local NGOs)?

Finally, a complex and sensitive issue mentioned in the title needs to be addressed.

The rationale behind the above-mentioned question is rather simple: costs related to project management are higher in international NGOs in comparison to local ones, but in spite of this, donors mostly prefer the former over the latter. Generally speaking, such (common) arrangement is convenient and easily justifiable from the donors' point of view: working with an international NGO increases management costs, but enables a clear and straightforward accountability, whereas entrusting funds to a number of local NGOs might be more complex (these NGOs belong to national-level networks, but the latter are not registered as separate legal entities and are thus not accountable financially). However, the analysis described above revealed that *entrusting funds to*



CARE Norway and CARE North-West Balkans was appropriate for reasons other than mere practicality and convenience. A careful cost-benefit analysis would be needed to confirm the latter assertion. Regrettably, such an examination cannot be made - in this *post hoc* analysis, it is difficult to imagine the results that might have been achieved by allocating funds to local NGOs, but it is possible to summarize the “pros” and “cons” of entrusting the funds to CARE. The “pros” were already identified above; first and foremost, the achieved results at national and regional levels were favorably assessed both by external evaluators (during the implementation of the project) and by main project implementers in partner organizations and CARE (upon the completion of the project, i.e., in follow-up interviews). Further, CARE managed to involve a large number of relevant and recognizable local partners; as implied in the project documentation and review of project outcomes, the cooperation between these NGOs (both at national levels and across countries) was fruitful. Similarly, local project partners were fully satisfied with the collaboration with CARE North-West Balkans. Project managers in CARE North-West Balkans also stated CARE Norway was supportive and encouraging and that the collaboration/exchange throughout the implementation proved to be beneficial for the project; while external evaluators assessed the management as efficient. Consequently, it may be concluded that, from the donors’ point of view, the results of the project justified entrusting the funds to CARE, bearing in mind at the same time that *project partners (local NGOs) should be credited for the above-mentioned results as well, not only CARE.*

On the other hand, interviewed NGO activists, as described above, emphasized over and over that, based on their previous experiences, international organizations often fail to recognize national/local priorities and needs or apply improper means to achieve good causes and choose wrong partners (“quasi-NGOs”). These assessments *cannot be generalized* (the same activists also pointed out that the above-mentioned criticism does not pertain to CARE). However, bearing in mind that the interviewed activists represent experienced, influential and autonomous NGOs with an extensive experience with diverse international organizations, their perspective should be taken into account by CARE and donors. Namely, based on the opinions of these NGOs, it can be said that choosing an international NGO as the implementing partner in large-scale multi-year projects *may guarantee accountability, but not necessarily an appropriate response to national or local priorities.* Consequently, conducting a cost-benefit analysis (as indicated above) prior to entrusting funds to a particular international NGO might be advisable.

A concluding remark might be added at this point. The overview provided above was concentrated on *identifying the strengths* of the implemented projects and *extracting elements that might be recommendable in developing future strategies* for anti-trafficking work in the Western Balkans. The analysis was not meant to imply that the implemented projects were not faced with obstacles, or that weaknesses should be overlooked. The weaknesses of the implemented projects were clearly identified and systematically analyzed in the external evaluation reports, conducted upon each project phase. The evaluators’ recommendations were taken into account in planning and implementing subsequent project phases. For instance, evaluators suggested adjusting the project management approach to the capacities of the local partners – it was stressed that full confidence in and respect of partner organizations and networks should be based on the previous experience of the partners, so more mentoring and assistance should be provided to less developed NGOs. CARE was also advised to maintain simultaneous advocacy efforts at the national and local levels, and to focus mainly on multi-sectoral cooperation at the level of local communities in some countries (in which unstable or unfavorable political conditions obstructed the possibility of the implementation of the national-level policy). Similarly, it was recommended to standardize workshop scenarios and create conditions for licensing them in the future, as well as to develop manuals for available workshops. As for monitoring and evaluation, the following was suggested: defining impact indicators, organizing the training of project partners on evaluation techniques and creating a standardized method for evaluating the implemented workshops which all partners should use (thus enabling the comparability of evaluation results). Most of these recommendations were implemented in succeeding project phases. For this reason, the shortcomings and proposals for improvement were not extensively analyzed in this report which has been primarily focused on the strengths, rather than the weaknesses (as described in introduction).

Chapter IV

GOOD PRACTICE EXAMPLES

The purpose of this chapter is to select and present good practice examples from projects implemented by CARE in the Western Balkans from 2004 to 2009.

The text that follows relies in some cases on external evaluation reports and thus presents an ex-post assessment of the projects, focused on measuring *the achievements of the project against the overall goal* of the project within a given timeframe. In some other cases, only *certain specific project activities* are “singled out” from within the context of a particular project and presented as illustrations that might be *taken into account in future programming of CARE or other anti-trafficking actors*. These examples are chosen to illustrate various areas of NGO activities: advocacy, assistance to victims, re-integration programs, networking, awareness-raising programs, including media campaigns, developing multi-sectoral collaboration, etc. The illustrations are selected based on the following criteria:

- That the activity possesses *innovative elements* (as assessed by implementers, evaluators and/or CARE staff and the author of this study);
- That at least two representatives of NGOs (apart from the actual implementers) recognized the activity as recommendable - a successful anti-trafficking endeavor that *might be implemented in the future*, or
- That the activity represents *an advocacy attempt* aimed at achieving an impact on the anti-trafficking policy of the particular country. Even activities that have not reached the intended goal are included, bearing in mind that the failure/success of NGO policy proposals depends on political factors.

This selection of good practice examples does not necessarily imply that these activities are replicable across the region.

1. The PETRA Network: Development of partnership

The Counter-trafficking Community Mobilization Project was implemented by CARE International in Croatia from August 2004 until August 2007, with the financial support of the Norwegian Ministry of Foreign Affairs. The project had its final, exit phase. However, the following text is focused on the results obtained within the above-mentioned timeframe – the assessment being based on the external evaluation report conducted upon the finalization of the third year of the project (Bagic, 2007).

As explained in the project documentation and evaluation report, the main goal of the Counter-trafficking Community Mobilization Project was to increase the capacity of the PETRA Anti-Trafficking Network as a resource center and partner of choice in the suppression of trafficking in Croatia and South-Eastern Europe. This should have been achieved through strengthening the PETRA Network’s advocacy capacity, both on the local and the national level, its ability to work on the prevention of trafficking of individuals and through raising awareness of the issue in society at large. The evaluator emphasized that the project goal and objectives have been somewhat modified after the first year of implementation - initially, strengthening the PETRA Anti-Trafficking Network was only one of the objectives (Centers for Social Work were included as the target group). Later on, the list of project partners was enlarged (initially, only two large NGOs from Zagreb – members of the PETRA Network were involved as partners). The latter is to be seen as an example of the *adaptability* mentioned in the previous chapter characteristic of CARE’s programming. Furthermore, it should be said that CARE has *switched its focus – from supporting two NGOs and certain social welfare institutions, to increasing the institutional capacity of the NGO Network.*

As estimated by the evaluator, the main achievements of the PETRA Network in the indicated period were:

- An increased visibility of the PETRA Network
- Increased recognition by other actors involved in counter-trafficking efforts
- An increased level of expertise resulting from experience and knowledge exchange, both within the Network and with external actors;
- An increased stability and functionality of the Network.

As the baseline survey of the visibility of PETRA (prior to the implementation of the project) did not exist, the evaluator relied on monitoring the media coverage (conducted by an external PR agency) in 2007, compared to the number of media appearances recorded in PETRA's 2006-annual report. The 2007-analysis covered Croatian press. The evaluator concluded, "Looking at the total number of selected subjects/keywords and comparing the number of appearances of the PETRA Network, its individual members, CARE International and the coverage of the third regional conference with the number of appearances of other relevant actors, it becomes clear that the first-mentioned appeared almost as frequently as the others – including IOM, the leading international organization in the field, and other competent government institutions."

The interesting and intriguing finding that the PETRA Network was present in the media as much as international and governmental institutions implies that the Network has gained recognition and visibility in the Croatian public.

More importantly, other data have revealed that *PETRA gained recognition among potential and actual victims of trafficking, as implied in the evaluator's analysis of calls received by the SOS Helpline operated by three organizations – members of PETRA (open 7 days a week/ 24 hours a day).*

The comparison of relevant calls⁷ in 2005 and 2006 indicates that the *SOS Helpline of PETRA mostly served as the resource center for providing information on trafficking* – most of the relevant calls were related to general information requests on trafficking. Furthermore, the number of calls related to reporting trafficking cases to the police in 2006, increased four times as compared to 2005 (in each case, the PETRA Network reported to the police that a call indicating suspected trafficking was received).

The evaluator also analyzed the fulfillment of project objectives and concluded that the main goal of the project was achieved to the extent possible in the given time frame. She also reported *an increased recognition, expertise and influence of PETRA Network members*, as implied by the successful advocacy attempts (See below), participation of PETRA's members in mobile anti-trafficking teams, an increased possibility to influence the work of the National Committee for Suppression of Trafficking in Persons (NGOs – members of PETRA participated in this Committee since its foundation in 2002), involvement in creating national reports on trafficking and national action plans and contribution to the creation of official procedures ensuring appropriate assistance to the victims of trafficking. However, it has been pointed out that the cooperation with state institutions was not primarily based on formal agreements (Memorandums of Understanding or similar documents). During the evaluation sessions, some PETRA members also reported doubts regarding their collaboration with governmental institutions –questioning "whether our participation in events organized by governmental institutions is only pro forma, whether we serve just to provide legitimacy to state institutions" and stated that, on occasion, they "felt as being used".

The interviews with the Coordinator and other members of the PETRA Network conducted for the purpose of this publication indicated similar conclusions regarding the *current visibility, recognition by other actors, stability/functionality, quality of partnership among members, as well as the influence of the PETRA Network*. Members also acknowledged improvements in the official Croatian anti-trafficking policy (as compared to the period prior to the implementation of the project), and confirmed that PETRA is still being recognized as a relevant partner in policy making. On the other hand, the participation of PETRA's members in mobile anti-trafficking teams was assessed far less favorably than in the evaluation

⁷ False calls (e.g., provocations, wrong number, misusing the line, etc.) were excluded from this analysis

analyses above. Some PETRA members stated that a highly relevant and valuable idea that NGOs should participate (along with the police, representatives of the Centers for Social Work and the Red Cross) in mobile anti-trafficking teams *has not been fully implemented in practice*.

Furthermore, opinions were expressed that the signing of these formal protocols of cooperation with state institutions is not to be considered a guarantee of the quality and sustainability of the said cooperation (as suggested in reports and other project documentation). Some interviewed activists even perceived these protocols as “*double-edged swords*”.

2. Successful advocacy: an example of legislative change

As recorded in the evaluation report (Bagić, 2007),

“The most relevant indicator of the recognition by governmental institutions and at the same time an excellent example of the actual impact of PETRA Anti-Trafficking Network advocacy is the introduction of Paragraph 4 into Article 175 of the Penal Code. Paragraph 4, adopted in June 2006 along with other changes to the Penal Code, provides for the prosecution of users, so that *Croatia is now among the few countries (such as Sweden) prosecuting users of the services provided by trafficked women*. Since 2003, PETRA members have been involved in intensive lobbying activities regarding legislative changes. According to Mr. Luka Mađerić, Head of the Government’s Office for Human Rights, the PETRA Network has indeed played a key role in introducing Paragraph 4, primarily by educating decision-makers and by promoting the so-called Swedish model of “*punishing the customers instead of the providers of sexual services*.”

This advocacy effort is *in line with the Council of Europe Convention on Action against*

Trafficking in Human Beings (Article 19, Criminalisation of the use of services of a victim),

“Each Party shall consider adopting such legislative and other measures necessary to establish as criminal offences under its internal law, the use of services which are the object of exploitation as referred to in Article 4 paragraph a of this Convention, with the knowledge that the person is a victim of trafficking in human beings.”

In general, it is rather complex to assess the actual impact of advocacy efforts, i.e. to prove beyond doubt that, for example, a legislative change occurred due to certain advocacy activities (rather than for some other reasons). In the above-mentioned case, both members of PETRA and government officials agreed (as implied in the evaluation report) that lobbying/advocacy and educational activities of PETRA led to a change in criminal legislation.

Thus, an illustration was provided that tangible and sustainable results might be reached through continuous, organized and well-structured combination of promotion, education and advocacy.

This study further focused on the *implementation* of the above-described legislative provision. Interviewed activists



of Croatian NGOs estimated that this criminal act has been difficult to prove in court and that they were not aware of examples of criminal prosecution based on the said provision (they possessed no information if such investigations being initiated). A similar conclusion was reached through a desk review of available official documents.

The conclusions mentioned regarding the success of advocacy efforts of NGOs *are not*, however, to be *generalized throughout the region*. Other evaluation reports, which took into account the results in all participating countries, referred to a lack of “political will” of (some) governments as a decisive hindering factor.

3. Addressing a burning issue: treatment of victims – domestic nationals

Many NGOs - partners in projects have been involved in providing direct services to victims, through running shelters, SOS Hotlines, re-integration programs, etc. Some representatives of the RING Network in Bosnia and Herzegovina also possessed experience in assisting victims, both foreign and domestic ones.

Through many of their activities, the representatives of the RING Network tackled a highly relevant (and sensitive) issue of the treatment of domestic victims of trafficking. Addressing this issue has been *particularly relevant in countries with a high share of domestic among the total number of identified victims*. As revealed by various sources (official and NGO data, findings of independent academic surveys and shadow reports of NGOs), this problem is present in Bosnia and Herzegovina, as well as in Serbia.

The evaluation report (MAP, 2008) mentioned examples of such activities of the RING Network, which were focused on a combination of education and advocacy,

“The RING Network in Bosnia and Herzegovina decided to focus on the burning issue of the treatment of domestic victims of trafficking on the part of relevant state institutions.

The two coordinating organizations, LARA (Bijeljina, Republic of Srpska) and Woman B&H (Mostar, Federation B&H) pulled together their resources and organized a three-day seminar in Brčko District (B&H) in February 2008, with the topic „Socio-economic position of victims of trafficking – citizens of Bosnia and Herzegovina“.

The seminar gathered representatives of all relevant institutions and NGOs: members of the RING network, representatives of the Ministry for Human Rights, Police (Federation B&H, Republic of Srpska, Brčko District, Canton 7, Border Police, and State Investigation and Protection Agency), state institutions for social welfare, and centers for social welfare from Bijeljina, Mostar, Sarajevo and Brčko, along with the representatives of state gender institutions. The seminar raised the issues of government’s double standards in the treatment and disclosure of data on foreign vs. domestic victims (the latter is being obscured systematically in all countries due to the sensitivity of the issue).

Following the seminar, RING published a booklet covering the issues of treatment of victims and breaches of protocols for identity protection, both on the part of state institutions and the media. The booklet was published in 200 copies, and distributed among members of the network and relevant institutions. Additionally, the Bosnian RING network has, in the course of the project, developed a policy document presented to the federal government which advocates for a more appropriate response to domestic victims of trafficking.”



The policy document referred to above addressed the *legal and social position of domestic victims of trafficking* and was submitted to the Council of Ministers, as a *joint opinion of the RING-Network* (during the implementation of the project, the number of members of the RING Network has increased from 16 to 28 NGOs⁸).

The author (Dzumhur, 2008)⁹ thoroughly analyzed the Rules on Protection of Victims and Witnesses of Trafficking, Citizens of Bosnia and Herzegovina, adopted by the Council of Ministers in 2007 (Official Gazette of B&H, 66/07, 03.09.2007), as well as problems in the practical implementation of regulations related to domestic victims. The above-mentioned Rules were adopted as an obligatory standard for the protection of victims' human rights and defined procedures for identification, as well as protection and assistance.

As identified in the analysis, the main problems in the Rules itself and their implementation are (Dzumhur, 2008):

- Responsibility for implementation is not clearly defined; the author regards the Rules as “just a document of declarative nature, without possibility of practical application”;
- Different approaches to and definitions of *protection and assistance* are applied in documents that regulate treatment of *domestic and foreign victims*¹⁰, which in practice might result in differential treatment in identification and protection. Thus, the principle of non-discrimination of victims might be violated, as revealed in comparative analysis of guidelines provided in these two documents;
- The Rules have not been based on the human rights approach and *could not ensure victim-centered approach to protection*. Some parts give priority to criminal aspects of trafficking and prosecution of suspected traffickers, rather than to the protection of victims;
- The principle of confidentiality is differently regulated in the above-mentioned documents (on treatment of domestic and foreign victims). Regulations regarding domestic victims *insufficiently protect the confidentiality, privacy and identity of the victim*;
- *The right to financial assistance (as well as to counseling/therapy) is not regulated in a mandatory manner and cannot be ensured in practice* (Centers for Social Work are not obliged to protect this right, as victims of trafficking are not recognized as a category of social protection users in respective legislation, i.e. Law on Social Protection);
- *The right to health care is poorly defined* (“the victim/witness should be provided with health care”); *it remains unclear how this right can be achieved in practice* in cases that victims are not covered by health insurance;
- The Rules refer to *the right to legal assistance, without further elaboration how and by whom* the assistance will be provided in practice;
- *Protection of children – domestic victims of trafficking is not harmonized with provisions in relevant laws, like the Family Law*;
- Regulations regarding *exchange of information between different institutions* involved in protection/assistance *are not in compliance with the principle of protecting the confidentiality and identity of the victim*;
- The development of a model of a centralized, protected database is not predicted/envisaged;
- *The Rules include provisions on identification and interview, but it is not precisely determined who is responsible for identification and interviewing*. It can be assumed, based on content of this specific provision, that the police or Prosecutor's Office are in charge of conducting the identification process. In practice, the latter might imply that only persons willing to testify against traffickers will have a chance to be identified.
- In general, *the establishment of different, separate legal regulations for the protection of domestic and foreign victims* is questionable. The justification for such separate systems should be analyzed and revisions should be introduced into the National Action Plan for Suppression of Trafficking.

8 As reported by the RING Coordinator, 10-11 NGOs are currently active members

9 Dzumhur, Jasminka (2008). *Legal and Social Position of Victims of Trafficking, Citizens of Bosnia and Herzegovina*. In: Lara, Bijeljina and Woman B&H (Eds.), *Legal and Social Position of Victims of Trafficking, Citizens of Bosnia and Herzegovina*. Bijeljina: Lara and Woman B&H

10 Regulations regarding treatment of foreign victims are defined in a separate document

The above-mentioned analyses and RING advocacy attempts regarding the position of domestic victims have not had *the intended impact* on state policies so far (as mentioned above, many factors influence the possibility to influence state policies). Nevertheless, the above described activities should be viewed as an example of NGOs coming together in a network and addressing *relevant problems in the national context* while being faced with numerous obstacles.

In interviews, representatives of *Lara* further emphasized that the identification of domestic victims is far more difficult, while their protection is faced with even greater problems. Due to the above analyzed procedures, assistance to domestic victims is entrusted to social workers who are overwhelmed by various social problems and for the most part do not possess training on trafficking, while the funds for their work are limited and provided through municipal budgets. Other problems occur due to a complicated administrative structure of Bosnia and Herzegovina and differences in legislation.

4. A promising idea becomes good practice: Anti-trafficking multi-sectoral teams (an example from Bijeljina)

During the implementation of CARE's projects, NGOs – project partners initiated the establishment of local multidisciplinary anti-trafficking teams in Bosnia and Herzegovina, Serbia, Montenegro and Croatia (six in each country; mostly, in the areas near the border crossings), and contributed to their training and empowerment. The composition of the teams varied from country to country. In most cases, the teams included representatives of law enforcement (border police), Centers for Social Work, various local NGOs (women's NGOs with prior experience in the area of gender-based violence or other NGOs), educational institutions, Public Prosecutor's offices, international organizations. For example, Croatian teams (or Task Forces), in total, involved 50 individuals from NGOs, public prosecutor's offices, the police (border police and departments for juveniles), psychologists and social pedagogues, medical workers, social workers, local gender equality bodies or commissions and media representatives.

Local teams established in each country defined their own local priorities, so the activities covered various areas: prevention, awareness-raising programs for youth, training of professionals – team members, improvement of collaboration between NGOs and state institutions, as well as providing a coordinated, multi-sectoral approach to the process of assisting victims. The achievements of particular teams could not be assessed here, but based on available information, their success varied.

A multi-sectoral approach to assisting victims and coordinating the efforts of different local actors has been difficult to achieve. One good practice example is provided below.

In Bijeljina (Bosnia and Herzegovina), women's NGO *Lara* initiated the establishment of such local team in 2003 (prior to the implementation of CARE's projects). As emphasized in the across-region evaluation report, the experience and work of the multidisciplinary Anti-Trafficking Team in Bijeljina, organized at the suggestion of *Lara*, has served as an inspiration during the entire project. The teams formed during the projects were composed of representatives of law enforcement (border police), educational institutions, Centers for Social Work, OSCE, LOT-house, and local NGOs.

Lara's previous experience in providing assistance and support to victims and credibility gained through previous projects within the RING Network probably contributed to the successful operation of the local team – *Lara* has operated the Shelter for Victims of Trafficking since 2000 and assisted around 200 victims so far. Currently, as reported in the interview, the team involves the local police from three municipalities (Bijeljina, Brcko, and Tuzla), representatives of Centers for Social Work, European police, OSCE, the Agency for Investigation and Protection of B&H, Prosecutors' Offices, and *Lara*. Meetings of the team are held regularly (on a monthly basis) and are aimed at discussing the cases, exchanging information on suspected traffickers, trafficking routes and potential victims (including women/girls – victims of internal trafficking, who are often regarded as “voluntary prostitutes”).

In the interview, the Coordinator of the RING Anti-Trafficking Network and representative of *Lara*, summarized the differences in the approach of NGOs to victims, as compared to institutional treatment and offered convincing arguments why, in her opinion, women's NGOs should be the key service providers,

- “For us, as women’s NGO, victims’ needs and interests are central. We respect their wishes. Some victims do not want to be recognized as victims by the society. Mostly, when victims are repatriated, everybody in their home country knows that they have been trafficked. But, it would be better for many victims to directly contact the shelter in their country of origin.

Regarding testimonies against traffickers, we stick to the following rules. In case a victim possesses information that might be valuable in court, we encourage her to testify. At the same time, we prepare her thoroughly for the trial and clearly explain to her what to expect and what awaits her. We have never pressured women who were not willing to testify. Often, some young women, overwhelmed by anger and pain, wish to say everything; at that specific emotional moment, they are mostly unaware or ignorant of the fact that their lives might be endangered. This relevant problem cannot be approached from a bureaucratic perspective. NGOs are trying to approach the problem bearing in mind the best interest of the victims. The anti-trafficking team in Bijeljina is really functional. However, in general, we are facing different obstacles in Bosnia. A lot more should be done in Bosnia to ensure that all potential victims are placed into the shelter and granted a reflection period.”

5. Everyone should be involved: Examples of interesting awareness-raising activities

Media campaigns and a wide variety of different awareness-raising and educational programs have been conducted during the implementation of the project. **Efforts invested into outreach may be positively assessed;** as implied in project documentation, evaluation reports and interviews, a wide variety of target groups were involved in the programs, including some that were rather difficult to reach. Further, certain programs possessed *innovative, intriguing or provocative components; the response of target groups in some cases exceeded the expectations of program implementers*. A large number of volunteers participated in the organization of the activities.

Several activists from three different countries in the region emphasized that, in their opinion, awareness- raising programs organized by Montenegrin Women’s Lobby from Podgorica, Montenegro, possessed *an inspiring, innovative approach and targeted a wide range of specific groups*. The Montenegrin Women’s Lobby (which has been operating the Shelter for Trafficked Victims) conducted a survey on a sample of 200 service workers, which implied a low level of knowledge about trafficking; they have heard of the phenomenon, but did not know how to help potential victims. Various programs were organized for service workers: staff in hotels and restaurants, hairdressers and other workers in tourism and related businesses. Other awareness-raising and educational programs were specifically developed for youth (high school and university students), as well as for representatives of institutions (social workers, judiciary, health-care workers, teachers, etc.).

Another partner organization from Montenegro (SOS Hotline from Niksic) also focused on awareness- raising programs, as a survey in their municipality revealed that such programs for the general public were badly needed (for example, 40% of surveyed citizens expressed the opinion that there is no difference between prostitution and trafficking).



Further, SOS Niksic focused on Roma youth, bearing in mind that children in the Romani community might be at risk of becoming victims of trafficking chains.

The representative of Montenegrin Women's Lobby assessed that, in her opinion, the nation-wide campaigns "Human trafficking: mine, yours, ours, social and global problem" for the general public (with promotional materials in Montenegrin and minority language – Albanian), and educational programs for the judiciary bore results beyond expectations, as well as the activities that resulted in creating *the educational documentary on trafficking "People are not for sale" (the first of the kind in Montenegro)*. During the implementation of these programs in schools, the Montenegrin Women's Lobby developed a close cooperation with the Ministry of Education which manifested a high interest in the project.

Croatian partners involved in the PETRA Network also developed a documentary on suppressing trafficking in human beings in Croatia, entitled "The Price of Life", which was further extensively used as an essential part of awareness-raising activities in the final phase of the project. For example, in only three months, the documentary, supplemented with a short presentation on trafficking, was shown 54 times in 26 towns located in 14 counties across Croatia, in the City of Zagreb and one town in Bosnia and Herzegovina (as a part of the cross-border initiative). In total, 3903 beneficiaries watched the documentary; 80% of them were *young people - high school and university students, as well as those belonging to vulnerable groups*: youths with special needs, teenagers living in institutions for children without parental care or homes for girls with behavioural disturbances. The remaining 20% of direct beneficiaries were professionals: teachers, school principals, social workers and psychologists, university professors, local and regional border police officers, local politicians, tourist workers, representatives of county gender equality commissions, etc. One member of the PETRA Network even managed to obtain the permission of the Ministry of Defence and the Ministry of Justice to enter, for the first time, a military base and show the documentary to soldiers being trained for international missions. Another member of the PETRA Network (Centre for Women – War Victims "ROSA" from Zagreb) designed an interesting campaign that also targeted men – primarily, football fans, as the campaign was organized on the occasion of the EURO 2008 UEFA European Football Championship.

Diverse activities aimed at raising awareness of trafficking issues were developed in Serbia as well. Some partners focused on *rural communities and/or made efforts to reach "excluded populations"*. As specified in the report of the Anti-Trafficking Center from Belgrade,

- "We have covered villages, visited all places where we identified an interest. People didn't know anything about trafficking, but they had the energy and good will to make a change."

Other activities of partner organizations in Serbia (e.g., the Anti-Trafficking Center, Belgrade, "Kontakt", Krusevac, Center for Girls, Uzice, Roma Information Center, Kragujevac, "Iskra", Loznica) involved street performances/actions, theatre performances, round tables, media shows, study tours, summer schools, diverse actions at clubs, bars, cafés and disco-clubs, workshops in Roma settlements (many boys and girls in Roma settlements were involved in workshop activities and "door-to-door" campaigns). Partner organizations also broadcasted movies and organized panel discussions within the Film Festival "Dangerous Liaisons – Migrations, Trafficking, Lies and Video Tapes", workshops in high schools and at universities (including the Faculty of Security Studies) and implemented numerous programs for professionals in state institutions, including teachers in elementary and high schools. These programs reached a wide audience; for example, awareness-raising project activities had over 6000 direct beneficiaries in the second year of implementation in Serbia. Certain activities had a regional aspect, e.g., the Anti-Trafficking Center in partnership with other NGOs from the region (Centre for Women Studies from Zagreb and the Foundation Cure from Sarajevo) gathered an incredible crew of women – through plays in theatres in Belgrade, Zagreb and Sarajevo, they drew attention to the issue of violence against women and girls in an original and creative manner. Famous women actresses, politicians, singers, dancers and journalists echoed their plea for stopping violence against women and girls.

Bosnian partners also implemented certain eye-catching awareness-raising programs. For example, one member of the RING Network (Woman B&H from Mostar) organized workshops specifically designed for youth, through round table discussions in elementary and high schools. Another campaign targeted the business sector - Woman B&H distributed promotional materials at the International Fair of Economy, aimed at drawing the attention of employers that the exploitation of workers was a felony according to the Criminal Code of B&H (MAP, 2008). Another member of the RING Network (*Lara* from Bijeljina) shifted the focus to professionals – they organized round tables on mechanisms for combating trafficking with the specific aim of informing the representatives of state institutions on their responsibilities deriving from the Rules for Protection of Domestic Victims of Trafficking. The participants included the representatives of the police, state border police, Centres for Social Work, EU Police Mission in B&H, OSCE and local NGOs.

Evaluation analyses revealed positive outcomes of awareness-raising activities in Montenegro, Croatia, Serbia and Bosnia and Herzegovina.

External evaluation reports acknowledged that the topic of trafficking has become more present in the public and media



in Montenegro and also noted an increased interest of the media to report on anti-trafficking activities (Zekovic, 2007). In another evaluation analysis conducted in Montenegro (ex-post external evaluation covering the three years of the implementation of the project; MAP, 2008b), it was highlighted that the above-mentioned awareness-raising activities received an excessive media coverage. Further, it was concluded that the constant presence in their communities enabled the organizations to present themselves as reliable partners to the citizens, authorities and possible donors. In that sense, a good indicator was the fact that the number of calls to the SOS helpline (operated by Montenegrin Women's Lobby at that time) increased for 30% during the period of the first joint campaign.

The evaluation analysis that compared CARE's programming in the first phase of project implementation in Croatia and Montenegro (Picard, 2005) recognized the relevance of media

campaigns and also called attention to the need of conducting *continuous* awareness-raising activities. The report was accepted by CARE and applied afterwards – it was used in the process of project planning and the implementation of the subsequent phase of the project.

- “A three-month blitz of awareness-raising, as was done in the project, using radio, billboards, posters, and other media, can have a big impact on the public, government, victims, offenders, and so on. However, to change behaviors and attitudes that affect levels of prevention and protection, awareness-raising needs to be continual and mainstreamed into the education system and other vehicles of promotion in order to bring systematic attention to the issue. There is a general agreement that awareness-raising as a strategy to curb trafficking should be constant and unceasing for some time to come.”

The ex-post evaluation covering the implementation of the project in Croatia in a three-year period (Bagic, 2007) clearly confirmed a significant increase of the visibility of the PETRA Network in media, relying on press clippings analysis, as mentioned above (See: section on the PETRA Network). The author further pointed out to another, more relevant indicator of increased visibility. Based on the analysis of relevant calls to the SOS Hotline (operated by members of PETRA) in 2005 and 2006, she concluded,

- “Also, there was an increase in requests for sharing of information on trafficking of 49,85% to 61,08%, while calls concerning other types of problems decreased from 48,30% to 31,62%. These changes indicate that the SOS line is, indeed, becoming increasingly recognized as a resource for both potential victims and those wanting to obtain general information on trafficking.”

Evaluators (Kijevcanin and Dzigurski, 2008) identified a high commitment of the implementers, mobilization of the local community and a creative approach as the main aspects of awareness-raising programs in Serbia,

- “The partners gathered excellent project teams of different age, knowledge and skills, at the same time, involving the members of their larger communities. In addition, the established cooperation with local communities was, to a large extent, the consequence of personal involvement of project team members. The diversity and creativity of activities carried out by partner organisations speak of the capacity of local organisations to tackle the issues of human trafficking through different discourses and demonstrate their understanding of the context and partner selection skills. Different aspects and target groups added to the complexity of the project. Nevertheless, the balance between the opportunities and set goals was successfully maintained. Activities carried out within the project helped to connect the issues of human rights, women’s rights and violence and human trafficking and to adequately present and explain them to the general public, the media and relevant institutions. In addition, the consequences of trafficking and breaching of human rights, as well as the ways to address these issues, were actively spotlighted. In addition to raising knowledge and awareness of the trafficking problem, through a large number of workshops with the youth, this project contributed to the promotion of workshop-oriented and interactive work with young people, particularly those from vulnerable groups.”

Evaluators highlighted the positive results of awareness-raising activities in Bosnia, and also *identified the unexpected outcomes*,

- “As an unexpected result of the round table organized by Lara, Bijeljina, a new anti-trafficking team is in the process of forming in Travnik, following the presentation of the excellent results achieved by the long-standing anti-trafficking team from Bijeljina” (MAP, 2008).

6. Sources of renewable energy: Peer education programs

CARE North-West Balkans in its gender programming strategy for the period 2007 - 2010 envisaged promoting peer education on gender-based violence and anti-trafficking issues as a “particularly effective and inclusive method in the context of formal and non-formal education of children and youth”.

Agreeing with the above stated concerning the relevance and effectiveness of peer education, it can also be assessed that *anti-trafficking projects in Bosnia and Herzegovina, Croatia, Montenegro and Serbia have developed the potential of peer education as an awareness-raising tool to the highest possible level.*

Partners in all participating countries designed their own approaches to organizing training for peer educators and also exchanged experiences at the regional level, relying on the substantial competence of NGOs - project partners, which previously developed training programs and/or manuals for peer educators. One member of the PETRA Network, Women’s Room from Zagreb, previously developed a manual for peer educators (“It’s cool to know”, 2005); in the course of CARE’s project, the manual was further adapted and adjusted to the specific contexts of other participating countries. The said manual could potentially be used as an awareness raising tool in future anti-trafficking projects.

Several of the interviewed partners estimated that the peer education model led to positive results, pointing out the *experience of the Roma Information Center (RIC) from Kragujevac, Serbia, which might be particularly inspiring and useful in designing similar programs in the future.*

RIC, which implemented a wide variety of awareness-raising programs for diverse target groups, put an emphasis on peer education – they started the training of the first group of peer educators in the initial phase of the project. A network of peer educators in five Serbian cities was developed. Afterwards, RIC entered schools and organized trainings for teachers, further empowering the group of these peer educators to successfully implement the programs in schools, but also through street actions and other activities - as explained by the RIC's staff,

- “Kids – peer educators approached the problem extremely seriously and responsibly, but also very creatively – they organized a series of activities we could not have imagined.”

Finally, *an attractive new activity was introduced – theatre performances in schools on a broadly defined topic “combating trafficking in human beings”*. High school students, assisted by professors and the RIC's staff, created their own scenarios and prepared plays in which their peers were “actors” and “actresses” (the preparatory phase lasted several months).



A competitive element was then brought in – RIC organized a competition of theatrical performances entitled “Culture against trafficking in human beings”. The titles of the plays might possibly provide a clue how students approached the topic: “Not to be late”, “A letter to human consciousness”, “Black-and-white world”, “Omnibus”, “And what's next?”, “Look around you, everyone!”, “Listen, so it doesn't happen to you”, and “Threads”. The jury composed of representatives of the City Council, local police anti-trafficking team and the local theatre, as well as the Advisor of the Ministry of Education and local Ombudsperson, assessed the plays and handed out the awards. In the interview, representatives of RIC said that the audience, “performers” and other stakeholders shared an impression that the entire experience (from preparing the plays to the final contest) was attractive, useful, inspiring, instructive, and also – very emotional. The contest was followed by some unexpected events: a police

officer asked for a copy of the DVDs with plays (in order to use them as educational tools in anti-trafficking seminars), while the member of the City Council decided to deliver additional small awards to schools from the local government's budget. This gained a substantial media coverage.

In a follow-up interview, representatives of RIC re-examined the entire process and elaborated on reasons for introducing drama as the essential element of awareness-raising programs. They also considered the question whether this strategy was “too radical” and/or potentially risky (having in mind the sensitivity of the topic and the age of participants),

- “The method is really innovative and inspiring, but we would not have dared to enter schools in such a radical manner without previous preparation. We have worked in these schools many times before, organized programs for teachers and students, and then decided to do something new. It turns out that such an approach possesses a potential to mobilize, energize people – everyone has engaged in these activities wholeheartedly. It is also important that the plays have been created and organized by the kids themselves, they have the copyright. Also, the schools really accepted us as partners.

It was somewhat different in the beginning. When I called one school for the first time and explained that we were interested in organizing anti-trafficking programs, the reply was: 'But, we don't have Roma students.' I said that it was OK, since 'We do not work only with Roma.' That was in the beginning..."

The success of theatre performances in Kragujevac inspired other participating organizations to implement similar activities. A nice example of networking and synergy comes from the Center for Girls (Uzice, Serbia). A group of peer educators from Uzice, trained within the CARE's project, excited by the plays created in Kragujevac, came to a self-initiated idea to find partners to design plays (instead of organizing peer education workshops at schools). Since a high motivation usually leads to good results, peer educators have found partners in schools, mobilized students of performing arts, and solved all the problems that appeared along the way by themselves.

The involvement of peer educators as a "source" of inspiration, positive (and renewable) energy and initiative was recognized by project evaluators (Kijevcanin and Dzigurski, 2007; 2008). The evaluation reports underlined, for example,

- "A large number of young volunteers were involved in team work and instilled their energy and creativeness, facilitating the implementation of the peer education part of the project, which was one of the great merits of the project. It enabled young people to spend quality free time and build their capacities, providing them with opportunities to express themselves through the implementation of activities, bestowing a pronounced component of community youth work on the project."
- "A great number of young people, their interest and enthusiasm were a huge motivator for all the staff and local coordinators involved. Peer educator groups showed high commitment and put lots of effort into the organization and implementation of local actions. Groups significantly exceeded expectations, constantly challenging their own personal limits and competences."
- The Coordinator of RIC explained at the session, "Groups of peer educators expressed high satisfaction because they were given a chance to spend time in a creative and constructive way. They were really fast and it wasn't easy to follow them, but supporting young people is refreshing". Similarly, the Coordinator stressed, "The nicest part of our work is the moment when we feel the interest and initiative of the young people. Because of their motivation, we adapted the training plan in order to allow them to carry out some concrete activities".

7.3 A "pioneering" approach to re-integration: Daily Center

Within the implementation of CARE's projects in Serbia, ASTRA (Belgrade) focused on assistance to victims and developing an innovative re-integration program. The Victims Assistance Program (available from the foundation of ASTRA) has been continued throughout the partnership with CARE, while the second segment has been progressively developed with CARE's support.

The latter programs were shaped in response to a huge gap in assistance and re-integration at the national level (a lack of comprehensive mechanisms for re-integration of domestic victims), identified by ASTRA through their previous research and other, service-oriented activities. Namely, in 2004, *ASTRA noted and widely reported a high proportion of domestic nationals among victims of trafficking.*

For example, out of the total number of victims identified through ASTRA's Victim Assistance Program, Serbian nationals made up 71% in 2004-2005; 74% in 2006, and 88% in 2007. Further, *an increase of internal trafficking in human beings was revealed* – victims from Serbia who were exploited in Serbia made up 35% of the total number of victims in 2004-2005, and 38% in 2006-2007.

Relying on the above-described data and previous experience in organizing economic empowerment programs for victims, ASTRA developed a unique form of assistance (by applying alternative methods) in a complex process of re-integration. Taking into account that up to that moment, out of the total number of victims identified by the Victim Assistance

Program (235), 161 were Serbian citizens (and, consequently – potential users of the re-integration program), the Daily Center was opened in January 2007. Based on needs assessment and survey among victims – potential users, the concept of the Daily Center was developed to combine diverse forms of assistance and meet a wide range of victims' needs, including education, strengthening of social skills, training, acquiring know-how skills necessary in searching for a job, and participating in activities that might help in overcoming the trauma.

The Daily Center is still operational, although the projects conducted in partnership with CARE have been finalized.

The concept of the Daily Center and its activities have gradually been reshaped and redesigned throughout the project, while *the main focus remained on the contribution to recovery and re-integration.*

The clients of the Daily Center have been provided with different forms of assistance, such as *emergency measures shaped to meet the immediate needs of the trafficked persons, as well as continuous support during the recovery, through medical, legal and psychological assistance* (individual and various forms of group therapies). *A plan of action (aimed at recovery and re-integration) has been individually designed in agreement with each client, based on his/her needs, personal motivation/interests, and taking into account his/her specific situation: level of education, possibilities for employment, family and social status, housing problems, etc.*

The individual plans have been created within a specific timeframe (three to six months, depending on the duration of activities in which the client is involved) and monitored throughout the implementation. Upon the completion of actions planned for a specific period, an evaluation/analysis of defined goals and actions was conducted, leading to the designing of the plan for the subsequent period (the Daily Center “hostess” is responsible for creating and monitoring individualized plans, referring clients to institutions, counseling, scheduling the individual sessions with therapists, etc.).

In addition, the Daily Center has provided professional advanced courses for clients, aimed at facilitating the process of (re)building social connections and strengthening independence. Representatives of ASTRA strive to reach this complex goal by motivating clients to continue education, providing professional orientation, informing clients about possibilities for further education and organizing different trainings for economic empowerment, including trainings on active job search, as well as registering at the National Employment Service, contacting youth cooperatives and providing assistance in finding part-time jobs.

Apart from the therapeutic work (individual and group therapy sessions), medical and legal assistance, following activities have been developed for Daily Centre clients: yoga classes, self-defense program, creative and artistic workshops, self-help groups, cooking classes or the program “Relaxed Friday”, an encounter group, the program “Popcorn” (watching movies and socializing), computer training, foreign languages courses, tutorials (providing assistance in studying to clients who decide to return to school), specialized computer courses, baby-sitting (for clients who come with children), and various forms of activities designed in the area of economic empowerment. Library and different outdoors activities (visits to exhibitions, theatres, excursions etc) are also available to Daily Centre clients.

As the work in the Daily Center has been based on monitoring individualized plans of re-integration, staff constantly receives information from clients regarding the specific types of assistance needed in a particular period. Problems in the implementation of reintegration activities have been the most pronounced in the work with *children – victims of trafficking,*



persons with disabilities, persons with psychologically altered behavior, and those with substance abuse problem.

At the beginning of the project, ASTRA widely disseminated information on services available at the Daily Center. In order to increase the number of potential clients, information on services was provided to state institutions (Agency for Coordination of Assistance to Victims of Human Trafficking, Centers for Social Work, institutions for children without parental care, etc.), as well as to NGOs that assist victims (Counseling Center against Family Violence, which runs the shelter for victims of trafficking, and Atina, which runs the Transition House). Therefore, some clients were referred to the Daily Center by the police or social protection institutions. The project thus developed a dimension of prevention (children under risk of falling into trafficking chains were also included in the programs).

The total number of clients has gradually increased during the implementation of the project, which might be viewed as an indicator that the activities met the needs. In the initial phase, the Daily Center had 43 clients – 30 girls identified as victims of trafficking (nine of them were minors), two young mothers with their children and 11 girls (five of them were minors) who were referred to the Center by NGOs and state institutions due to the risk of becoming victims of trafficking. In the second year, the total number of direct beneficiaries was 56 (50 females and 6 males/34 adults and 22 minors). In the third year, the Daily Center assisted 69 victims of trafficking (27 of them – children) in total. In addition, another group of 28 clients (considered as potential victims of trafficking) were also involved. On average, each beneficiary participated in some activities two times a week.

In the third year of project implementation, ASTRA focused on further improvement of reintegration programs through *systematic and long term assistance*, with a particular emphasis on developing and/or improving the cooperation with civil society and governmental institutions and on expanding programs that were recognized as particularly relevant in the process of (re)integration: economic empowerment and achieving independence. As stressed in the report (ASTRA, 2008),

“Due to cooperation between CARE North-West Balkans and ASTRA, special attention is paid to the development of a specific approach to victims of human trafficking during the period of their (re)integration. Generally, this problem is not a priority in agendas of relevant actors, therefore ASTRA Daily Center is still the only reintegration program committed to victims of human trafficking who are not in Shelters, but still need every available form of assistance in order to recover, stabilize and strengthen their competences. ... Since the opening of the ASTRA Daily Center, we have made numerous modifications in our *modus operandi*. We have been adapting the design of the Daily Center in accordance with the needs of our clients and, through a multidisciplinary and dynamic approach, obtained highly valuable experiences in the field of specific victim assistance, up to now insufficiently explored.”

8. “Entering no man’s land”: Regional campaign at border crossings

Several interviewed activists selected regional campaign(s) as their “favorites” – the most useful awareness-raising event(s) implemented during the project.

Awareness raising actions were simultaneously organized at borders crossings – project partners from four countries of the Western Balkans participated in the distribution of promotional materials to mark the International Day for the Abolition of Slavery.

As described in the evaluation report (MAP, 2008),

- “During their meeting in Podgorica in 2007, project partners have agreed that December 2, the International Day for the Abolition of Slavery, would be an excellent opportunity to conduct a simultaneous regional information campaign on trafficking. The information campaign was designed to educate the passengers and officials on how to

prevent and combat trafficking in the region. Each partner agreed to cover at least six border crossings (involving representatives of municipal anti-trafficking teams) with neighboring countries. After the Podgorica meeting, each coordinating organization designed promotional material, leaflets and posters to be put up at border crossings. As this activity took place in areas of restricted movement, a partner organization in each country successfully secured the necessary permits from the relevant department for borders within their respective Ministries of Interior. On the day, they simultaneously distributed anti-trafficking material to passengers and state border police officers and put up posters. In total, 44 border crossings were covered, involving some 250 volunteers, members of anti-trafficking teams and supporters of the local NGOs. *It is interesting to note that at the time of the evaluation the posters were still up on the border crossing between Serbia and Republic of Srpska, which the evaluator noticed during her field part of the evaluation.*

- “The activity received good national and local (print and electronic) media coverage in all countries, as well as positive feedback from passengers and the border police, and was in that sense successful in raising awareness and contributing to the visibility of both the problem and the involved networks/organizations. As a result of this and other AT activities of LARA in Bijeljina, the border police have requested that LARA train their employees in recognizing and dealing with potential victims, which LARA has successfully conducted in the course of a different AT project.”

Promotional materials included the numbers of the SOS Hotlines for assistance to victims in each country, so the campaigns could have possibly served (potential) victims.

It might be concluded, based on documentation review, evaluation reports and interviews, that *the simultaneously organized campaigns at border crossings were favorably received by the intended audience, and also served a practical purpose – provided important information to the victims of trafficking.*

For these reasons, organization of similar campaigns is highly recommendable in the future.

9. Organizational development

All interviewed partners in the projects stated that project segments intended at *organizational development and capacity building* were extremely valuable. Organizations had a possibility to choose a mentor from a more experienced NGO – project partner. Coaching/mentoring activities included trainings, consultations, materials sharing, meetings, study visits, etc. Further, NGOs had an opportunity to spend organizational support sub-grants for different, self-chosen purposes, in accordance with their needs: strategic planning, covering premises costs, or strengthening project teams through stress management sessions and various trainings.

External evaluators stated (Kijevacanin and Dzigurski, 2008)

- “The capacity building of the organization was more than successful and all partner organizations singled out this component of the institutional support as a special value of the project.”

The focus on organizational support and capacity building was recognized as an aspect specific to CARE’ policy by the project partners; this was revealed in interviews and other sources. The organization that chose to organize a stress management program for its staff, emphasized what the said possibility has meant to them in their final report (ASTRA, 2009)



“After five years of direct work with the victims of human trafficking, an activity which exhausts the psychological resources of staff members, ASTRA has recognized the need for urgent specialized training. With time, the capacities of ASTRA employees for work may be endangered and the excessive and prolonged stress eventually lead to emotional and physical exhaustion i.e. burn-out syndrome. Thanks to the support of CARE Int. NWB, in March 2009 there was a retreat program organized for ASTRA employees. This program included anti-stress procedures (different meditation techniques, body exercises, breathing exercises, anti-stress massages, etc) and workshops led by a psycho-drama therapist. These workshops were based on the principle of group therapy. In April, such anti-stress procedures for ASTRA employees were repeated on two occasions, again with the support of CARE International North-West Balkans.”

In creating partnerships with NGOs providing direct assistance to victims of trafficking or gender-based violence, *it is often overlooked that individuals involved in this type of work for a prolonged time also need support.* A recent mapping survey that included representatives of all women’s NGOs working in the area of gender-based violence (Brankovic, in press) identified disturbing problems among counselors. With this in mind, it might be easier to explain why some organizations used above-mentioned grants for stress management programs.

Maintaining the focus on organizational development/strengthening is advisable in future CARE programming.

10. Legislation: a powerful instrument against organized crime

In the Western Balkans, certain changes that enable the seizure and confiscation of proceeds from organized crime have been introduced into legislation. These changes cannot be attributed to the lobbying/advocacy activities of NGOs involved in these projects, but indicate that *NGO proposals were consistent with the international framework¹¹ (including, the Council of Europe Convention on Action against Trafficking in Human Beings), good practice examples from other countries (e.g., Italy), as well as with certain initiatives within EU-supported programs (CARDS).¹²*

In Italy, legislation on the confiscation of property acquired through organized crime has been implemented for many years and has so far brought tangible results.¹³

At regional conferences and other meetings organized within CARE’s projects, NGOs – partners in projects, repeatedly stressed the importance of introducing and/or developing and improving legal instruments that would enable the confiscation of property and income acquired through organized crime activities. Participants at regional conferences (NGOs – project partners and representatives of institutions) agreed that such legislative provisions would represent a major breakthrough in fighting organized crime, including trafficking in human beings. Such statements were further elaborated at the Regional Conference on the Legal and Social Position of Domestic Trafficking Victims in Ilidza, Bosnia and Herzegovina, in 2008. The following was emphasized in the conclusions of the conference,

11 The UN Convention against Transnational Organized Crime (in Articles 12-14), and the Council of Europe Convention on Action against Trafficking in Human Beings (Art. 23) addressed adopting measures and procedures within the domestic legal system, as may be necessary, to enable confiscation and seizure of proceeds from organized crime

12 The EU has provided assistance to the countries of the Western Balkans through the Community Assistance for Reconstruction, Development and Stabilisation (CARDS) program. Substantial funds were allocated in order to assist institution building, structural reforms, institutional and legislative development, including harmonisation with European Union norms. Within the general strategy of CARDS, various programs were implemented focusing on fighting organized crime (e.g., through training judges and prosecutors across the region), improving police capacity and police cooperation, organizing judicial reform, integrated border management and promoting asylum and migration policies that meet EU and international standards.

13 In Italy, legal regulations that enabled the confiscation of Mafia’s property were introduced in 1982 and subsequently amended in 1992. Italian experts stressed that a proper implementation of these legal provisions required a lot of time and effort over nearly a decade, since the first law came into force (Giovanni Melillo, Deputy Prosecutor of the Italian Anti-mafia Prosecuting Bureau, March 2009). Sadly, the implementation resulted in human sacrifices. One member of the Italian Parliament, well-known for his advocacy attempts in this field, was killed only a few days upon the adoption of the first law. The magistrate Giovanni Falcone, who distinguished himself by combating organized crime and specialized in prosecuting Sicilian Cosa Nostra was killed by the Mafia in 1992, together with his wife and three of his bodyguards. Paolo Borsellino, another anti-Mafia magistrate, was killed by a Mafia car bomb in Palermo two months later.

- “1. The need to initiate the introduction/improvement of legal provisions on investigation and confiscation of property owned by perpetrators of human trafficking
- “2. The need to initiate legal regulations that would shift the burden of proof to the defendant.

The need for improving legislative instruments for combating organized crime was recognized by the governments in the region.

For example, the Law on the Office for Suppression of Corruption and Organized Crime in Croatia¹⁴ contains provisions related to seizure and confiscation of income and property acquired from organized crime. Provisions apply to criminal offences specified in the Law, including trafficking in human beings.

The new Law on Seizure and Confiscation of the Proceeds from Crime was adopted in Serbia in October 2008 (Official Gazette of the Republic of Serbia, No. 97/08), and its implementation commenced in March, 2009. Provisions of the Law apply (among other crimes) to trafficking in human beings, trafficking in children for adoption and establishment of a slavery-like relationship and transportation of persons in slavery-like relationship. The Law provides for temporary seizure of assets (Articles 21 through 27) and permanent seizure of assets (Articles 28-36). As reported by officials, some of the solutions applied in Serbia relied on the Italian experience in combating organized crime¹⁵.

Currently, first court proceedings based on the newly-adopted legislation are underway. In the first case of this kind, the court ruled for a temporary confiscation of the property.

11. Outputs of regional exchange

Interviewed activists from partner organizations also recognized the realization of study visits, regional conferences, cross-border initiatives and coordination meetings of regional partners as relevant and highly valuable components of CARE's projects. Exchange visits were carried out between partner organizations, members of anti-trafficking teams and members of anti-trafficking networks – representatives from Bosnia and Herzegovina, Croatia, Montenegro and Serbia visited their counterparts and exchanged information on the best models and practices. For example, NGOs oriented towards prevention in their work and possessing little experience in assisting victims, gained a possibility to visit colleagues in other countries, experienced in direct assistance. While many interviewed activists underlined the importance of study visits, it appears that smaller NGOs benefited the most, as explained by some activists,

- “Through these projects, smaller organizations that work only locally have gained a chance to see how anti-trafficking activities are organized in the region. This was probably the most important benefit from this project.”

In addition to coordination meetings, study visits and other forms of regional exchange, CARE organized five regional conferences which provided an opportunity to follow up and coordinate anti-trafficking efforts of project partners, but also to re-examine governments' policies (official representatives of national anti-trafficking institutions were also present, including National Coordinators). Through the involvement of representatives of state institutions from all countries, the conferences also *promoted the concept and practice of joint policy making in the region*. They also opened the possibility of comparing legislative frameworks and efficiency of national mechanisms for the identification and referral, assistance/protection and re-integration, while other regional components of the projects contributed to regional networking and cross-border cooperation. As mentioned above, *both the interviewed partners and external evaluators emphasized that regional conferences provided a good chance for a real exchange of practices between experienced anti-trafficking actors and contributed to regional cooperation on policy issues* (in addition to *ad hoc* cooperation in individual cases).

14 In Croatian: Zakon o USKOK-u (Official Gazette 88/01, 12/02, 33/05, Corr. 48/05, 76/07)

15 Prosecutor's Offices in Italy and Serbia signed the Memorandum of Understanding in 2004

Within the analysis of regional-level outcomes, external evaluators (MAP, 2008) highlighted the effects of regional conferences,

- “Within this project, CARE provided direct support to the AT networks, allowing them to meet regularly, exchange know-how, discuss appropriateness of policy options and coordinate their activities at the regional level, thus contributing to the establishment of a regular regional cooperation on policy issues, rather than ad-hoc cooperation in assisting individual victims. Network meetings mostly focused on the development of inter-sectoral regional cooperation, the conferences brought together representatives of NGOs and relevant international, national and local-level institutions, while regional study visits enabled in-depth understanding of specific issues that organizations, networks or individuals from task-forces identified as necessary for further raising their competences in anti-trafficking.”
- “The project resulted in raising cooperation among regional institutions. It was very helpful that CARE involved multi-sectoral delegations in all its conferences and regional events. These events have played a major role in the exchange of know-how and information on policies and regulations between counterparts from specific institutions, such as the police, social workers, judiciary, medical workers and national coordinators. They have also strengthened cooperation between NGOs and the said institutions. Informal contacts always count more than the formal ones and afterwards speed-up cooperation. Although it is too early to predict the role of regional cooperation between relevant national institutions in the development of a joint policy, the established contacts will at least ease regional cooperation when it comes to dealing with and assisting individual victims of trafficking. “

Some of these conclusions were also taken into account in creating recommendations within this report (See below).

Chapter V

RECOMMENDATIONS FOR ANTI-TRAFFICKING ACTIVITIES IN THE WESTERN BALKANS

Suggestions given below are mostly related to the improvement of national policies and regional cooperation. Therefore, the responsibility for the possible implementation of the proposals rests on the governments of the region; international NGOs (including CARE) or local NGOs do not possess the influence or capacity to implement them. Still, the following proposals may be regarded as *the source/basis for developing comprehensive and consistent lobbying/advocacy strategies* that might be applied by international/local NGOs. It should also be pointed out that the proposals *are not equally applicable* to all countries of the Western Balkans in which CARE’s projects were implemented, but that an attempt was made to address joint/common issues and problems.

Identification and referral mechanisms

- Developing or strengthening a pro-active identification of victims and conducting a periodical re-examining/evaluation of the process at the national level (by responsible authorities), relying on basic principles:
“A presumed trafficked person shall be considered and treated as a victim as soon as the competent authorities have an indication that she/he has been subject to the crime of trafficking.
During the identification process the presumed trafficked person shall be treated as a victim and have access to assistance and support, regardless of whether she/he is able or willing to testify.
No expulsion order shall be enforced until the identification process has been completed by the competent authorities”
- Ensuring the involvement of specialized NGOs, experienced in providing victim assistance, in preliminary identification of potential victims
- Ensuring that the first assessment of the victims’ needs is done in collaboration with and in presence of members of specialized NGOs with prior experience in providing direct services to victims
- Securing that the identification and referral procedure has been done according to the standardized procedure
- Improving a *sub-system for identification and referral of child victims* and adopting or improving mandatory guidelines in that respect, relying on the international definition on child trafficking and existing recommendations of

- international organizations
- o Establishing or strengthening *multi-sectoral mobile anti-trafficking teams*; in particular, ensuring that such teams are functional in border areas
- o Improving the process of *planning protection/assistance*; creating *individualized plans of assistance*, with defined priorities for a particular victim and specified responsibilities of each institution in implementing and monitoring the plan; providing an initial assessment of the optimal length of stay in the shelter, in accordance with the victim's specific situation
- o Granting a *proper recovery and reflection period* to victims prior to the final official identification, in line with standards stipulated by the Palermo Protocol and the Council of Europe Convention on Action against Trafficking in Human Beings
- o Providing *adequate training* for all professionals who come in contact with the victims; developing and implementing a Code of Conduct for each particular profession
- o Ensuring a *secure management* of the centralized database on identified victims at the national level
- o Implementing a pilot *monitoring/evaluation and follow-up study of the entire process of victim identification* and creating a plan for changes in the system in accordance with the results of the study. The study should be focused on:
 - a) Reviewing whether the standardized procedures for identification and referral are properly implemented
 - b) Analyzing the contribution and the role of all actors involved in the process
 - c) Examining whether victims were granted an adequate reflection period
 - d) Examining whether child victims are treated with an appropriate sensitivity, in line with guidelines regulating protection of and assistance to child victims
 - e) Analyzing the level and quality of cooperation between responsible government bodies and NGOs in the process of identification and referral

Assistance and protection

- o Developing or improving a *sub-system for assistance to and protection of child victims*
- o Developing a *long-term strategy for providing the financial sustainability* (funding or co-funding) of specialized services to victims in the NGO or institutional sector (securing co-funding of shelters and other assistance programs for trafficked victims from state and/or municipal budgets)
- o Developing or improving standards/operational principles for shelters from the perspective of international documents on assistance to victims
- o Providing guidelines or other equivalent procedures that would ensure that victim assistance programs are based on the underlying principle of *empowering* the victims
- o Providing an *advanced-level training* for shelter staff
- o Ensuring that *access to free medical care, professional counseling and legal aid* are available during the victims' stay in the shelters
- o Developing or improving *long-term re-integration programs*, based on *individualized* re-integration plans (taking into account the specific situation and needs of each victim); ensuring that plans are monitored and periodically reviewed
- o Enabling *social protection institutions* and other responsible authorities to *take an active role* in the re-integration process by respecting standards set by international conventions, as well as by taking into account the needs of each victim
- o Developing *specifically-designed economic empowerment/educational programs* for victims of trafficking (providing support in job search, vocational training, assisting in starting a small business, etc.)
- o Creating programs aimed at developing *specialized foster care for traumatized children*, including victims of trafficking
- o Monitoring the process of *appointing a guardian* to child victims
- o Developing or improving *specialized assistance programs for vulnerable groups*, such as victims with disabilities (in particular, mental disabilities), drug addicts, victims with psychological disturbances, etc.
- o Creating a *fund for the compensation of victims*
- o Securing *follow-up information* after the repatriation of the victims
- o Increasing the number of female police officers responsible for assistance to the victims

- Developing or improving specific programs for the *economic empowerment of victims* within the existing national activities under the Poverty Reduction Strategy; applying the policy of affirmative action measures in the field of employment, paying particular attention to victims from multiply discriminated groups, such as Roma, women with disabilities, etc.

Legislative changes, analysis of court practice

- Studying the increase in the *minimally prescribed penalties* for human trafficking in national legislation (based on the analysis of court practice which imply that convicted traffickers often receive minimum penalties and, sometimes, penalties below the minimum prescribed by the legislation)
- Analyzing the *penalizing policy of the courts*, with a focus on the examination of mitigating and aggravating circumstances taken into account in deciding on the imposed penalties; reviewing reasons that lead to *suspended sentences* to convicted traffickers
- Strengthening and expanding the *collaboration* between the police and prosecution in the Western Balkans in matters related to investigation and prosecution of alleged traffickers
- Improving and implementing *anti-corruption legislation*; providing that all anti-corruption initiatives are reviewed and monitored by an independent internal and external supervisory body in order to ensure integrity and efficiency in fighting corruption
- Ensuring an effective investigation and prosecution of officials suspected for complicity in trafficking
- Reviewing the existing legislation (e.g., laws on medical insurance, social protection laws, etc.) and, if necessary, adopting legislative solutions that will grant the victims of trafficking free medical care, social benefits and other forms of support
- Providing the adoption (or: proper implementation) of legislation that would enable *video-link testimony* of witnesses
- Reviewing and/or changing respective legislation in order to ensure that the decision on *damages/compensation* during criminal proceedings can be made *without the need for the victim to file a civil lawsuit*
- Adopting or improving *legislation on organized crime*, in particular, solutions that allow temporary and permanent seizure and confiscation of proceeds from organized crime, in line with good practice examples from European countries
- Considering the possibility to use some of the (potential) funds gathered on the basis of the provisions on permanently confiscated property for enhancing mechanisms for assistance and support to the victims (e.g., providing compensation to the victims, funding institutions/NGOs that provide assistance to the victims: improving the capacity and working conditions of the police, co-funding victim assistance and re-integration programs, etc.

Cooperation between government bodies and NGOs

- Strengthening mechanisms for *monitoring and reporting on the implementation of National Action Plans* on combating trafficking (or the corresponding national strategy); ensuring that reports are *available to the public*
- *Monitoring* and, if appropriate, *improving the coordination of various ministries and other governmental bodies responsible for the implementation of individual National Action Plans* (or strategies) that are directly or indirectly linked to the realization of human rights of adults and children – victims of trafficking
- Improving *coordination and consultation mechanisms with NGOs on policy development* in the area of trafficking and gender-based violence
- Assuring the organization of *regular consultation meetings with representatives of specialist NGOs* providing services to victims (nominated/selected by the NGO sector)
- Establishing *clear and transparent procedures* for cooperation with the NGO sector
- Encouraging *greater involvement of specialized NGOs* working with the victims *in the processes of implementation and monitoring of all relevant national policies related to gender issues*


- Enabling the *protection* of women's NGOs involved in combating trafficking/providing assistance to victims from the threats of the perpetrators
- Consulting the representatives of the NGO sector in the process of *compiling governmental reports for international bodies/committees* at the European or UN level (CEDAW Committee, CRC and similar bodies)

Participation of victims in trials; assuring security/safety and reducing re-traumatization

- Providing *free legal aid* to victims willing to testify in courts
- Providing a *thorough risk assessment* prior to the victim's involvement in criminal proceedings; in cases of increased risk, considering the dislocation of a victim to a third country, and regulating her/his participation at the trial in a special way, i.e. testimony by video link
- Providing support and assistance to the victims by responsible authorities and experienced NGOs throughout the criminal proceedings, in order to *decrease re-traumatization*
- Assuring the *confidentiality and privacy* of victims, as well as their protection from intimidation throughout the process of investigation and court trials
- Ensuring that *victims testifying* in court are *properly prepared for the trial*; ensuring the involvement of specialized NGOs (experienced in providing assistance to the victims) during the preparatory period
- Ensuring the *proper implementation of the Witness Protection Law* at all stages of the criminal proceedings
- Providing the necessary technical requirements for *video-link testimonies*; if necessary, adopting changes to the legislation on criminal procedure or other relevant laws, so as to ensure that such testimonies are available and acceptable in court

Education and awareness raising

- Analyzing the level of involvement of different professionals: police officers, social workers, medical workers, prosecutors/judges, teachers, etc. in previous educational programs on human trafficking and *creating plans* for bridging the gaps (e.g., organizing additional in-service training programs for target groups rarely involved in previous programs, the judiciary being the most likely target)
- Providing a *balance between in-service trainings for a specific profession* (e.g., specialized trainings for the police) *and multi-sectoral educational programs* (exchange of experiences between representatives of different institutions)
- Supporting *partnership projects* of state institutions and NGOs aimed at exchange of professional experiences and/or implementing in-service trainings
- Ensuring the *inclusion of programs on trafficking and gender-based violence into regular curricula* at the Police Academy and other faculties involved in the education of future officials in institutions for the protection of victims (the judiciary, social workers, etc.)
- Supporting projects on *basic gender awareness programs, trafficking and gender-based violence for policy makers at the national and local level* (members of Parliament, representatives of political parties and ministries, and younger members of political parties)
- Enabling the *integration of the gender equality perspective* and topics related to gender-based violence into the regular curriculum in elementary and high schools
- Supporting *peer education programs* on trafficking and gender-based violence for elementary, high school and university students
- Increasing the *involvement of men and boys* in awareness-raising activities and media campaigns
- Supporting continuous awareness-raising media campaigns for the *general public*, as well as for *specific target groups* (youth, service workers, workers in the tourist industry, etc.); Designing specific awareness-raising programs/campaigns for *vulnerable groups* (e.g., children without parental care, Roma, etc.)
- Organizing *joint regional campaigns*; ensuring that up-to-date information on SOS Hotlines (or other appropriate

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- services for victims) is available at border crossings
 - Encouraging the *improvement of media reporting* on trafficking through organizing educational programs; encouraging investigative journalism; developing or improving manuals for journalists
 - *Distributing and applying guidelines and manuals for reporting on trafficking cases*, paying particular attention to the protection of the privacy and dignity of the victims, especially in cases when minors are victimized, as in the commercial sexual exploitation of minors
 - Establishing *teams for designing a gender-sensitive editorial policy* in state-run media

Data collection and research

- Ensuring that statistical data related to the investigation and prosecution of suspected perpetrators are gathered according to *the uniform/standardized model* at the national level, including data on the outcomes of criminal prosecution (imposed penalties) and enforcement of sanctions; ensuring that statistical data are *available to the public by official and NGO sources*
- Encouraging and supporting *independent monitoring studies - regular reviews/comparisons of data on victims identified by official and NGO sources*
- Organizing and supporting *independent comprehensive research* on the anti-trafficking efforts in the region, according to joint methodology
- Support for the *involvement of NGOs* in research studies and monitoring/evaluation of the implementation of government policies, as well as a wide dissemination of information on the outcomes of such analyses/reviews
- Support for *collecting good practice examples from NGOs active in the region*

Chapter VI

A LIST OF INTERVIEWED PERSONS¹⁶:

1. Zvezdana Batković, CARE International North-West Balkans, Zagreb Office, Croatia
2. Slavoljub Djordjević, Roma Information Centre, Kragujevac, Serbia
3. Rozalija Ilić, Roma Information Centre, Kragujevac, Serbia
4. Marijana Gligorić, ASTRA Anti-Trafficking Action, Belgrade, Serbia
5. Djurdjica Kolarec, Centre for Women – War Victims, Rosa, Zagreb, Croatia
6. Dubravka Kovačević, CARE International North-West Balkans, Sarajevo Office, Bosnia and Herzegovina
7. Maja Mamula, Women’s Room, Zagreb, Croatia
8. Ružica Mandić, Association of Women, Vukovar, Croatia; Coordinator of the PETRA Anti-Trafficking Network, Croatia
9. Jadranka Milićević, North-West Balkans, Sarajevo Office, Bosnia and Herzegovina
10. Olivera Otašević, ASTRA, Anti-Trafficking Action, Belgrade, Serbia
11. Nela Pamuković, the Centre for Women – War Victims, ROSA, Zagreb, Croatia
12. Aida Petrović, Montenegrin Women’s Lobby, Podgorica, Montenegro
13. Mara Radovanović, Women’s Association *Lara*, Bijeljina, Bosnia and Herzegovina; Coordinator of the RING Anti-Trafficking Network, Bosnia and Herzegovina
14. Marina Starčević, CARE International North-West Balkans, Belgrade Office, Serbia
15. Branislava Stojilović, Association of Women, Vukovar, Croatia
16. Mirzeta Tomljanović, Women’s Association *Lara*, Bijeljina, Bosnia and Herzegovina
17. Tamara Vukasović, ASTRA Anti-Trafficking Action, Belgrade, Serbia
18. Lidija Zlatić, Centre for Girls, Užice, Serbia

¹⁶ Aleš Inkret from CARE’s Office in Sarajevo, responsible for the management of the project in Montenegro, has not been interviewed, as he is no longer with CARE, but his contribution to the project needs to be acknowledged



Women Film Festival organized by ATC in May 2009

