

European Good Practice on Recovery, Return and Integration of Trafficked Persons

A study commissioned by the Swedish Ministry for Foreign Affairs



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About this report

This report is the result of a study of existing good practices of recovery, return and integration of trafficked persons in Europe. Kvinnoforum was commissioned by the Swedish Ministry for Foreign Affairs to conduct the study as part of the preparations for the *ASEM Seminar on Enhancing Support and Cooperation for Strengthening Social Policies to Assist Trafficked Women and Children* hosted by the Government of Thailand in Bangkok, Thailand on September 1-3, 2003. The report was presented at the conference.

The outline of the report is the following:

The first section gives the *background* of the study, presents the *methods used* and the *key features of trafficking* in persons.

The second section presents the *needs of trafficked persons* in the different final phases of the trafficking phenomenon - identification and rescue, return, recovery and integration. Examples of good *practices in meeting these needs* are given under each phase. This section also presents examples of *policies that are good for practice* i.e. the Italian and German provisions for temporary and permanent residence permits for victims of trafficking. Some important *conclusions* are also drawn about approaches and practices to return, recovery and integration that are of key importance in the good practices described in this report.

The third section presents *examples of European good practice in recovery, return and integration*. The approaches and activities of the following organisations are presented: Terre des Hommes in Albania, Lara in Bosnia and Herzegovina, Animus Association Foundation in Bulgaria, La Strada in Moldova, Salvati Copiii/Save the Children and Reaching Out Organisation in Romania, and the cooperation between IOM and NGOs in Ukraine.

List of Content

1. INTRODUCTION	4
1.1 BACKGROUND.....	4
1.2 PURPOSE.....	4
1.3 METHOD.....	4
1.4 SCOPE OF THE STUDY	5
1.5 TERMINOLOGY.....	6
1.6 KEY FEATURES OF TRAFFICKING.....	6
2. MEETING THE NEEDS OF TRAFFICKED WOMEN, GIRLS AND BOYS	8
2.1 IDENTIFICATION AND RESCUE	8
2.2 RETURN	13
2.3 RECOVERY.....	16
2.4 INTEGRATION.....	17
2.5 POLICIES IN SUPPORT TO TRAFFICKED PERSONS - GOOD PRACTICE	19
2.6 CONCLUSIONS.....	24
3. EXAMPLES OF GOOD PRACTICE IN RECOVERY, RETURN & INTEGRATION	27
ALBANIA	28
TERRE DES HOMMES, ALBANIA.....	28
BOSNIA AND HERZEGOVINA	31
LARA.....	31
BULGARIA	33
ANIMUS ASSOCIATION.....	33
ITALY	36
ASSOCIAZIONE ON THE ROAD.....	36
MOLDOVA	39
LA STRADA MOLDOVA	39
IOM MOLDOVA	42
ROMANIA	43
SALVATI COPIII/ SAVE THE CHILDREN ROMANIA	43
REACHING OUT ORGANISATION	44
UKRAINE.....	47
NGO - IOM COOPERATION IN UKRAINE	47
WOMEN OF DONBASS.....	49
REVIVAL OF THE NATION.....	49
4. REFERENCES	50
OTHER SOURCES.....	50
5. ADDRESSES	51
APPENDIX 1 - QUESTIONS TO THE MATERIAL	53
APPENDIX 2 - LIST OF ORGANISATIONS AND INSTITUTIONS CONTACTED AND/OR REVIEWED	54

ACRONYMS

AAF	Animus Association Foundation
ASEM	Asia-Europe Meeting
ASI	Anti Slavery International
CATW	Coalition Against Trafficking in Women
GAATW	Global Alliance Against Traffic in Women
EUPM	EU Police Mission
GO	Governmental Organisation
IGO	International Governmental Organisations
IOM	International Organisation for Migration
NGO	Non Governmental Organisation
OSCE	Organization for Security and Co-operation in Europe
STD/STI	Sexually Transmitted Diseases/Infections
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
SBS	State Border Service
SIDA	Swedish International Development Cooperation Agency

1. Introduction

1.1 Background

At the ASEM Foreign Minister's Meeting in Beijing on 24-25 May 2001, the Ministers welcomed an ASEM Action Plan for co-operation between the EU and Asia in combating trafficking in women and children. A plan was subsequently initiated jointly by Sweden, Thailand and the Philippines in consultation with the ASEM partners. The plan focuses on preventive measures, strengthened legal proceedings and support to the victims of crime. It entails a set of follow up activities including a conference on recovery, return and integration of victims of trafficking to be held in Bangkok, Thailand in September 2003. Kvinnoforum has, in the preparations for this conference, been commissioned by the Swedish Ministry for Foreign Affairs to carry out the present study, identifying European good practice in terms of recovery, return and integration of victims of trafficking.

1.2 Purpose

The aim of this study was to map and compile European good practice among authorities and NGOs working with recovery, return and integration of victims of trafficking, including cooperation with government and civil society. Victims of trafficking here refer to women and men, girls and boys. The aim was to study organisations and initiatives in Russia, the Baltic States, and Central and Eastern Europe and identify some among these that could provide a diversified picture of what can constitute good practice. Hence, the aim was not to do a complete overview of *all* good practices in Europe.

1.3 Method

Kvinnoforum has applied a snowballing method starting with own contacts in Europe. These are all well-established NGOs with a longer history of activities in the field. A method here was to start with NGOs as these are likely to have a good overview of the initiatives of both civil society and government in a particular country. These were hence asked to recommend other good initiatives and contacts within authorities and other NGOs in other parts of Europe. Existing recent overviews of activities carried out by Anti-Slavery International and Change¹ in the UK, have been drawn upon in the overview to avoid overlap.

Several methods have been used to determine if the activities constitute good practice. First, all contacted organisations and institutions have been asked to recommend what they perceive as good initiatives. Secondly, the organisations have been asked how they evaluate their own activities and what constitutes “good practice” in their view. Kvinnoforum tried to access external evaluations but was only able to identify a few. Thirdly, a long history of activities has in some cases been used as an indicator for good practice. However, this factor had to be triangulated with the other indicators as also very good organisations may struggle with funding and may not have been successful in securing funds for longer periods of time. Some 50 organisations and institutions have been contacted (see appendix 2) and reviewed in addition to numerous individual civil servants,

¹ Anti-Slavery International (2002) and Change (2002)

experts and researchers, and web sites. Due to the limited scope of this study it has been necessary to exclude organisations that have not responded to Kvinnoforum's attempts to initiate contact. Eight initiatives have been selected for presentation in this report as they constitute good practice in somewhat different regards; as they work particularly strategically, have good methods for psychological rehabilitation, have interesting models of cooperation with other actors etc. Two of these organisations, Reaching Out Organisation and Salvati Copiii work specifically with trafficked *children*, both in Romania.

A battery of questions has been used as guidance rather than a questionnaire to the organisations in the study, see appendix 1.

1.4 Scope of the study

The study is exclusively on practices of recovery, return and integration of *trafficked persons* and has therefore excluded the initiatives, albeit very good ones, for women in domestic prostitution only. Although it can be argued that trafficking and prostitution share the major features of exploitation, this study focuses on the complex international dimensions of trafficking and the responses to these, such as the link between rehabilitation and repatriation, policies towards foreigners subject to abuse, and has therefore looked only at initiatives for trafficked persons. While it is important to consider all aspects of trafficking in order to counter the phenomena i.e. to work against the root causes as well as the demand for sexual services, the scope of this study is limited to the *rehabilitation* of the victims of this complex human rights abuse. For this reason, the individual NGOs' approaches to prostitution as such have also been excluded from the study. Examples of good practice in terms of policy is only briefly presented in this study in so far as they have a direct impact on the abilities for recovery and integration i.e. policies of temporary residence permits.

The scope of this study did not allow face to face meetings and was instead undertaken through telephone and e-mail correspondence with the organisations carrying out good practices. This sets its natural limits to the possibilities of giving accurate, in depth accounts of the organisations' perspectives and underlying reasoning of their work. What is presented here is an overview of the organisations' work and the key elements of their good practice.

The UN definition of trafficking as defined in the protocol to the UN Convention Against Transnational Crime is used in the study. However, finding experiences and activities related to trafficking for other purposes than for sexual exploitation has been difficult in the European context. This has had the consequence that there are very few organisations in this study working with recovery, return and integration of *men*. Thus, the focus in the report is largely on experiences on work with women, girls and boys victims of trafficking for the purpose of sexual exploitation. There are numerous European organisations doing very good work with children in distress in general and with prevention of child trafficking. However, it has been far more difficult to locate organisations that work with recovery and integration of trafficked children specifically. The two organisations in this study are among these few.

1.5 Terminology

This study has found that most women, girls and boys victims of trafficking, who get in touch with police, NGOs, international organisations or other actors, do, after varying length of time and varying level of voluntarism, return home. In exceptional cases they are resettled in a third country. Italy is one of the few countries where victims of trafficking are offered renewable temporary residence permit and hence have the option of staying in the country of destination. Thus, in this report, *integration* activities refer to activities in the country of origin unless otherwise stated.

Recovery here refers to short and long term rehabilitation from physical and psychological abuse. The processes of recovery start as soon as a victim is rescued from the abusive situation and continues long after she or he has returned to the country of origin. Recovery is of course closely connected to and dependent on integration but is for reasons of clarity dealt with separately.

1.6 Key features of trafficking

Gender inequality and poverty contribute to the difficulty or inability of women and children to find ways to support themselves financially in the countries of origin. With few alternatives of finding job opportunities abroad the legal way, they have to rely on others to help them. This gap between need and legal opportunities is exploited by criminal networks, offering prosperous but false jobs as waitresses, nannies, dancers, secretaries etc abroad. Women, girls and boys are transported to a foreign country by the criminals and end up in a situation where their fundamental human rights are violated. Instead of the promised job they are subject to various forms of abuse and forced into prostitution, forced labour, begging etc. Others are kidnapped or sold in the country of origin and transported abroad. The traffickers can be organised in loose networks or belong to large, criminal, industry-like networks with connections in governmental bodies and hence with good abilities to pose serious threats to the victims who do not cooperate or their families.

The threat from the traffickers, the violence victims are subject to and the fact that they are illegally in the country, leave victims with few alternatives but to cooperate with the traffickers. Traffickers use various methods e.g. threats, psychological, physical and/or sexual violence, drugs, debt bondage, provoking guilt etc to prevent the victims to try to escape. Trafficked persons have little or no control of the conditions of the services that they have to offer or work they have to carry out. Persons trafficked into prostitution have little or no power in negotiating the conditions of sexual services and are likely to face both unsafe and violent sexual practices. This also renders victims of trafficking at high risk of contracting STD/STIs and HIV.

Traffickers tend to continuously move their activities geographically and change their routes of trafficking to avoid being discovered. This mobility makes it difficult for both authorities and NGOs to find the women in need of rescue. The local techniques of recruitment, transport and exploitation may differ from each other, as do the abilities of different countries of working against trafficking for the recovery and integration of victims. Initiatives for recovery, return and integration will therefore necessarily be context specific and adapted to the local problems and possibilities.

When leaving trafficking, the situation of the victims is often framed by fear; of reprisals from the traffickers if they cooperate with the police; of being ostracised from their families or communities when returning home due to the stigma that many societies attach to women in prostitution.

The phases of trafficking

Even though the focus of this study is on recovery and return it is important to consider that trafficking involves various phases in which the situation of the women and children varies. The phases are interconnected where the events of one phase impacts on another. Likewise, initiatives against trafficking e.g. on prevention, recovery, return, integration, and prosecution, also impact on each other where an awareness raising campaign can have positive effects on the possibilities for rehabilitation of victims etc. Therefore, the entire chain of events must be taken into account in order for initiatives on recovery and integration to be successful and sustainable. Putting the needs of the individual woman, girl and boy at the centre of initiatives facilitates linking the phases with each other. As women and children move/are moved between different countries, actors involved in recovery and integration processes are many in both country of origin and destination and ideally work together to protect the human rights of the individual victims. The following phases can be said to take place in the countries of origin, transit and destination:

<i>Contracting of women, men and children</i>	Country of origin
<i>Transportation of women, men and children</i>	Country of origin, transit and destination
<i>Exploitation and abuse of victims</i>	Country of origin, transit and destination
<i>Rescue and identification of victims</i>	Country of destination (and transit)
<i>Recovery of victims</i>	Country of destination and origin
<i>Returning home procedures</i>	Country of destination and origin
<i>Integration and long term recovery</i>	Country of origin and destination

2. Meeting the Needs of Trafficked Women, Girls and Boys

Trafficked persons in Europe have various backgrounds, are of different age, come from different countries, are of different ethnic and cultural background, have experienced different kinds of abuse, have different human and other resources and hence have different needs. Some trafficked persons have escaped abuse in the home countries while others come from stable home environments, some have children while others do not, some are highly educated while others had to leave school in early ages, some have been locked up, beaten and sexually abused daily for many years while others have been able to escape forced labour outside prostitution after a few weeks. In the European context most trafficked persons for purposes of sexual exploitation are women and girls. There are some indications of trafficking in boys but this relates more commonly to trafficking for the purposes of e.g. begging.

While all trafficked persons have been subject to severe abuses of their human rights, their needs in recovery, return and integration will vary and this must be taken into account. The following description of the needs of trafficked persons is hence an overview of the needs that many, but not necessary all, trafficked persons have. While some of the needs of trafficked persons are specific to the different phases in trafficking, others crosscut all phases and hence must be taken into consideration at all times. But for the sake of clarity they are here presented in relation to the different and final phases of trafficking: identification and rescue of victims, return, recovery and integration – along with examples of good practice in meeting these needs.

2.1 Identification and rescue

As described above the clandestine nature of trafficking is problematic when it comes to identifying victims of trafficking. The victims of trafficking themselves can often not seek help from police or social workers as they are locked up and/or threatened by their traffickers – very often the traffickers threaten to harm or kill family members at home if the victims do not cooperate. Traffickers lead the victims to believe that they are illegally in the country and that they will be prosecuted for illegal migration or prostitution, or deported from the country. In some countries this risk is a fact. Some victims are afraid of being returned to the situation in their home country that they tried to escape from in the first place. This, coupled with the experience some victims have of police corruption, make them very reluctant or afraid to contact the police. They are often unaware of their rights and the services available to them in the country of destination. Because they often cannot themselves seek help, victims of trafficking need to be identified and rescued by police in raids or rescue missions, by NGOs, by social outreach workers or health workers, by embassies, by clients of prostitution² etc. Awareness among the general public of the problem of trafficking makes people alert and can assist in drawing NGOs and police's attention to suspected trafficking operations. The Italian government has, in cooperation

² According to Reaching Out in Romania, the majority of the girls in their programme have been rescued by a client e.g. by telling the police, providing the girl with the phone number to the embassy, by paying for her on a daily basis so that she does not have to accept (other) clients. (Personal communication with Iana Matei, Director of Reaching Out Organisation, 2003-03-04).

with NGOs, set up a national toll-free number open to the public, victims of trafficking, clients etc and which helps in identifying victims of trafficking.

Procedures for identification of victims are ideally flexible to adapt to the changing strategies and methods of traffickers. Example of flexible methods for identifying victims is to use mobile teams or outreach workers. The outreach units of On the Road in Italy is successfully working with women in prostitution on the streets.

Sense of security

Victims' needs of rescue are of course conditioned on that they are not immediately deported (with the subsequent risk of being re-trafficked) or prosecuted for e.g. illegal migration. There is a real risk that the rescued victim is not seen as a victim of trafficking and therefore not eligible to available support to victims of trafficking or deported. A report on responses to trafficking in South Eastern Europe by UNICEF³ shows that some actors tend to identify as "victims" only those wanting to return home and are willing to join the IOM return programmes. As there is a significant group of trafficked persons who do not want to return, this renders an important number of them without support.⁴ It is hence important to be very clear on what constitutes a victim of trafficking and to make sure that this is known to the victims themselves (see below). Italy and Germany both interpret the UN definition of victims of trafficking in a broad sense in their regulations on temporary residence permits, i.e. on indication or suspicion that a person has been subject to trafficking.

Victims need a sense of security with the people and organisations that rescue them, not the least as they are traumatised and often have difficulties trusting people. Even with committed and benign police officers, the victims may have difficulties trusting the police. Therefore, a sense of security may have to be built by bringing in social workers from independent organisations e.g. NGOs. When it comes to identification and rescue of victims, the cooperation between the police and NGOs is an important but delicate matter. NGOs cooperating with the police in the country of destination may facilitate the rescue of a victim as NGOs can gather information about victims through e.g. hotlines and victims' relatives. On the other hand, victims may be hesitant to rely on NGOs that cooperate closely with the police, as they fear that they will be forced to testify or be prosecuted for e.g. illegal migration. Animus Association in Bulgaria and La Strada in Moldova have both found a functioning cooperation with the police while always emphasising that no information from the victims will be given to the police unless the victims' themselves wishes so. Further, as the perspective of law enforcement authorities and NGOs may differ - the mandate and interest of law enforcement authorities are often primarily in convicting the traffickers while the interest of NGOs is in protecting the human rights of the victim and securing her/his control over her/his own life - it is imperative that there are agreements on the terms of cooperation between NGOs and law enforcement authorities. NGOs in Germany criticise the fact that NGOs working with trafficked persons do not have

³ UNICEF (2000) "Trafficking in Human Beings in South Eastern Europe: an inventory of the current situation and responses to trafficking in human beings in Albania, Bosnia & Herzegovina, Croatia, Federal Republic of Yugoslavia and FYR Macedonia". P. 142

⁴ This was confirmed during a mission by Kvinnoforum to Bosnia in January 2003

a right to refuse testimony, which undermines the relations of trust between victim and NGO as well as between NGOs and police.⁵

Clarity on one's rights and opportunities

Victims of trafficking need to be given information about their rights and obligations as victims in the country of destination, at an early stage. They need to learn about their options and be given time in order to make decisions on what to do next. The criminal networks running the trade in humans are often dangerous and the victims need to know about legal procedures, the possible outcomes of the legal action, opportunities and risks involved in cooperating in police investigations, acting as witness, returning home etc and what kind of protection is available. Victims also need to know about the recovery and integration initiatives that are available. In Italy, On the Road assists the victims of trafficking in drawing up a personal action plan shortly after identification and rescue. Ideally, NGOs and government should work out standardised information procedures on how to inform victims of their rights including available assistance.

Victims may also need assistance to find out what has happened to the family at home as they have been unable to communicate with them while away.

Dignified treatment

The sense of security and trust also depends on the kind of treatment given to victims of trafficking, but unfortunately e.g. police officers have been known to treat victims as criminals or “bad women”. Given the trauma that victims of trafficking often have suffered they may have even bigger needs of dignified treatment as persons in their own right and in secure environments. As mentioned it may therefore be useful to have a social worker or support person to accompany the victim throughout the interviewing process and to try to minimise the number of interviews as well as interviewers as much as possible. This is particularly important in the case of minors. On the Road in Italy has successfully used intercultural mediators i.e. social workers from the same linguistic and/or cultural background as the victims, to facilitate dignified dialogue between outreach workers and victims. Apart from being a right in itself, stabilising the situation of the victim is also a precondition for giving reliable testimony. Victims are most likely to withhold or give misleading information unless there is a sense of trust and security. The temporary residence permits described below is one good practice in terms of letting the victims take time to consider their options and make a decision.

Dignified treatment can also be said to be forwarded by minimising the number of actors in contact with the victim and by making assistance procedures as effective as possible. Attempts at this have been made by most of the organisations in this study. By setting up formal agreements for cooperation, spelling out the roles and responsibilities of each actor, victims can be assisted in a more effective way. Such agreements can be written referral systems on where to refer victims for what kind of assistance, or standard operating procedures for providing service e.g. who does the interview, and how long can a victim stay at a shelter. Governments, in cooperation with NGOs and IGOs in the Balkans, are doing considerable work in this regard. On the initiative of the Stability Pact's Task Force

⁵ Heidi Rall “Europe Against Trafficking in Persons. Berlin, 15-16 October 2001. Conference report” pp.78

on Trafficking in Human Beings, governments have set up national action plans to counter trafficking. A coordinator oversees each plan, which includes initiatives on research, prevention, victim assistance and support, return, integration and law reform. The plans specify which actor is; participating in which working group, is responsible for covering the expenses, is responsible for delivery the service etc. The referral systems and standard operating procedures are included in these action plans.

Another example of this is Animus Association in Bulgaria who has worked together with several municipal and state services for social support, to set up a referral system i.e. clear procedures for cooperation and referral of clients. This way the clients of the centre could make use of the existing social assistance services provided by the state.

Shelter

Trafficked persons need temporary or permanent accommodation in a place where they feel and are safe from the threats of the traffickers, and sheltered from the often prejudiced judgement of the public. The need for shelter is imminent in both countries of destination and origin. Victims may have different needs of shelter depending on the risk in the individual case and on how long time has passed since they were rescued. On the Road in Italy offers several kinds of accommodation: emergency care shelters for a first short stay, first care shelters for stays between 2-3 months and autonomy houses for victims who are taking part in integration activities. Children need not only shelter but to be allocated with temporary guardianship e.g. a foster family, while waiting to return or before the family can be identified.

As mentioned, due to their experience of police corruption and abuse from authorities, trafficked persons may not trust or even fear authorities. For this reason, NGOs are often considered to be best suited to provide adequate support, which is confirmed by the good practices presented in this study. In Italy the Government pays for the shelters provided by the NGOs. Another example is IOM on the Balkans which collaborates with and funds some NGOs for providing shelter for the women. Here, as in many other cases, the long term funding of the NGO driven shelters is a problem. It is important to have agreements and standardised procedures on where to accommodate victims between law enforcement authorities and other government agencies, NGOs and IGOs. Such referral systems are in place in Italy, coordinated by La Strada in Moldova and currently being developed among actors on the Balkans

Safety

As trafficked persons are potential witnesses of criminal networks and may still have debts to pay to the traffickers, they are often at great risk of reprisals from the networks and of being captured and re-trafficked. The risk is more imminent in countries where police is unwilling or unable to provide protection. Many victims of trafficking do not want to assist in police investigations or act as witnesses in trials due to the serious risk of reprisals towards themselves or their families. Some victims will judge the risk of returning to the country of origin too big and hence want to stay in the country of destination while others want to return home as soon as possible, eager to leave the country where they have been severely exploited. Hence, the security needs for victims are often great, but will vary and safety measures therefore need to be individual. Temporary or permanent residence permits

in the country of destination is one measure to protect victims from the risks of returning home and will be dealt with in separate section below.

The shelters need to be protected through various measures e.g. through secret locations, guards. Both victims and staff members may be in need of protection. Some safe houses in Bosnia have agreements with the local police for protection where police officers are guarding the shelter around the clock. The expenses for this protection are covered by the police. At the IOM medical rehabilitation centre in Ukraine all victims staying at the centre are equipped with panic buttons which will alarm the IOM security team.

This study has not found any good practice in terms of witness protection and in many cases there is no protection whatsoever for victims returning to the country of origin. Witness protection programmes in Europe are often designed to protect witnesses of organised crime (e.g. Germany) and as victims of trafficking do normally not have that kind of insight in the activities of the traffickers they are not eligible to these programmes.⁶ In Germany only 2-3% of the victims will be adopted into the police witness protection programme.⁷

Medical care

The different methods that traffickers use to keep victims in compliance often result in severe physical and psychological health needs. Due to both physical and psychological abuse victims commonly have physical traumas and psychological disorders. Traffickers may withhold food for trafficked persons or prevent them from sleeping enough as a method for punishment or to get them to cooperate. Malnourishment and decreased immune defence are the consequences of such abuse. Facilitating drug abuse may also be used as a method to keep women dependent on their traffickers. Many women combine alcohol and tranquillisers in order to endure pain. Other trafficked persons themselves take drugs to be able to bear the stress, with drug dependency as a consequence. Persons trafficked for the purposes of sexual exploitation have little or no control over the nature of sexual services to be provided and hence cannot negotiate safe sex. Because of this, in addition to the sexual violence they are often subject to, victims of trafficking run a high risk of being infected by STDs/STIs and HIV, to have reproductive tract infections and injuries as well as unwanted pregnancies.

Hence most victims of trafficking will need medical testing and/or treatment. This needs to be both free and accessible in a non-stigmatising environment. If a trafficked person is about to be repatriated it is necessary to make sure that the medical needs of the victims can be met in the country of origin. Important to note here is that it is necessary to complete treatments – the medical protocols for treatment of STDs and STIs may vary between countries of destination and of origin and if a victim is repatriated before the end of the treatment the victim's health may be at further risk. If repatriation is inevitable before the treatment of e.g. STDs can be completed, the trafficked person must be provided with all necessary medication or the treatment may be postponed until she or he has returned to the country of origin (provided that treatment is both available and affordable). Victims may

⁶ KOK(2001) p. 51

⁷ Ibid

also need medical care for severe physical injuries such as operations. Abortion and post-abortion care needs to be provided with confidentiality.

Here it is important with agreements for which actor is responsible for payment, delivery, and organisation of the medical care. IOM in Ukraine has solved the issue of medical care in different ways all paid by IOM; treating health problems such as gynaecological problems by doctors at the IOM shelter, treating more severe injuries through contracts with specialist doctors and specialised hospitals, and treating other, less severe, health problems through the NGOs with whom IOM cooperates. These in turn, have contractual agreements with certain doctors.

Many trafficked women and girls were unaware of their reproductive health and rights even before they were trafficked and may need to be informed about how to care for one's own reproductive health and wellbeing. The unawareness and the sexual abuse they have been subject to may render victims unwilling to undergo gynaecological control and treatment. Here it is important to build trust and to counsel women and girls to take control of their reproductive health.

Trafficked persons may also be trapped in a cycle of abuse and victimisation where they themselves stop taking medicines prescribed to treat various illnesses. To counter these tendencies among the girls in their shelter the Reaching Out Organisation in Romania spends time talking to the girls on the importance of taking responsibility of the care of one's health and body and of breaking the cycle of abuse.⁸

2.2 Return

Some victims of trafficking want to return home as soon as possible, others say they prefer enduring prostitution freed from traffickers to returning to the situation that they tried to escape initially. Others are afraid of reprisals from traffickers or of being re-trafficked. Some have families to whom they have made promises to return with money and as they have earned no money they are ashamed to return.⁹ They may also still have debts to repay. Because of the stigma attached to prostitution in many countries of destination many women run the risk of being rejected by their families and/or the community. The fear of the consequences of stigma may be reason enough for women not to want to return home. Relocation within the country of origin to avoid reprisals from the criminal networks is not always an option. Criminal networks tend to operate throughout countries and some victims are also not able to sustain themselves without the support from a family and are therefore unable to relocate. Relocation may also be difficult in some countries, e.g. Belarus, where moving to another part of the country means having to confront enormous bureaucratic obstacles.¹⁰

Positions on repatriation vary across Europe where some victims are deported against their will and others are given permits to stay in the country of destination, temporarily or

⁸ Reaching Out Organisation (2002) p.17

⁹ Minnesota Advocates for Human Rights, Trafficking in Women: Moldova and Ukraine, December 2000 p. 28

¹⁰ KOK (2001) p. 35

permanently, depending on both policies and the awareness of these among individual police and immigration officers. It is important that the victims' needs and wishes are taken into account in decisions on whether or not she/he is to be repatriated and that her/his fears are taken seriously. Policies of temporary residence permits (dealt with below) is one way of protecting the rights of the victims, but in countries without such policies, efforts are needed to eliminate the risks that victims face upon return.

The needs of children

The special needs of children are best met by initiatives based on the principle of the best interest of the child. Before a decision is taken to repatriate a child it is important to carefully investigate the family situation and other factors influencing the development of a child. It may be that the child ended up in trafficking after having tried to escape abuse in the family or has been sold by the parents, and hence cannot be returned to the family. It is also necessary to ensure that the people claiming to be parents are in fact the parents. Protecting the rights of the child may be difficult in cases of repatriation of children coming from very poor environments where the right to family unity may conflict with the right to economic and social rights. The latter is likely to be more respected if the child is granted residence permit in the country of destination in Europe, but this means permanent separation from the family unless the family is allowed to join the child in the country of destination. In an evaluation report of repatriation programmes for children, Save the Children Italy recommends that the evaluation of the best interest of the child in decisions on repatriation or remaining in the country of destination must be based on the rights outlined in the Convention on the Rights of the Child, and follow a holistic approach. The criteria should include:

- the risks that repatriation may involve for the child (right to life and protection from abandonment and violence);
- the opportunities of reuniting the family in the country of origin (right to family unity);
- the socio-economic conditions and the opportunities available to the minor in the country of origin and in the host country (economic and social rights);
- the will of the child (right to participation);
- the will of his or her family (right to receive guidance from one's own family);
- the age and maturity of the child.¹¹

In addition, an evaluation must consider the medical condition of the child and possibilities for medical care in the country of origin, the child's capacity to get out of relations that contributed to the trafficking, the authorities attitudes to repatriated child in the countries of origin, and the capacity of the community to receive and reintegrate the child.¹²

In Italy, a government Committee for Foreign Minors decides whether or not a child should be repatriated. In the cases where a child is to be repatriated, an NGO organises the return and the integration i.e. vocational training, school enrolment etc. This system is favourable in judging if repatriation or residence permit in the country of destination is in the best interest of the child. However, a recent evaluation of repatriation minors from Italy carried out by Save the Children Italy show that there is a tendency in the Committee's decision to

¹¹ Rozzi (2002) p. 22

¹² Terre Des Hommes Albania (2003) "Reintegration and rehabilitation methods followed by Tdh and NPF".

judge repatriation as in the best interest of the child as long as the family situation allows for repatriation and not to take conditions of poverty of the family and of the context in the country into account (unless in serious cases of poverty). Also, the child's or the family's opposition to repatriation is given less weight in the decision making.¹³ Many of the children who migrate to Italy are able to find work and send money home to the family and hence do not want to return. The risk is of course that the child tries to migrate again, if repatriated against her/his will. An example is the results from the evaluation carried out by the NGO International Social Service, ISS, in Italy. ISS evaluated a sample of 256 Albanian children repatriated between 1998 and 2000 in the organisation's own return programmes and found that only 21 % had accepted to enrol in vocational courses, 60% had emigrated again and only 6 children found employment in Albania.¹⁴

Preparing for return

Victims may need assistance in preparing mentally and emotionally for their return. They may need help in making plans for what to say to family, friends and others about what happened. Minimum assistance here is to provide victims with names, addresses and other contact details for people and organisations that can assist and support her/him on arrival. Ideally, the NGO, GO or police officers should assist the victim in making necessary arrangements for her/him to be picked up at the airport and taken to a prearranged support initiative, if the victim so wishes. Also here, the victim needs to be given information about her/his legal rights in the country of origin. The victim will need the necessary documents and/or legal assistance if she/he encounters problems with authorities as a result of her/his emigration.

La Strada Moldova has an agreement with IOM, specifying that La Strada will first be in contact with the victim in the country of origin to determine her/his needs and wishes and make necessary arrangements before repatriation to Moldova.

Safety and dignity

Victims of trafficking of course need to be and feel safe from both the criminal networks and from the prejudices of the community or family to which they are returning. This dual need of safety may in be difficult to unite in countries of origin where the police force itself has prejudices against trafficked women as "prostitutes" and therefore "bad women". Some of the Baltic girls who have been trafficked to Sweden do not want the Swedish police to notify local authorities e.g. the police in their home countries about their situation. They fear that if the authorities are informed the girls will be listed and known as "prostitutes" and hence stigmatised, risking social exclusion. Meeting the safety needs of women and girls may here involve conducting awareness raising and training of law enforcement officers. Salvati Copiii in Romania has good experiences of cooperating with the local police on this matter. By informing the local police and other authorities on what the girls have been through and that there may be threats from traffickers, the local authorities have been able to assist in protecting the girls. (See further integration)

¹³ Rozzi (2002) p. 17-18

¹⁴ Rozzi (2002) p.18-19

Trafficked children and victims who are very ill may need someone to accompany them home to make sure that they arrive home safely. In the case of Albanian children trafficked to Greece, the organisation Terre Des Hommes make sure that someone accompanies the child to the border and that someone is there to meet them. As there is a risk that traffickers' networks wait at the airport for the trafficked persons to pick them up when they return, it may be necessary that someone is there to meet them.

Victims may not want authorities, families and people in general to know what they have been through because of risk of stigmatisation or for other reasons. It is therefore important that repatriation initiatives are carried out in a dignified manner, making sure that people in the airport and others are not able to identify a victim through e.g. an IOM mark or that publicly known anti-trafficking workers are there to meet them.

New identity documents

A common method among traffickers is to separate the trafficked person from their identity documents to prevent them from escaping, therefore most of them will need new documents in order to return or file for residence permit, asylum etc. In Italy, On the Road provides assistance with new identity documents and has established contacts with the embassies and consulates, but in many cases it is IOM who take care of this as the organisation has well-established procedures for producing the necessary documents.

2.3 Recovery

Recovery is a long term process of physical, psychological and social rehabilitation from the trauma of trafficking and can take place in both country of origin and destination. The recovery process ideally starts as soon as the victim has been rescued but may have to continue for many years. Meeting the medical and health needs of victims is an important aspect of rehabilitation and has already been described above.

A prerequisite for recovery is that services are carried out in a dignified manner and do not stigmatise the victims. Most of the NGOs providing good practice service in this study have an empowerment approach to recovery. This entails facilitating processes where the trafficked persons cease to be victims and start being agents in control of their own lives. By treating the trafficked persons as agents capable of making decisions for themselves initiatives can help rebuilding trust in themselves and in their own abilities. The needs of the individual victims as identified by them hence need to be at the centre of recovery initiatives. Reaching Out organisation in Romania is but one example where the trafficked girls are guided in trying to find what they are good at, what they want to do and, most importantly, regaining a belief in their own abilities.

Psychological rehabilitation

As trafficking is a traumatising experience in many ways, most trafficked person will need some form of psychological counselling or therapy in order to recover from the experience. Medication may also be needed. Victims may fear that others will find out what happened to them, or for bringing shame to their family. They may feel guilt for having made mistakes, angry at themselves for "letting it happen" and at others for not helping, they may

feel dirty, humiliated, and powerless.¹⁵ All these feelings need to be overcome and the trafficked person must be helped to regain belief in their abilities. It is favourable to the recovery of victims that such services are provided as early as possible. Newly rescued victims are likely to need individual sessions before they will be ready to participate in a group. Animus Association in Bulgaria have worked for many years in rehabilitation and works in a variety of ways to cater for the needs of trafficked victims, offering e.g. psycho-social counselling, psychotherapeutic help for overcoming trauma symptoms, long-term psycho-dynamic psychotherapy and a 24-hour programme providing emergency psychological support.

Children need rehabilitation adapted to their specific needs. In Romania Salvati Copiii works with multi-disciplinary teams trained to provide psychological support to sexually abused children. In the Netherlands a limited number of relief centres provide recovery support of trafficked children but in hidden activities for purposes of security.¹⁶

Social rehabilitation

The severe abuse and deceit that victims of trafficking are often subject to may render victims unable or with difficulties to trust other people as well as themselves. Therefore they may need to re-learn to trust other people, make friends and have healthy relationships. Reaching Out Organisation in Romania has found that many of the trafficked girls in their programme only have experience with men that center on sex and therefore they are encouraged to discuss what constitutes healthy relationships and learn how to get along with friends (the girls at shelter) before entering relationships.¹⁷

In this study, recovery services are provided by different actors e.g. NGOs, municipal social services, and IOM. However, as mentioned, NGOs have a special advantage in being unaffiliated with the police and authorities and therefore sometimes easier in gaining the trust of the victims. In the Netherlands the NGO Stichting Tegen Vrouwenhandel has organised recovery services in regional care networks for victims of trafficking where lawyers, shelters and social work organisations cooperate to provide adequate assistance for victims of trafficking.

2.4 Integration

The victims' needs for recovery and integration are intertwined and the success of both kind initiatives of course depends on each other. Integration activities are perhaps the most important in making sure that the victim is not re-trafficked. Victims need different kind of integration assistance in order to be able to take care of and sustain themselves and function in society again. It can be carried out in the country of destination or origin or both.

Integration activities go hand in hand with general awareness raising and sensitisation on trafficking. In order for integration to be successful it is important that schools and the local communities have a certain level of understanding of the mechanisms of trafficking and the

¹⁵ GAATW (1997) "Practical Guide to Assisting Trafficked Women" p. 8-10

¹⁶ IOM (2001) Trafficking in Unaccompanied Minors for Sexual Exploitation in the European Union" p. 208

¹⁷ Reaching Out Organisation (2002) p. 18

impact these have on the victims in order not to further victimise the trafficked persons. Attitudes towards the victims as “bad women” or “prostitutes” do naturally not forward a successful recovery and integration. The NGO Terre des Hommes in Albania has pointed out that the reintegration of children in schools has been very dependent on the prevention campaigns and training of teachers.

Education and training

Trafficked persons may need to further their school or university education or have vocational training etc in order to be able to find a job. While many trafficked persons who have tried to escape unemployment in their countries of destination, have low levels of education this is not always the case and any integration initiative needs to be tailored to the individual needs of the victim.

When staying in the country of destination for a shorter or longer time the trafficked person may need to learn the language. Integration services offered by On the Road and other NGOs in Italy include Italian language classes. With even a basic understanding of the local language trafficked persons are likely to feel more confident in dealing with authorities. This also has the added value of them being more confident in assisting in criminal proceedings.

Many of the opportunities for education and vocational training offered to trafficked women and girls by international organisations and NGOs lie well within what is traditionally perceived as women’s traditional work e.g. tailoring, pedicure, and massage, such as IOM’s in Ukraine. It can be argued that such initiatives comply with the patterns of gender inequality that contribute to women being trafficked in the first place e.g. typical women’s work is underpaid and less protected by labour laws. This study has been unable to uncover the reasoning behind all such initiatives but some of them, e.g. Reaching Out in Romania, provide the training courses that are requested by the victims themselves. While it is important to question the nature of the training available to victims of trafficking it is unrealistic to expect the traumatised victims of trafficking to bear the additional burden of challenging occupational gender stereotypes unless she wants to. Again, victims of trafficking must be allowed to make choices for themselves, choices that correspond to their own needs and preferences. NGOs and other actors can only attempt to assist the victims in realising their own abilities and be open minded in the variety of opportunities available.

Social integration

Whether in country of origin or destination, the trafficked person may need to build new social networks around themselves e.g. to find new friends, to participate in new activities. Some have been unable or unwilling to remain in contact with their families and want to take up contact with them again. Families may also need support and counselling to deal with the fact that a loved one has been subject to severe abuse and here a successful reintegration in families may require counselling in a family setting. Animus Association in Bulgaria provides counselling for the victims’ families.

Children need to be reintegrated into their families if the family situation allows for this. If the environment in the original family is not suitable for a normal prospering of the child e.g. is unstable or violent, cannot support the child economically, possibilities can be sought in the extended family e.g. grandparents, aunts and uncles. If there are no such possibilities or in cases where the child does not wish to be repatriated, he or she needs to be integrated into a new foster family. Working on the basis that a family environment is better than institutionalisation, Terre des Hommes in Albania in these cases identifies a foster family and covers the necessary expenses for the child's prosperity and monitors the integration.

When the trafficked persons are very young or have been kept in exploitation for a long time they may have little or no knowledge of the basic skills for living a life on your own e.g. budgeting, cooking, personal hygiene etc. Reaching Out Organisation in Romania spends much time on practising these skills with the girls in their shelter.

Legal assistance

Trafficked persons who are remaining in the country of destination may need legal assisting in applying for renewed residence permits, student visas etc. Victims returning to the country of origin may find that the situation at home has changed considerably e.g. the spouse has remarried, that their property has been sold without their consent etc. They may therefore be in need of legal assistance or advice on how to retrieve property, file for a divorce etc.

Financial assistance

Trafficked persons may need financial assistance for a shorter or longer time before they are able to find a job in the country of origin or destination. Returning home, the victim of trafficking may find her/himself returned to a situation of poverty, unable to find work or unable to work due to medical or psychological illness. They may therefore need financial assistance for a short or longer period of time to cover the daily expenses. Many of the NGOs in this study can provide financial support in situations of emergency while organisations like IOM in Ukraine are more equipped to provide financial support over a longer period of time. In Moldova, the NGO Italian Consortium of Solidarity is currently conducting a pilot project in cooperation with IOM for giving micro-credits to victims who want to start their own businesses.¹⁸ However, these have yet to be evaluated.

2.5 Policies in support to trafficked persons - good practice

Introduction

As mentioned above, not all victims want to return to their home countries due to several reasons. Law enforcement authorities often also have an interest in keeping the victims of trafficking in the country for a certain period of time in order for them to cooperate in criminal investigations or as witnesses in court proceedings. The UN protocol to prevent, suppress and punish trafficking in persons sets forth provisions on assistance to and protection of victims of trafficking. Article 7 (1) sets forth that "state parties shall consider

¹⁸ Unicef (2000) p. 35

adopting legislative or other appropriate measures that permit victims of trafficking in persons to remain in its territory, temporarily or permanently, in appropriate cases."¹⁹ There are ongoing discussions within the EU considering temporary or permanent residence permits for victims of trafficking but there is no decision. However, several EU member states have provisions for temporary residence permits or reflection delays for victims of trafficking e.g. the Netherlands, Belgium, Spain, Germany and Italy. These most commonly serve the dual purpose of enabling the victim to reflect on her or his opportunities and make a decision and of making it easier for law enforcement authorities to access the victims' knowledge about the traffickers. Several EU member states stand out for their particular initiatives against trafficking as a whole e.g. Sweden for its emphasis of the demand side of trafficking, aiming to reduce this by criminalising the buying of sexual services. This study has here looked closer at Italy and Germany as examples of countries with provisions for temporary stay. The below descriptions of these serve as illustrative cases of difference in approaches where Germany can be said to focus more on the importance of convicting the traffickers and Italy more on the rehabilitation and reintegration.

Social Protection and Assistance in Italy

Since 1998 the Italian legislation on immigration includes an article, "article 18"²⁰, which makes provisions for a special residence permit for foreigners judged to be victims of violent acts and serious forms of exploitation. The article not only provides for the social protection of trafficked persons but moves the protection and rehabilitation of trafficked persons to the forefront. The permits are not made to depend upon the victim's co-operation with legal bodies. It includes the awarding of permits to remain in Italy for humanitarian reasons if the trafficked person agrees to participate in the Programme of Social Protection and Assistance, but the permit is not conditioned on having to act as witness for prosecution.²¹ The residence permit is valid initially for six months and is renewable if the legal proceedings should so require. It can be renewed each year and then every two years for humanitarian reasons, if the trafficked person obtains a valid work contract or it can be converted into a student visa if the victim enrolls in a school or university. An important aspect of the permit is that the trafficked person is allowed to work or study during the stay as this enables them to break with their past and eventually apply for a working or study visa. Trafficked persons can apply for a residence permit with the state prosecutor (if the victim has made a statement within the context of a criminal procedure) or the social services offices of local governments or any associations recognised by the Department of Social Affairs. In the latter case, it is the responsibility of the chief of police to determine whether the victim's attempts to escape from the criminal group(s) have placed him or her in danger.

The law encourages cooperation between NGOs and law enforcement authorities. A cultural mediator assists the police during the interview with an alleged victim. An NGO

¹⁹ Protocol to prevent, suppress and punish trafficking in persons, especially women and children, supplementing the United Nations Convention Against Transnational Organised Crime

²⁰ Testo Unico Decreto Legislativo 286, passed on July 25, 1998

²¹ Don Cesare Lodeserto, Regina Pacis in "Europe Against Trafficking in Persons. Berlin, 15-16 October 2001. Conference report" pp. 78-79

which have been recognised by the Ministry for equal opportunities is responsible for the victim's residence permit that may be revoked if the victim's story is found to be untrue.

A special inter-ministerial commission made up of representatives of the Department for Equal Opportunities, the Ministry of Justice, the Ministry of Welfare, and the Ministry of Interior and Ministry of Social Solidarity is responsible for funding, supervising and evaluating the projects of social protection and assistance which receives financing with the Programme of Social Protection and Assistance.²² Between March 2000 and March 2003 the Inter-ministerial Committee for the implementation of article 18 funded 154 projects throughout the country. The programme guarantees services to trafficked persons in most regions throughout Italy although not all projects provide all services themselves. Instead, the projects function as reception centres and assistance providers, which can provide the services and activities encompassed by the programme through their networks.²³ The programme offers individualised programme of social protection that is tailored to the needs of the person sheltered. The following activities and services are provided in the programme: co-elaboration of individualised autonomy projects; shelter and protection; board and lodging; support for possible crime reporting; legal assistance; regularisation (obtaining residence permit); health and social services; psychological assistance; relationship support; socialisation; educational and training activities; Italian language classes; vocational guidance; starting-off of social and occupational insertion.²⁴ These projects provide for diverse activities: street work; the running of social offices; network creation; financial assistance for students; and programmes designed to help victims integrate into society and find jobs. Between March 2000 and February 2001, 5 577 people have participated in the art. 18 projects and of these 1 755 (31.5%) have applied for an individual programme of social protection.²⁵ Association On the Road is one of the NGOs within the programme and their activities are described in section 3.

Family reunification may take place when the family in the country of origin is at risk or when the victim has a visa and work permit. Then victims may apply for reunification with their family in accordance with existing laws.

Minors come into the programme either as individual victims or as children of victims. In the former case minors are treated in accordance with Italian law and hence become a ward of the state whereas in the latter, children are left with their parent and placed in the care of an NGO in accordance with the provisions in article 18. The Committee for Foreign Minors is the institution that decides whether a child should be repatriated or stay in Italy and in principle it does so on the basis of what it considers is in the best interests of that child. The decision is also made on the basis of the social report made by one of the NGOs in Italy that have an agreement with the Committee. The NGO conducts research into the whereabouts of the family, arranges a meeting with the parents, and assesses if there are opportunities of education, vocational training and work in the country of origin.²⁶ In cases

²² <http://www.victims-of-trafficking.org/>

²³ Association On the Road (2002) "Social protection and assistance interventions addressed to the victims of trafficking - Description of the Italian system" p.1

²⁴ Ibid p. 2

²⁵ Ibid.

²⁶ Rozzi (2002) p. 17

where the Committee decides that a child should be repatriated, the NGO organises the return and the reintegration i.e. vocational training, school enrolment. This system is favourable in judging if repatriation or residence permit in the country of destination is in the best interest of the child.

Other measures within Article 18 and where government and NGOs cooperate is the national Toll Free Number against Trafficking. This is a national hotline directed to victims of trafficking, clients, social agencies and the population at large and is funded by the Interministerial Committee for the implementation of art. 18. The hotline's central headquarter functions as a filter for the calls and for 14 territorial branches located in different areas throughout Italy. In most cases, the territorial branches are managed by the same NGOs responsible for the implementation of projects funded within the art. 18 Programme. From July 2000 to June 2002, the hotline received over 400 000 calls of which about 33 % were calls from the target group.

Finally, within each police headquarters, the Ministry of Interior has appointed a 'unique referent' officer who is responsible for the Art. 18 cases of human trafficking. These officers play a significant role in facilitating the cooperation between the relevant actors involved: police offices, NGOs, local authorities, national authorities, the national hotline and the trafficked persons.

Reflection delays in Germany

In June 2000 Germany released an Ordinance to the Enforcement of the Alien Act which had some regulations with regard to trafficking in persons in order to make criminal investigation more effective and women more likely to testify in court.²⁷ However, some Federal States already had similar directives for some years. If there are any signs that a woman who is found by the police, could be a victim of trafficking, the new regulation provides a four-week minimum term of voluntary repatriation. This period is granted to enable her to organise her personal affairs with assistance from counselling centres. During this time she can decide on whether or not to testify in court.²⁸ Victims who cooperate with the police are given a four-week stay of deportation and those who decide to give testimony are allowed temporary residency. If the woman decides to testify and be available as a witness for the investigation and criminal proceedings she is allowed to stay temporarily in the country. According to the Alien Act the deportation of a foreigner can be suspended if there is considerable public interest for her to remain in Germany, such as that she is required as witness in criminal proceedings. The statutory temporary suspension of the deportation is not a temporary residence permit and the woman is only allowed to stay as long as she is needed in the criminal proceedings. This also means that the victims are not allowed to work, unlike in Italy. This causes problems for the victims: the allowance is below the minimum support of social welfare and as the women are prevented from working they cannot send any money home and may worry about the situation of the family at home.

²⁷ KOK (2001) p. 33

²⁸ KOK (2001) "Trafficking in Women in Germany" p.33

In those cases where the victim faces considerable danger the suspension may be continued and eventually lead to a residence permit for exceptional purposes. The temporary residence permit for these purposes is granted for two years and only if the migrant has been a holder of this title for eight years can she get a residence permit under certain conditions. The criteria must include considerable actual danger to her life, person or freedom, a danger, which is present throughout the entire country of origin. However, in practice it is hard to prove the imminent danger partly because alien authorities argue that the threat is not dominant throughout the country and hence the victim can return to an alternative place.²⁹

KOK, the Federal Association Against Trafficking in Women And Violence Against Women in the Migration Process, an umbrella NGO for anti trafficking and migration NGOs has criticised the regulation on several aspects. KOK argues that 30 days is too little for victims to become oriented and stabilised in their new situation and that counselling centres can not provide all necessary assistance according to human right standards, especially the right to health.³⁰ The funds allocated for victims is below the minimum support of social welfare.³¹ Unlike in Italy, language classes are not funded. If, in a court case on trafficking, the court rules that reimbursement or compensation will be paid to the victim, the Government uses these to recoup benefits already paid to the victim and hence the victims are left with nothing.

In Germany NGOs working with trafficked persons does not have a right to refuse testimony, which undermines the relations of trust between victim and NGO as well as between NGOs and police. Once the investigation is concluded the matter is no longer a police issue and the NGO counselling centre often deals with the question of return. But it may become a police matter if the victim faces danger upon return.

The Government covers the costs for repatriation. Only one federal German organisation receives government funds to finance a repatriation program. The programme has existed since 1992 with the purpose of supporting women who return to their countries of origin, or another developing country, seeking employment or to start a business, in order to avoid being forced to migrate again as a result of economic hardship. The programme is exclusively for single women without means how have resided in Germany for at least one year and who originally come from Africa, Asia, Latin America or Europe and not Eastern European countries. The programme is funded by the Federal Ministry for Economic Co-operation and Development financed in cooperation with the Federal Employment Agency and the World University Service. The directly effective repatriation aid includes:

- support of travel and freight costs
- interim financial aid (aid to orientation) for the first three months after repatriation
- Measures to aid professional integration are:

²⁹ KOK, (2001) "Trafficking in Women in Germany" p .35

³⁰ Marion Böker, Statement to the European Conference on Preventing and Combating Trafficking in Human Beings: Global Challenge for the 21st Century 18-20 September 2002, EP, Brussels by IOM: <http://www.kok-potsdam.de/>

³¹ KOK (2001) "Trafficking in Women in Germany" p. 50

- support for vocational training/education for up to one year in form of a scholarship. The education can take place in Germany as well as in the country of origin. Generally the education takes place in the country of origin. Financial support covers training tuition, materials, and costs for living during the education.
- on-the-job training allowance.
- Support of the founding of an economic entity in cooperation with a local NGO. The woman is given 70% of the funding of a project as interest-free credit which will be paid back to the local NGO successively over the next 4-6 years; the remaining 30% is a grant. Knowledge of accounting is the precondition of the granting of a fund. Necessary schooling up to 3 months will be financed by the project. Additional women's support is also possible (e.g. a woman can get an education grant to learn how to be a hairdresser and then get a credit to start her own salon.)³²

However, many victims of trafficking do not fulfil the requirements of this programme.

2.6 Conclusions

This study has identified the below approaches and practices to return, recovery and integration that are of key importance in the good practices described in this report.

The *definition of trafficking* used in this study focuses on the human rights abuses that the victims have been subject to and hence makes it irrelevant if the victim knew that she or he had to provide sexual services or initially consented to migrate illegally. The examples of good practice in this study are also based on this definition where initiatives of recovery and integration are available to victims irrespective of the victims' history of prostitution, compliance to illegal migration etc.

An empowerment and rights-based approach

A key approach to success is the empowerment approach, explicitly or implicitly underlying many of the initiatives in this report. Working from an empowerment and rights-based approach means facilitating the processes where trafficked persons cease to be victims and start being agents in control of their own lives. In order for this to be possible the trafficked persons need to be treated as agents, capable of making decisions for their future. It also means that the trafficked person her/himself must be the one identifying her/his needs and wishes and be given time to do so. These needs, wishes and the human rights of the individual victims hence need to be at the centre of all initiatives of recovery, return and integration.

An empowerment approach also entails assisting the victims in rebuilding their trust in themselves and in their own abilities. An important aspect of this is to help women and girls to understand their own experiences in a wider context of gender inequality in society. Realising the double standards that apply for women and men, girls and boys in society, help women and girls understand that the fault is not theirs but can be attributed to structures and attitudes in society.

³² KOK (2001) pp. 56-57

An empowerment and rights-based perspective includes providing non-prejudice services and actively countering negative attitudes towards women in prostitution in general.

While the human rights of trafficked persons must be protected in their own right it is also interesting to note that, according to a recent study by Anti-Slavery International, law enforcement officials have tended to be the most successful in securing convictions of traffickers when the rights of trafficked persons have been respected rather than disregarded.³³

Systems for cooperation between actors

As trafficking is a complex phenomenon, initiatives need to be multifaceted and holistic in order to succeed. One of the most important keys to good practice is the cooperation between actors such as NGOs, IGOs, immigration authorities, law enforcement authorities and policy makers. Meeting the needs of trafficked persons requires *cooperation between actors both within and between countries of destination and origin*. When the human rights of the victims take center stage of initiatives for recovery and integration, good practice becomes a question of which actor best forwards these rights. Cooperation needs to acknowledge that different actors e.g. NGOs and authorities have different mandates, and sometimes different perspectives and therefore play different roles in cooperation. Different actors also have different strengths: the cases of good practice identified here show that NGOs have a particular important role to play as watchdog and proactive advocates for the human rights of the victims.

A precondition to sustainable and effective cooperation is a *clear division of roles and responsibilities* in agreements for cooperation. Written agreements e.g. referral systems and standard operating procedures, clearly specifying the roles of each actor is beneficial to the participants as well as the victims. Transparency in the division between law enforcement and victim assistance helps victims know where their testimonies will end up.

Agreements for cooperation should specify which actor is allocated with the *financial responsibility* and which is allocated with the *implementing responsibility*. The example of Italy shows how the Government has shouldered the responsibility for paying for the recovery and integration initiatives that are carried out by the NGOs. Another example is Ukraine where the international organisation IOM covers the costs for recovery and reintegration initiatives that are implemented by Ukrainian NGOs.

Several of the NGOs in this study have pointed out that it is particularly favourable to cooperation when authorities such as police, and immigration etc have established *special sections* within their authorities to deal with cases of trafficking and handle the cooperation with NGOs. Likewise, *inter-ministerial working groups and task forces* have proved successful in meeting the diverse needs of victims through various initiatives.

Special competence

The particular expertise that is developed in specific task forces and specialised working groups within authorities has proved important in the building of good practices.

³³ Anti-Slavery International (2002) p. 35

Multiethnic service providers working in existing structures and with NGOs have facilitated interpretation, cultural understanding and mediation to the benefit of the victims of trafficking, such as with On the Road in Italy.

Policies favourable for good practice

Policies that help protecting the human rights of trafficked women, men, boys and girls are those that increase the opportunities available for them and which make recovery and integration easier. Such policies that have been identified in this study include:

- temporary or permanent residence permits in the country of destination, including work permit
- policies for witness protection available to victims of trafficking
- national action plans and agreements for cooperation between NGOs and government
- specialised agreements with NGOs for service delivery
- policies that grant NGOs the right to refrain from giving testimony regarding the victims that they are assisting.

Ensuring quality of services

Because of the mobility and changing strategies of trafficking networks, initiatives for victims of trafficking need to be flexible. On the Road in Italy and Animus Association in Bulgaria are examples of organisations that continuously carry out research and studies to ensure that the accuracy of the methods used. The effectiveness of initiatives of recovery and integration is also monitored by many of the organisations in this report. By monitoring the victim's integration processes and conducting follow up meetings, the organisation are able to tell what has worked and what needs to be improved. However, there are seldom enough funds available to monitor the victims for more than a year after they have left the programmes, why it is difficult to make statements about the long-term impact of initiatives.

Strategies for funding

While proactive NGOs work to provide shelter, recovery and integration to victims or trafficking and develop sustainable methodologies, their activities largely depend on funds from international donors and foundations, sources that are generally temporary in its nature. Therefore, NGOs are working to forward long-term solutions through building referral systems and agreements for funding with governments i.e. moving away from temporary solutions and towards sustainable *systems* for recovery and integration. Again, the case of Italy points to such long-term solutions where the Government has taken on funding responsibility for the social protection and assistance offered by NGOs.

3. Examples of Good Practice in Recovery, Return & Integration

The following is a presentation of some of the good practices carried out by NGOs, governments and IGOs in Europe. The work of the organisations below is interesting for various reasons. They differ somewhat from each other in which aspects of recovery, return and integration they put emphasis on in their work and hence contribute to give a broad picture of activities.

The work of *Terre Des Hommes* in Albania is an example of good practices when it comes to reintegration of trafficked children, both boys and girls, and where the organisation works successfully with actors in the child's surroundings e.g. family, schools, authorities.

The women's NGO *Lara* in Bosnia is interesting as they provide services to women trafficked into or through Bosnia. But also because they work strategically and successfully to mobilise other actors and have managed to get the police to shut down the brothels in their city.

The *Animus Association* in Bulgaria is part of the La Strada network and is one of the NGOs who has worked for a longer period with providing assistance to trafficked women. Animus Association has an interesting and very comprehensive programme for psychological support and rehabilitation for the trafficked persons.

On the Road Association in Italy is an example of the many NGOs working within the Article 18 Programme described above and is interesting as it provides a wide-ranging integration programme for trafficked persons in the country of destination.

The work of *La Strada* in Moldova is interesting as the NGO works as a referral point for rehabilitation and reintegration. Services is provided by a network of specialised NGOs and other service providers instead of having it organised under one roof as is common elsewhere. La Strada in Moldova is also interesting because of their good cooperation with the IOM.

Similarly, in *Ukraine* there is also a very close and good cooperation between IOM and the strong network of local NGOs providing reintegration services. Ukraine is also interesting here as it is the second largest country in Europe, but still has a far-reaching system for reintegration.

In Romania the *Reaching Out Organisation* provides long-term services for recovery and integration for trafficked girls within a shelter environment and has very interesting results where the vast majority have succeeded in finding a job after the programme.

The *Salvati Copiii* (Save the Children), also in Romania, works exclusively with trafficked children and has interesting rehabilitation and reintegration programmes in cooperation with other NGOs and actors.

ALBANIA

Terre Des Hommes, Albania

Introduction³⁴

Terre Des Hommes, (Tdh) is an international organisation founded in 1960 to provide assistance to children in distress all over the world. This is done through the realisation of concrete projects giving assistance to needy children and by promoting children's rights. Albania has, since the collapse of communism in 1991, been a major country of origin in trafficking of women and children to e.g. Greece and Tdh Albania has worked on the issue of child trafficking for three years. The work has been carried out in the area of prevention, protection, assisted voluntary return, reintegration and rehabilitation, and cooperation, where recovery and reintegration are the most important aspects of the work. Since the beginning of its activities against child trafficking in Albania, Tdh has assisted more than 12 000 children in the area of prevention, around 400 children have been registered and protected and 20 children have been repatriated in Albania and reintegrated in their families and communities, in the educational system and social life.

Tdh emphasises the importance of reintegration of trafficked children into school when they have returned: because like other children at risk, they otherwise tend to spend their time on the streets, which increases the risk for re-trafficking. Tdh also spends much time on community outreach and field work among children. This coupled with the closeness and commitment to the children's problems have given Tdh the necessary credibility from the trafficked children, who tend to be very suspicious. Tdh itself considers the community work among children and with families as one of the success factors, along with their fruitful collaboration with Greek and Albanian NGOs.

Activities for Repatriation

Tdh's repatriation activities have focused on assisting Albanian children who are trafficked into Greece to return. Tdh's partner organisations in Greece are the ones identifying the trafficked children e.g. on the street, and in prisons. As Tdh only works with assisted voluntary return and therefore cannot repatriate children without their consent, initial motivational work is carried out by the Greek NGOs or Tdh's own staff, trying to convince the child to return to Albania. The Greek NGOs or Tdh staff accompany the children to the border where Tdh meets up, together with the parents if the family situation allows so. Prior to the return of the children, Tdh in Albania has contacted the family, the police, the special services etc to make all arrangements. There have also been cases where children have been identified by the Greek police and deported at the Albanian border. In these cases of urgency, Tdh intervenes and tries to prepare the return of the child to the family. Tdh stresses that this kind of repatriation is far from ideal, but the circumstances do not always allow for the ordinary repatriation and integration processes as described above.

³⁴ The below information is extracted from Terre Des Hommes (2003) "Reintegration and rehabilitation methods followed by TDH and NPF" and from personal communication with Anila Hazizi, Project Manager Albania 2003-03-04.

Continually, Tdh tries to be in contact with the police (Albanian and Greek) and other concerned authorities and structures in order to be informed every time a child is caught by the police or deported at the border. Many children return to Albania on their own and Tdh tries to identify them through its extensive community work.

The costs for repatriation are paid by Tdh, which in turn is funded by UNICEF, Sida and others. Other NGOs working with repatriation of trafficked children into Albania is the International Social Services of Albania, which as of October 2002 had repatriated more than 500 children.

Activities for Recovery

All the children with experience of trafficking have faced physical and/or psychological violence and are in need of psychological assistance. Some of these children are traumatised and have serious problems. In these cases, Tdh tries to provide psychological help via specialised people where the intervention is particularly adjusted to the needs of the children. The intervention process is based on case-by-case methods, which means that the methodology is adapted to the specific problems of every child.

Activities for Reintegration

Tdh works from the basis of the Convention on the Rights of the Child and on the principle that reintegration of a trafficked child into a family is better than institutionalisation. There are cases when the circumstances in the biological family does not allow for reintegration e.g. when parents are divorced, arrested or dead or the family is in a non-stable or poor economical situation affecting the normal prospering of the child. In these cases the extended family e.g. grandparents, aunts, uncles, cousins, remains a possible alternative. If neither of the above-mentioned alternatives are possible, the third solution is a foster family. These families are found by the Tdh teams and accept to take care of the child for a certain period of time. In these cases, Tdh covers the necessary expenses for the child. In all cases, Tdh provides the families with a form of monthly social assistance, which consists of food, clothes, etc.

A daily monitoring of the child and his/her family is carried out in the above cases. Every three months Tdh compiles a report on the social progress of the child. Tdh stresses the importance of monitoring not only the child's educational problems but also other aspects of the child's life and wellbeing: the child trafficking and its consequences, sexual abuse, mistreatment, alcohol, drugs, family planning, lack of income, hygiene, administrative problems in the social assistance, poverty, unemployment, etc. Tdh tries to maintain a dialogue with the parents regarding these risks and support them.

The reintegration of the child is also dependent on the sensitisation and prevention work that Tdh is doing with nearby schools and the community. They try e.g. to avoid the victimisation of the child through prevention campaigns and training of teachers. In the process of reintegration in society, it is also important that the children are encouraged and assisted to approach other children in the schools, the neighbourhoods, and the community in general. School reintegration is run parallel with social reintegration and is funded by Tdh. Tdh monitors the school reintegration in order to make sure that:

- The child regularly frequents the school, is well equipped in terms of school material, is correctly dressed and well nourished
- The child benefits from an educational system
- The parents are able to provide a normal educational environment
- The parents are able to feed their child
- The teachers have at least a minimum of the material they need to fulfil their duties
- The school directors have interlocutors helping them fulfil their obligations toward the neighbourhoods where the children live
- Social services, school directors, teachers and NGOs cooperate with each other

The children's reintegration processes are usually monitored for one year after their return, but in more difficult cases the period can be prolonged. The teachers are involved in the follow up and receive the necessary material for a normal educational process as well as food for the children. The family is also involved in the follow up of the child where for instance parents are encouraged to send their children to school regularly, to justify their absences and to feed their children via the received alimentary help. The child's brothers and sisters are also encouraged to follow up school frequentation.

As of June 2003, Tdh is expanding its current activities in order to meet the increasing needs with funds from USAID, SIDA, UNICEF, NAAC, OAK Foundation and Tdh. The primary beneficiaries are children and their families. The direct recipients are:

- Children in destination cities, trafficked mainly for illegal activities (begging, street works), for forced labour (work sites, workshops), and at risk of being sexually exploited.
- High-risk children: children (or their family) already approached by traffickers or former trafficked children.
- At-risk children: children and families gathering the main socio-economic criterions, living in areas where recruiters are active.
- Teachers and school headmasters, from schools located in at risks zones (poor suburbs and isolated villages), placed on geographical trafficking axis.
- Social workers from NGOs and public services in the same detected areas.

Cooperation with other Actors

Tdh has a strong collaboration NPF Ndhmë për fëmijët” - “Help for children” which is an Albanian NGO, well known for running programmes related to children issues (mostly street and trafficked children). The Tdh school reintegration programmes are implemented by NPF through special classes for alternated education and training. It means that children do not only follow the normal educational programme approved by the Ministry of Education, but also participate in vocational training.

Tdh is part of the Bashku Kundër Trafikimit të Fëmijëve, BTKF- “All Together Against Child Trafficking” which is a network of NGOs working in the areas of prevention, protection, assisted voluntary return or integration according to the principle of the best interests of the child. The cooperation is carried out to coordinate the operational activities between different actors (to avoid overlapping of activities) and to lobby the Government to take more active part in the work against trafficking. According to Tdh, the Albanian government showed little interest in working against trafficking until 2001, but since then

considerable advances have been made and a system of coordination between ministries has been set up. Tdh works together with the Ministry of Education in e.g. organising prevention campaigns and getting access to schools, and with the Ministry of Social Affairs to get the social services to assist families of trafficked children. Tdh is also working towards the general prosecutors to get protection of witnesses.

BOSNIA AND HERZEGOVINA

Lara

Introduction³⁵

"Lara" was the first Bosnian NGO, which started to work on the issue of trafficking and it has now activities in terms of preventive work, awareness raising, advocacy and recovery. The country is one of the major trafficking routes from Eastern Europe to Western Europe and Lara works with women trafficked to Bosnia from Ukraine, Moldova and Romania, and increasingly also with trafficked women from Bosnia returning home. Lara was initiated in 1998 and works with a number of different activities related to women's issues and strategies to increase the number of women in the political sphere. It has direct contacts with the local authorities and politicians, lobbies for changes in the legislation and much more. Also among its activities is the production of the supplement, "Women", to the local newspaper. The supplement is unique in the country featuring subjects such as: successful women, news from women's organisations, women and politics, and violence against women. In Bijeljina, Lara also runs a women's club providing the women of the town with an opportunity to meet each other and local decision makers. This started as a method for reconciliation in the post-conflict period where the women could talk and share their experiences during the war.

Lara has highlighted the issue of trafficking in its supplement and carried out an investigation on the situation of trafficking in the area. Based on their findings Lara initiated a campaign for trafficking prevention, communicated with their network of actors and lobbied local male authorities e.g. the head of the police, sensitising them to see what was going on. With the gained support Lara organised a press conference with key actors from local decision-makers and authorities to highlight the issue. They also organised a number of roundtables with key actors, aired radio programmes, and produced theatre-shows, pamphlets, t-shirts etc to bring the wider public's attention to the issue.

Lara's unique strategic work in Bijeljina against trafficking has resulted in the closing of all the brothels in the city. Lara is now developing the work to support the victims and although it is still in the developing phase, the different needs of the women are discussed and met as far as possible through networking with other actors.

³⁵ The following information is compiled from information from Lara, Kvinna till Kvinna web site (www.iktk.se) and a Carolina Wennerholm's meeting with Mara Radovanic in Sarajevo in January 2003.

Activities for Recovery

Lara started to assist victims of trafficking in 2000 and has since then assisted more than 80 victims. Support is offered to victims of trafficking regardless of their age but the great majority of the victims supported are adult women. The women stayed in a pension up until April 2003 when Lara opened its own shelter for victims of trafficking. Initially, Lara tended to the needs of women/girls in the vicinity but today increasingly receive girls from all over the country. Lara uses its extensive network of women in the city and the country to support victims in terms of health, psychological support and other. Lara has developed a strategy of their own to recover victims quickly and turn them from victims to witnesses. Recently, six victims appeared at the state court as witnesses in a very important case against the most powerful trafficking club in Bosnia.

Lara has a lawyer who gives the women legal advice, particularly for those involved in trials and prosecutions of traffickers. In Bosnia it is also crucial that official interpreters are used in these procedures so that the evidence given by the foreign women are accounted for. Lara intends to contract, whenever funding permits, one Rumanian and one Ukrainian woman to work full time with the trafficked women. The language and knowledge of the countries of origin are important elements to assist the women in an adequate way. These women would also work on a hot-line for victims and their families.

Activities for Repatriation

Lara itself does not have activities for repatriation but cooperates closely with the IOM Mission in Sarajevo for the repatriation of women/girls who wish to return to their country of origin. Women who are eligible for the IOM return programme stay up to 10 days with Lara. Thereafter, they are transferred to one of the two IOM shelters in Sarajevo. There the IOM interviews them and provides them with health check ups and psychological support, as well as facilitates all the paperwork needed for repatriation. The women also receive some clothing if needed. Upon departure the women sign a format for voluntary return, receives 50 USD prior do departure and the remaining 100 USD at two separate times upon reception by the IOM mission in the country of origin. IOM staff accompanies the women to the airport, facilitates transfer and meets up at the airport on arrival in the country of destination. Thereafter, depending on the mission, IOM offers different rehabilitation and reintegration activities. Minors, who are applicable to the IOM programme in Bosnia are accompanied by IOM staff throughout the complete trip until the final destination (the family or other arrangement).

Activities for Integration

Lara does not specifically work with activities of integration as most women so far have been foreign. Yet, more and more Bosnian women are returning from being trafficked abroad. A key problem with assisting returned women though is to ensure them security and here Lara is discussing solutions with the other NGO managed shelters in the region. One solution that Lara is looking into is for women who are returning to Bijeljina to live in a shelter in Belgrade which is close by and where women would be safe and anonymous during an initial period.

Cooperation with Other Actors

Lara cooperates and networks with a great number of actors. A basis for Lara's work is the local network of women in Bijeljina that are involved in different ways in the work of the organisation. Lara has also organised an anti-trafficking working group consisting of representatives of all organisations who have offices in Bijeljina and work on trafficking issue e.g. OSCE, UNHCR, EUPM, SBS. The group meets monthly in Lara's office to exchange information and coordinate activities. For Lara, strategic collaboration and networking is the key for qualitative and sustainable work. Lara has developed a well functioning relationship with the local police regarding the support to women/girls victims of trafficking. Lara's cooperation with IOM in the repatriation of women who wish to return to their country of origin is important as the IOM can easily organise all the paperwork needed for the repatriation. Lara has an informal agreement with IOM³⁶ by which IOM funds the costs for the women who are eligible for their programme, i.e. those willing to return to their country of origin. Lara further collaborates with a network of other Bosnian NGOs involved in trafficking, with other NGOs in the Balkans (and outside), as well as with international agencies present in the country.

BULGARIA

Animus Association

Introduction

The Animus Association Foundation, AAF, is an NGO that has worked since 1994 with issues of violence such as domestic violence, sexual violence and trafficking in women. AAF combines its work on concrete cases with lobbying on different levels, prevention and training based on the *analysis* of the individual cases. This model is transferred to other NGOs in Bulgaria and abroad³⁷ as the “Animus model” of work. AAF provides social support and psychological counselling for survivors of violence and works with advocacy to change public attitudes towards violence, preventive information about trafficking, education and training of students, NGOs, GOs, and has programmes for adolescent witnesses and victims of violence, their families and couples with violence problems. The programmes regarding trafficking are targeted at women and girls of both Bulgarian and foreign origin. In its direct work with survivors of violence the centre assisted 1 996 clients during 2001, of which 16% were survivors of trafficking, their relatives or women and girls at risk of being trafficked. Animus is the Bulgarian partner of the international anti-trafficking organisation La Strada.

³⁶ IOM and Lara are presently discussing the terms of a formal agreement to be signed shortly.

³⁷ The Animus model is transferred to Macedonia in cooperation with IOM and through training of police, NGOs and the setting up of a La Strada, Macedonia. Bulgaria and Macedonia are both major transit countries for the trafficking to Albania and Greece. The model is also transferred and presented through training and seminars conducted in former Soviet Union republics and Slovenia.

Activities for Rehabilitation

The Rehabilitation Centre for Women, Adolescents and Children Survivors of Violence offers the following services: two 24 hour programmes – the Hotline and the Crisis Unit, support, information, psycho-social counselling, psychotherapeutic help for overcoming trauma symptoms, long-term psycho-dynamic psychotherapy, help and support to women from the country through correspondence, accommodation in crisis situations, social help for victims of trafficking in women, and humanitarian aid. The counselling and psychotherapeutic programmes are offered to women who have been forced into prostitution, who have been threatened with abduction for the purpose of prostitution, and women from other countries who have been trafficked to Bulgaria. A total of 125 women survivors of trafficking have received psychological and social support at the centre.

Crisis intervention programme

The Crisis unit at AAF is a programme providing 24-hour emergency psychological support and crisis accommodation to women in a situation of emotional crisis due to the experience of violence including trafficking.

Counselling Programme for Psychological Support

The aim is to provide a safe place for victims of trafficking where they are assisted in dealing with traumatic experiences, overcoming feelings of shame, guilt and anger and start planning for their future.

The interventions include:

- Identifying the abuse and assessing the danger with the victim
- Crisis intervention
- Assessing the PTSD
- Supporting the victim and helping her to regain control over her own life
- Plan for security if the victim is in danger
- Long-term psychotherapy curing the consequences of the experienced trauma
- Counselling the victim's families

Social Programme for Rehabilitation

The social programme is directed to the difficult social situation which often accompanies the emotional crisis. The aim is to assist the women with various tasks, such as finding a job, writing job applications, finding accommodation and day-care for children, access medical services etc. This work includes referring clients to other institutions of support such as legal support agencies. AAF provides a comprehensive programme for rehabilitation which includes

- Meeting the women who have just returned to Bulgaria and working out a plan to meet their immediate needs
- Arranging a shelter if necessary
- Co-operation during the time of issuing new identity documents
- Co-operation for return to her place of living if the women wishes so
- Research and co-operation for finding a job
- Support in contacting other services aiming at avoidance of re-traumatising and victimising attitude towards the women
- Police, municipality, social and medical services, etc.

The centre also has a programme for urgent humanitarian aid, which can provide means for shelter, food, basic items such as clothes, toilet articles, and children's articles if the woman has a child.

Help-line

AAF operates a 24-hour help-line for support to women victims of violence and is the most used service among AAF services. The help-line is based on four principles; unconditional confidentiality regarding the client, active listening and emotional support, assessment of the concrete needs of the client, and providing information on the rights and opportunities for the client. One of the main tasks is to assess and refer clients to the centre's services or other services. It also provides information that can limit the risk of getting into a situation of trafficking, such as licensed employment agencies offering jobs abroad, Bulgarian consulates abroad etc. More than 850 of the calls at the help-line are related to trafficking in women: 41% regarding prevention of trafficking in women, 32% from friends and relatives of women in a situation of trafficking, 18% from colleagues and other specialists who encounter survivors of trafficking and 9% from women in a situation of trafficking seeking help.

Cooperation with Other Actors

According to AAF the prevailing attitudes towards the victims are negative. As AAF sees it impossible for a single organisation or institution to ensure the recovery of the survivors, AAF has built partnerships with different NGOs and GOs around both work with cases of trafficking and for procedural and legal change. In 2001, AAF had 46 cases where the organisation worked with 10 foreign and 10 Bulgarian NGOs, 14 social, medical, police services, the Ministry for Foreign Affairs and one private company.

In order to improve the referral system and coordination of initiatives for the support of victims, AAF has worked together with several municipal and state services for social support to work out clear procedures for cooperation and referral of clients. This way the clients of the centre could make use of the existing social assistance services provided by the state. Here the AAF also provides methodological assistance for the Departments for Child Protection and establishment of reporting procedures in cases of violence against children. AAF has also established a network of 15 women's NGOs trained to work with women survivors of trafficking.

AAF has worked for three years to create a network in the support of survivors of trafficking and this work enabled AAF to identify gaps in existing procedures, practices and legislation. Through this work and two Round Tables held by AAF under the framework of the La Strada programme, AAF managed to develop a National Action Plan for the prevention of trafficking in women and support of victims in 2001. This was done in cooperation with both NGOs and GOs from legal, social, educational and political spheres. The National Action Plan is the basis for lobbying and its recommendations regarding rehabilitation and integration of victims of trafficking in women include: the importance of identifying survivors, to acknowledge them as an underprivileged group in need of special programmes for rehabilitation, reintegration and healthcare services, and to develop a network coordinating the efforts of local level institutions in support of victims. AAF has

participated in the working group with GO and NGO representatives for the creation of a draft law on combating trafficking in human beings. This law is focused on the co-operation and policies around victim protection and is separated from the law criminalising the act of trafficking (to be found in the penal code). The law was passed by the Bulgarian Parliament in early 2003 and since then the organisation is running a research project among GOs and NGOs to gather ideas for the preparation of effective guidelines for the implementation of the law.

However, AAF emphasises that it does not provide information to the police on cases of trafficking or refer victims to the police (unless they explicitly wish so). Neither does the organisation get involved in investigations in cases of girls who are trafficked abroad or who are missing. There is however a contracted obligation for the organisation to provide the National Service for Combating Organised Crime with some statistical information.

ITALY

Associazione On The Road

Introduction³⁸

On the Road Association has worked since 1990 with interventions in the fields of prostitution and trafficking of human beings for the purpose of sexual exploitation, with a particular focus on street prostitution of migrant women and minors. The work is based on the promotion and protection of the rights of individuals through an empowerment approach. On the Road works on several levels with outreach, counselling, social and job insertion, awareness raising, training and development of training curricula, networking and lobbying in Italy as well as internationally. The organisation employs a circular method of practice-theory-practice where action-research into both phenomena is a key-element employed to address the constantly changing needs of the target groups.

Activities for Recovery

Professionals carry out the work with support from volunteers in the following activities:

There are *outreach units* reaching out to people in prostitution in the streets. These units provide information on health care and health care services, on available services on legal, psychological and housing matters and can provide accompaniment to these services. The units also offer aid to those wanting to leave prostitution, violence and exploitative conditions, accordingly to the provisions offered by the Italian law.³⁹ Important in this work is the support from intercultural mediators i.e. social workers from the same geographical or linguistic areas as the target group who can facilitate the communication between target group and outreach workers.

³⁸ The below information is compiled from documents provided by On the Road: "From Victims to Citizens", "On the Road, Activities and Services"

³⁹ Legislative Decree no. 286/98

The *drop-in centres* are low threshold centres providing services in-between the outreach units and the services of the association. The centres provide information, orientation and counselling on health, social and legal issues, can provide accompaniment to health services and educational training centres, orientation on assistance and social integration programmes, work insertion schemes, etc.

For people, women in particular, who want to leave prostitution or have escaped trafficking On the Road offers services in *residential micro-structures* such as:

- emergency care shelters for a first short stay. A first draft of the personal programme is worked out;
- first care shelters for stays between 2-3 months under which motivation work is undertaken. The empowerment programme is carried out and the regularisation is undertaken;
- second care shelters for stays between 2-3 months in which the programme is developed in an advanced phase;
- autonomy houses where women are hosted while starting their employment and working to find a home of their own;
- family placement – especially in cases where the women are minors;
- non residential programme, in which the person is supported at different levels – legally, psychologically etc. – but enjoys an autonomous accommodation usually shared with “significant others”, such as partners, family members or friends.

Among the services offered are; shelter and protection, board and lodging, health services, psychological assistance, relationship support, support if the victims want to report the crime and press charges against their exploiters and/or traffickers, legal assistance, stay permit procedures, socialisation, educational and training activities, Italian language classes, creative workshops, vocational guidance and social and occupational inclusion.

The work is focused on increasing the victims’ autonomy and empowerment and hence to assist them to create individualised plans towards social integration and personal autonomy. These programmes have been operating since the early nineties but has expanded with the implementation of Article 18 of the Legislative Decree 286/98 that provides for programmes of social assistance and integration for victims of trafficking and the issuing of a residence permit for humanitarian reasons.

Activities for Repatriation

In cases where the victims want to return or face deportation, the organisation can assist with investigating the possibilities for repatriation, contact with families, assistance with documents and with interventions in countries of origin.

Activities for Integration

For women who want to stay in Italy or cannot return to the country of origin On the Road offers diversified, individualised and flexible schemes for their integration into the labour market in Italy. The services provided include individual and group vocational guidance, basic training, the programme “Practical Training in Enterprise”, direct employment

insertion and support, search, identification and contact with training agencies and enterprises.

One of the most successful methods is the “Practical Training in Enterprise” where an individual training programme is developed with the woman and where she is given a position as trainee within an enterprise for a period of 2-6 months depending on her abilities. The training is regulated by a contract between On the Road and the enterprise but paid by the association i.e. insurance and salary for the trainee. The trainee is here given the opportunity to be in a ‘real’ working environment with colleagues and is supported both by a tutor within the enterprise and by a tutor and a psychologist from On the Road. When carefully carried out, it is the Association’s experience that there are excellent possibilities for the trainee to be employed at the end of the programme.

Cooperation with other actors

On the Road *networks* with civil society and state service providers to create good methods for taking care of the needs of the victims, to negotiate the social conflicts and to implement shared responses to emerging problems. The outreach units work to make public social and health service providers aware of the special target group and their specific needs. Sometimes this work includes making the service providers aware of their responsibilities for the target group according to the law and thereby activating them in the cooperation in support of the target group. On the Road also has stable working relationships with various public institutions e.g. the National Coordination Table on Prostitution and Trafficking. The organisation is a point of reference at the national level and provides technical support to other public and private agencies engaged in the field of social inclusion of disadvantaged target groups.

The *cooperation* with other actors engaged in the field also serves the purposes of methodological comparison between different interventions and hence facilitates continuous development of the services.

Since 1997 the Association has organised *seminars and training courses* for internal and external operators e.g. educators, social assistants, psychologists, sociologists and pedagogues coming from all over Italy and Europe. The Association offers specialised training and refresher courses for work in the field of prostitution and trafficking. Since 2000, through a project financed by the Emilia-Romagna Region, it also provides training in Albania to social workers of public and private agencies.

In consideration of the complexity and continuous evolution of the confronted phenomena, projects of *research and research-intervention* are carried out in order to identify, in a purposeful manner, characteristics, interrelations and transformations. From such a perspective, in terms of prostitution and trafficking, On the Road has widened its range of analysis to include the different and connected forms of social exclusion. Various *publications* on the phenomena, the policies and the interventions in such sectors have been produced. Furthermore, at the headquarters, a *Documentation Centre* has been set up for the themes of prostitution and human trafficking and all correlated phenomena.

All the above-mentioned activities are carried out with the co-participation of European institutions, such as the Council of Europe and the European Commission, various Ministries (in particular, the Department for Equal Opportunities and the Ministry of Labour and Social Policies), Abruzzo Region, Marche Region and Molise Region, the Provinces of Ascoli Piceno, Teramo, Macerata, Pescara, a wide network of over 40 Municipalities, the Prefectures, the Precincts, the Police, NGOs, enterprises, and a vast group of partners of European countries, countries of origin and transit of the victims of trafficking of human beings for the purpose of sexual exploitation.

MOLDOVA

In Moldova, La Strada is chosen as an example of good practice in its own right but also because the close cooperation and referral systems between La Strada and IOM in Moldova are particularly interesting.

La Strada Moldova

Introduction⁴⁰

La Strada Moldova is part of the La Strada network⁴¹ and hence has the three areas of activities – prevention and education, social assistance, media campaigns - as its focus. La Strada has 8 full time staff and a number of volunteers. Four regional NGOs are direct partners in the programme where the NGOs implement the preventive projects and La Strada provides the training. In its social assistance programme La Strada works as a contact and referral point for victims of trafficking and their families and relatives but does not itself provide the assistance. This is instead provided by other NGOs, GOs and IGOs who are organised in La Strada's referral network. During 2002 and half of 2003, 84 trafficked persons were assisted in the programme and about 300 potential victims and families of trafficked persons.

La Strada considers its success factors to be its good team of professionals, human and financial resources to set up a network of organisations and service providers, the constant work in the field and contact with the network members, the continuous monitoring and research which generates recommendations for self-improvement and improvement of the cooperation within the network.

Activities for Repatriation

Some of the trafficked persons are identified through the hotline for trafficked persons and their relatives. Most information on victims come through this channel from relatives that have been in contact with their daughters or wives and have information on where they are kept in the country of destination. Here La Strada collects the necessary data e.g. the personal data of the victim, the present location etc, and addresses the case to a NGO in the

⁴⁰ The below information is compiled after personal communication with Ana Revenco, President of La Strada Moldova on 2003-02-24

⁴¹ The La Strada Network includes 9 organisations in 9 countries implementing the Programme on Prevention of Traffic in Women in Central and Eastern Europe.

country of destination that has collaboration with the police who in turn carry out the rescue operation. La Strada can also contact IOM in Moldova who in turn contacts IOM in the country of destination. In cases where La Strada receives a request for rescue of a trafficked person in a country where IOM has no anti – trafficking counter e.g. UAE, Israel, they will contact a local NGO to organise the rescue. Services and accommodation are thereafter identified for the trafficked person depending on her status and the time needed to process new documents.

La Strada gets many calls via the Hotline regarding potential victims of trafficking and assist the callers on how to find out what happened, how to pose questions to the girl if she makes contact, facilitate contact with the police and how to file a request with them. The family is asked to make a copy of their requests filed with the police and send it to La Strada. The organisation can thereafter send a letter of support to the police to make sure the process is handled seriously. However, La Strada does not participate in investigations of missing girls or police investigations.

Other victims are referred by local and international NGOs, and the police. IOM is a major partner here and is always called upon to provide the necessary pre-repatriation assistance; emergency assistance, some psychological support, legal assistance, etc. The agreement with IOM is that La Strada participates in repatriation activities by first contacting the trafficked person to determine her needs and wishes, and then contacting the embassy and making other arrangements. The travel and other associated repatriation arrangements are covered by IOM. La Strada meets up at the airport and informs the trafficked person about the services available.

Activities for Recovery

When a trafficked person arrives to Moldova she is often referred to the IOM shelter which offers some medical treatment, psychological counselling and integration activities (see below). La Strada differentiates between rehabilitation, which is seen as the urgent medical, and psychological help that is provided by IOM, and reintegration which is coordinated by La Strada. Due to the small size of the country La Strada argues that it is most appropriate to have the rehabilitation centre in Chisinau. After rehabilitation the trafficked persons can go back to their hometowns for reintegration activities. La Strada is currently working to expand its network of contacts in rural areas and works on providing training to social workers on how to provide assistance to trafficked persons. La Strada has also developed Guidelines for social workers based on own and international experience on providing social assistance to trafficked persons.

Activities for Integration

La Strada acts as the coordinating agent for initiatives that can meet the needs of the victims. Victims are referred by La Strada to the NGOs that La Strada has an agreement with and which can cater for the specific needs such as legal advice in cases of divorce, parenthood right etc. The costs of these services are covered by IOM or La Strada through its funds from OSCE.

A plan is made up for the reintegration of the woman or girl, either by La Strada or by a psychologist at the IOM centre. IOM offers professional orientation counselling where the staff analyses the individual prospects and make a plan together with the woman. There is a special test conducted by the psychologist to identify each woman's particular skills, capabilities and resources, and thereafter a plan can be made. For those who want to pursue a university education or vocational training, La Strada can provide scholarship grants through funds from an OSCE project.

The reintegration plan also takes into account the nature and status of the women's relationships with their families and/or husband and try to build on the capacity of the social network of each woman.

As a referral point La Strada puts emphasis on confidentiality and respect for human rights as guiding principles in the delivery of services among the providers in the network. This work is particularly important in the work of the public institutions where there is a tendency to speak of the trafficked person only in their capacities as victims. Here La Strada argues that trafficked persons, like any vulnerable group e.g. single mothers, should be entitled to compensation and support from the state and not only because they are victims of trafficking.

La Strada monitors the women and girls' progress for about 6 months after leaving the programme. The length of monitoring of course depends on the individual plan of rehabilitation and reintegration. The emphasis is on making sure that the trafficked person builds her self-confidence, her trust in herself and becomes independent.

Cooperation with Other Actors

La Strada has been active in the NGO network for two years. On IOM's initiative there are monthly meetings with NGOs, OSCE. UNICEF is working to coordinate the work against child trafficking. Largely on the initiative of IOM and OSCE, the Government set up a national committee to combat human trafficking. The committee has three working groups; the legal framework, prevention and awareness, assistance to trafficked persons (chaired by the Vice-Minister of Labour) and La Strada is part of the latter two. The Government has also set up two regional counter trafficking units in the Ministry of Interior. According to La Strada, this has resulted in an increasing understanding among the police of the importance of cooperation with NGOs.

Rather than developing centres for one-stop assistance to trafficked persons, La Strada prefers that the national referral system, the mechanisms for support is strengthened. In this work La Strada would continue to act as a referral point but also monitor the developments of each trafficked person as she checks out of shelter, establish contact with social workers in each region that can provide long term support and contact La Strada again in cases where more support is needed.

La Strada also offers training for professionals in other organisations and institutions working against trafficking and training modules available are:

- Awareness Training Module for Professional Groups (NGOS, Journalists, Local public administration, police, other)

- Professional Training Module for School Staff
- Professional Training Module for Social Services Workers

La Strada has also produced several training materials and handbooks such as the Practical Guide for Social Workers “Social Assistance of Trafficked Persons and Phenomenon Prophylactics” (in Romanian) and Guidelines for Hotline Consultant (Romanian)

IOM Moldova

Introduction

The IOM rehabilitation centre for trafficked persons opened in September 2001 in Chisinau, the Moldovan capital and assisted 263 women in its first year.⁴² The centre, which has a 20-bed capacity, caters for both urban and rural trafficked women, providing a range of services under a single roof. Boarding and lodging is provided beginning with first-night reception for rural women, who may benefit from further assistance the next day, or return on a voluntary basis on a designated day.

IOM's activities in terms of repatriation, recovery and reintegration have been described above, why they will be dealt with only briefly below.

Activities for recovery

Trafficked victims can receive medical treatment at the rehabilitation centre such as gynaecological and sexually transmitted disease (STD) examinations and treatment. Psychological and social counselling is available on individual and group basis and the rehabilitation is individualised to the needs of each person. If the centre's psychologist deems that the victim is in need of psychiatric assistance, she/he can be referred to a psychiatrist. Those with serious mental dysfunctions are referred to a specialised hospital with agreement with the IOM.

Activities of integration

As mentioned above IOM offers professional orientation and the making of plans for vocational training. The reintegration programme offers professional training in tailoring, hairstyling, manicuring and pedicuring, secretarial services, computer skills and foreign languages. Courses are available throughout the country where some of the course providers also offer lodging facilities. IOM is currently implementing an apprenticeship programme with the Ministry of Labour in cooperation with NGOs. The aim is to effectively reintegrate the women into society, facilitate employment and avoid re-trafficking. IOM can also provide some material support.

The Italian Consortium of Solidarity has carried out a pilot project in agreement with IOM for a business training course, where trafficked persons can learn how write business plans, consult a lawyer, an economist and a bookkeeper on the prospect of such plan and thereafter receive a small grant to implement it. The project will be started in larger scale

⁴² Chauzy, Jean Philippe "Moldova - Rehabilitation Centre for Victims of Trafficking" IOM Press Briefing Notes, 22 October 2002

next year. However, 70% of the trafficked persons who come through La Strada have not finished school and are not capable of running their own business and therefore need some training in basics skills prior to starting your own business.

ROMANIA

Salvati Copiii/ Save the Children Romania

Introduction⁴³

Salvati Copiii has worked in the area of sexually exploited children for many years and provides rehabilitation and reintegration services to trafficked person since 2001. The organisation is also conducting training with police and other key sectors on child trafficking. The persons trafficked for the purposes of commercial sexual exploitation and provided assistance by Salvati Copiii are all girls where the majority is 16 years old or above. Salvati Copiii has altogether assisted 40 girls under their programmes.

Activities for Recovery

All girls who have been assisted by Salvati Copiii have been repatriated to Romania through IOM's repatriation programme. On arrival, the girls who have nowhere to go can stay at the small centre in Bucharest, which is operated by IOM in cooperation with the Ministry of Interior. The girls are thereafter referred to Salvati Copiii, which has 15 local branches around the country. In 7 of these there are multi-disciplinary teams trained to work with sexually abused children and that can provide psychological support and counselling. In cases where the girl lives in a rural area, the psychologist can travel to where she lives.

Individualised plans are set up for the girls' short and long term recovery and integration. The team of specialised counsellors determines the psychological needs of the girls and plans the psychological counselling thereafter. The limit to counselling is determined by financial limits rather than pre-defined limits to counselling. Salvati Copiii considers the amount of money allocated for each victim too little as some girls are in need of legal assistance, come from a poor family etc. Medical treatment is provided through the organisation's contacts with family doctors and specialists in different hospitals.

In cases where the girls file a report with the police or participate in court proceedings against traffickers, the available witness protection is very small and in practice the girls are not at all well protected. Here Salvati Copiii does what it can to protect the girls by always accompanying them. When the girls go back to their communities the organisation notifies the local authorities so that they can provide some protection for the girls.

⁴³ The below information is compiled after personal communication with Gabriela Alexandrescu, Executive President, Salvati Copiii/Save the Children Romania 2003-03-03

Activities for Integration

Vocational training courses are offered to the girls according to their wishes and what is realistic on the job market. Here specialised companies who run training courses for certificates are hired to conduct the training e.g. for mechanics, cooking, hairdressing, pastry making or computer training. Others need to finish their education and here Salvati Copiii can provide the financial and social support for doing so. After the training, Salvati Copiii assist the girls in getting in contact with future employers and accompany them to make arrangements. The organisation can also offer smaller financial support for the material needs, expenses for medication etc. In cases where the girl wants to open a court case against her trafficker, financial support can be provided for her legal counsel. The funds for reintegration are covered by a regional Save the Children programme which grants funds for individual cases. The IOM can provide some funds for the legal assistance in cases of court cases but the state does not provide any services or funds in this regard.

The success of each girl is monitored through contact with the counsellors for 6 months after the programme and in some cases for up to a year. With a few exceptions where the girls have more severe health problems, Salvati Copiii considers the results to be very good.

Among the success factors are the well-trained personnel; training has been conducted by experts on treatment of children subject to sexual abuse from e.g. Save the Children Sweden, the USA and UK. Salvati Copiii also considers the financial support from Save the Children essential for their success.

Cooperation with Other Actors

Salvati Copiii cooperates closely with the IOM, the Ministry of Interior and local NGOs and considers this cooperation as one of the success factors in their work. As the children have many needs, which cannot be solved by one NGO only, the partnership with other actors is essential. The organisation also works closely with the police where Salvati Copiii conducts training of policemen who interview the returning girls in cooperation with IOM. Salvati Copiii also has good cooperation with the Ministry of Interior's national division against organised crime and will conduct training on trafficking among their staff members in the field.

Reaching Out Organisation

Introduction⁴⁴

Reaching Out was established in Romania in 1999 as the first and only NGO to give long term assistance to victims of trafficking. Its mission is to restore victims of trafficking as fully functioning members of society, giving them the chance to a normal life that everyone deserves. The "New Beginnings" shelter programme provides trafficked girls with at least one year of assistance for recovery and integration, including a secure environment,

⁴⁴ The following information is extracted from Reaching Out (2002) "Standards for establishing shelters of Victims of Trafficking" and personal communication with Iana Matei, Director of Reaching Out, on 2003-03-04

counselling to overcome the trauma, education, medical care, vocational training, and job placement assistance. Girls are referred to Reaching Out through police, other NGOs, and friends of the girls in the programme. The girls in the programme are between 12 and 24 years old, they usually have less than high school education and often have a background of emotional and physical abuse suffered in institutions (e.g., orphanages) or in dysfunctional families. The services are responsive to individual needs, individual strengths, and the different environments from which the trafficked girls came and those to where they will return. The girls' progress is followed for two years after leaving the programme and of the more than 100 girls that have participated in the programme, all but five girls (who are back in prostitution) are living independently. The organisation also works with prevention of trafficking through community education.

Activities for Recovery

Until 2003, the shelter was housed in two normal apartments, in order not to isolate the girls from society in an institution-like setting. However, the neighbours found out about the girls and started calling them names. In 2003, Reaching Out moved into a newly built house with an adjoining tailoring workshop which will become part of the girls' vocational training. The shelter has five social workers working in shifts so that it is staffed around the clock, as well as a staff psychologist.

Therapy is provided both on an individual basis and in groups. Group sessions are held twice a week to deal with abusive patterns, victim mentality, and breaking the pattern of giving own power of decisions to others. The first individual counselling session focuses on drafting the girl's future plans for school and work, with both short and long-term goals. Girls are encouraged to further their education. They also set goals for emotional or behavioural change (e.g. not getting angry so easily), and they are helped to make goals measurable so that they can monitor their progress. Different kinds of progress (e.g. good school results, showing of initiative at the shelter) are rewarded. The staff also use methods such as teaching the girls to knit and sew in order to prove to them that they can learn new things, that they can be creative, and in order for them to find out what they enjoy.

Many of the girls have very skewed experiences of relationships with men, only understanding relationships with men that centre on sex. Counselling helps them overcome the trauma and learn what constitutes a healthy relationship. Part of this work is learning how to get along with those with whom you live. Therefore, no boyfriends are allowed at the shelter. As many of the girls come to the programme thinking that all men are evil, Reaching Out decided to employ a male assistant in order to provide the girls with a positive male role model.

Medical services are provided outside the shelter and social workers support the girls in setting up appointments, taking girls to the doctor, and overseeing the accurate use of medication. Different kinds of health education focus on why it is important to take care of oneself, how to do this, how to break the cycle of abuse, and so on.

Activities for Integration

The girls are involved in the running of the shelter. They plan weekly menus, assist with cooking, and shop together for groceries as a method to learn budgeting and economy and to learn to take care of each other. Separate classes are also held for the girls to learn budgeting and personal economy.

Some of the girls work and others go to school according to their personal plans. Girls who have difficulty going to school or have low motivation can work and study on a part-time basis. A social worker is responsible for school involvement with tasks such as keeping in touch with the teachers, representing the girls at parent meetings, finding out if problems at school exist, helping with home work, and recommending tutoring when necessary. Their active interest in the girls' performance and their assistance makes it easier for the girls to complete their studies. To some girls, going to school is frightening because they have been told they are stupid. In those cases tutors are hired to help them prove to themselves that they can learn. After the first year in school, most of them have a good future plan and are able to define their goals in life.

Vocational training is provided according to the girls' future plans, and Reaching Out pays for the training offered by an external agent. A new workshop, connected to the shelter, has just been completed, where the girls can be trained in tailoring and in running their own businesses. The rationale behind the workshop is that many of the girls have difficulty finding employment due to their background, and instead they can be helped to open their own businesses. In the workshop, interested girls can be trained and thereafter work for three months in both tailoring and management of the workshop while living in the shelter. This way they will be able to learn business management and save their salary as capital to start their own business.

Another essential life skill taught at Reaching Out centres is on how to get a job, including locating a job, getting an interview, the interview process, negotiating for pay, and so on. These skills are practised in role-plays with social workers.

The girls normally stay at the shelter and in the programme for one year, but if there is a need to stay longer efforts are made to make this possible. Prior to the girls leaving the programme, the staff assists with practical arrangements such as finding accommodation and retrieving identity documents. Many of the girls have little knowledge in how to handle money and to budget for short and long term needs, and Reaching Out therefore provides training in this regard. When a girl is about to leave the programme she needs to present a budget for the next three months where she prioritises her needs according to the amount of money she will have. When leaving the programme the girls are provided with a set of winter clothing and encouraged to keep in touch with the organisation and come back for help if they need it. For example, she can eat at the shelter and have the staff help her re-budget. Rather than Reaching Out monitoring the girls, girls are encouraged to maintain regular contact with the shelter and normally do so. Staff will contact a girl to make sure that she is all right if she does not make contact for a long time.

The staff encourages girls who want to get in touch with their families to do so. If a parent(s) wants to remove a minor from the programme against the wishes of the child, and if abuse is discovered within the family, child protection and police are called. Minor girls

without families have been allowed to stay in the programme until they finish school and start working. If no abuse has been discovered, the staff helps parents see the benefits for the child to stay in the programme (e.g. it does not cost the parent anything and the child has a good opportunity for a better life). In the cases where a girl is from a semi-healthy family, counselling is carried out with the family so that she can find support within the family environment and the family can understand that she was a victim and not "stupid".

The girls also receive support in building a social network apart from the shelter and school. Church attendance is one optional method. Attempts with letting the girls volunteer at orphanages were abandoned after the staff treated the girls as "bad women."

Cooperation with other Actors

Reaching Out is part of a newly established national network of NGOs and the interministerial task force set up to combat trafficking. The task force has discussed national standards regarding trafficking and taken the decision to establish shelters for trafficked persons in counties throughout Romania. However, according to Reaching Out, the counties do not prioritise these activities with the result that action to develop these shelters has been slow, if happening at all.

UKRAINE

NGO - IOM cooperation in Ukraine

Introduction

Ukraine is one of the major countries of origin for victims of trafficking in Europe. NGOs and IOM have for the past years established a good cooperation on recovery and reintegration of the trafficked persons who return. A national network of different NGOs such as religious NGOs, self help organisations formed by former victims of trafficking etc work to provide rehabilitation and reintegration services in different parts of Ukraine in cooperation with IOM. In 2002, IOM started a Protection and Reintegration Assistance project to develop effective a sustainable reintegration assistance programmes for trafficked persons. Within the project the IOM provided funds and training to local NGOs to strengthen their existing initiatives and build on the sustainability of the network.

About 60% of the trafficked persons are identified by local NGOs and about 30% by the IOM after returning home.⁴⁵ They are thereafter informed about the services available through the NGOs and the IOM. However, according to Anti-Slavery, many trafficked persons in Ukraine remain unaware of the services provided by NGOs as many victims who contact police to report traffickers are not considered to be trafficked persons and are hence not referred to NGOs.⁴⁶ In an attempt to change this, La Strada Ukraine developed an

⁴⁵ IOM Ukraine (2003) "Combating Trafficking in Women in Ukraine: NGO Cooperation and Support" p. 1

⁴⁶ Anti-Slavery International (2002) p.207-208

application form for police to give to persons who report cases of trafficking, explaining the availability of NGO services.

Activities for Recovery

NGOs provide victims with airport assistance, legal assistance with civil issues such as divorce, retrieval of property, civil liability, legal consultation and representation for victims serving as witnesses, retrieval of lost documents, emergency and informational telephone hotlines, ensuring victims' security by keeping regular contact with them etc.

In 2002 IOM opened a medical rehabilitation centre in Kyiv in cooperation with the Inter-Ministerial Coordination Group and health authorities. The centre has medical doctors, psychologists and nurses, high standard medical equipment and offers medical testing and treatment free of charge. Group therapy, reproductive health education and initial counselling for vocational training is also offered. In cases of specific health needs IOM have channels to specialised state clinics to which victims can be referred e.g. one victim with severe gun shot wounds was referred to a specialised clinic. The centre can accommodate 14 women at a time and the women can stay during their treatment up to three weeks. The centre's safety precautions are high - each staff member and the women living at the centre are allocated with panic buttons, which will alarm the IOM security team in cases of emergency.

Ukraine has a witness protection law providing for the right to safety and protection, including rapid assistance if in danger, change of identity and documentation, for those who act in criminal proceedings.⁴⁷ However, as comprehensive witness protection is expensive and the mechanisms not fully developed it is difficult for victims of trafficking to access these programmes. Instead police protection and safe accommodation (shelters run by NGOs) have been used for witnesses in a few trafficking trials only until the end of the trials.⁴⁸

Traffickers' assets are seized by the authorities to the Federal Treasury from which persons who have suffered 'material, physical or moral damage' from a crime has a right to claim compensation.⁴⁹ However, the implementation of this law is in practice difficult due to "the Federal Treasury's bureaucratic mechanisms for compensation and lack of awareness amongst victims about compensation mechanisms"⁵⁰ and La Strada Ukraine instead recommends that a separate State compensation fund be created with funds seized by traffickers, for trafficked persons.⁵¹

The Government has put up an Inter-Ministerial Coordination Group chaired by the Vice-Prime minister to coordinate efforts to combat trafficking and provide assistance to victims. IOM has provided legal assistance to victims and according to IOM this has helped bridge the gap of trust on the part of the victims towards law enforcement officials.⁵²

⁴⁷ Anti-Slavery International (2002) p. 204

⁴⁸ Ibid.

⁴⁹ Anti-Slavery International (2002) p. 208

⁵⁰ Ibid.

⁵¹ Anti-Slavery International (2002) p. 210

⁵² IOM "Trafficking in Migrants, Quarterly bulletin no 26 September 2002 p.7

Activities for Reintegration

The IOM provides trafficked persons with grants for vocational training on an individual basis but is channelled through NGOs.⁵³ The IOM provides reintegration grants, channelled through NGOs, to individual trafficked persons (e.g. 150 USD ~ 3 monthly salaries) and can, when needed, provide housing allowance for emergency accommodation, funds for vocational training, funds for recovery of legal or identity documents and funds for legal counsel. Rehabilitation and reintegration services can be provided in other parts of Ukraine (e.g. Kiev) if the victims do not want to return to their home cities or towns.

NGOs provide counselling for vocational training e.g. assist victims to identify what they want to do, what they are good at and to make plans for the future. The emphasis here is to make sure that the plans are realistic not to create expectations that will not be fulfilled. Most victims have short education and will either want vocational training or further their studies. IOM can provide funds in both cases. Vocational training is offered through external training or education institutions and the choices for training therefore vary between the cities. Examples of vocational training that is provided is computer courses, training for office manager, accounting, foreign language, hairdresser, pedicure, sewing, massage, medical nurse etc. If the victim is a minor, tutors can be hired to conduct education in the shelter.

NGOs are provided with a specific monitoring grant from the IOM to monitor the integration process of individual victims and are required to provide IOM with monitoring reports. The results regarding employment status of victims who have received reintegration assistance in 2002 (total of 332) show that 28 % are in private business, 11% in state owned business, 9 % are students, 15 % are still receiving assistance.

Women of Donbass

Women of Donbass has provided reintegration assistance to 95 trafficked persons and offers the following assistance funded by IOM:

- Medical /psychological examination and treatment/ counselling;
- Reinstallation grants;
- Vocational training courses;
- Legal assistance.

Revival of the Nation

Revival of the Nation has provided reintegration assistance to 94 trafficked persons and offers the following assistance funded by IOM:

- Medical /psychological examination and treatment/ counselling;
- Reinstallation grants;
- Vocational training courses;
- Legal assistance.

⁵³ Fredric Larsson, IOM Ukraine personal communication February 22, 2003

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Other sources

Kvinna till Kvinna web site <http://www.iktk.se>

On the Road information documents "From Victims to Citizens" and "On the Road, Activities and Services"

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Ternopol, Ukraine

Appendix 1 - Questions to the material

The following battery of questions has been used as guidance in the mapping process rather than as questionnaires to the organisations and institutions.

General organisation of recovery, return and integration in the country/region

Who identifies the victims?

Where do they live after being found and in waiting for trial or return?

What is their legal status? Can they get residence permit?

Who provides health care, shelter or accommodation, education?

Who pays for accommodation, repatriation, trial & legal assistance?

Which organisation/institution is responsible for return?

How are the activities/services coordinated? Is there coordination of authorities?

Which approach and focus do other important actors have in the country/region?

Difference?

Information about the organisation/institution

Organisational type – NGO or government/authority (local or national)

For how many years has the organisation offered recovery services?

Target group of initiatives – women/men, boys/girls? Ethnic groups?

What kind of activities for victims:

- Recovery, (legal, medical, psychological, financial; protection such as witness protection and shelter, and support. Therapeutic sessions, peer support, legal counselling and assistance, health service, etc)
- Repatriation (accompany victims back, organise receipt in home country)
- integration, financial and social service, contact with family/social network, education and training such as vocational training, job finding skills, employment opportunities.

Are there specific measures of integration of minors (new family & home)?

With which other NGO/Government actors are they cooperating? Cooperation and relationship? (Police, immigrations, social services, etc)

Which approach or framework is applied (Human rights, gender, empowerment etc) and how is this manifested?

How are results evaluated/how is success measured? (Are long term results considered?)

What is considered success regarding the goals?

Are the activities documented? How and where?

Factors and cases of success

Which are factors of success? (legal framework, coordination of activities, approaches and methods)

Are there examples of successful cases of victim integration?

How could the overall recovery, return and integration be improved?

By who was the organisation recommended:

Appendix 2 - List of organisations and institutions contacted and/or reviewed

Albania

Ndhimë Per Fëmijët (Help the Children)

Contact: Robert Stratoberdha, Director

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Web site: www.tdh.ch

UNICEF Tirana

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e-mail: Bywca@open.by

Web site: http://www.ecn.cz/lastrada/belarus/index_en.html

Belgium

European Women's Lobby

Contact: Colette De Troy

e-mail: centre-violence@womenlobby.org

Web site: <http://www.womenlobby.org/>

Payoke

<http://www.payoke.yucom.be/>

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c/o Women's Development Centre,

Community Service

fax: 00387 36 310 776

mail: Fadila@cob.net.ba

Web site: http://www.ecn.cz/lastrada/bosnia_herzegovina/index_en.html

UNICEF Sarajevo

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SOLWODI – Solidarity with women in distress

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Terre Des Femmes

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