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THE STATE OF EFFORTS IN ALBANIA TO COMBAT TRAFFICKING OF PERSONS 2007-2008



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Cover photo An anti-trafficking poster created by the students of the “*Kristo Isak*” high school in Berat, which says “We are not for sale”, echoing an IOM anti-trafficking awareness raising campaign conducted several years ago in Albania. The poster was made as part of their peer to peer anti-trafficking awareness raising. The activities were conducted in the school under the guidance of staff from *In Protection of Urban and Rural Women of Berati* in cooperation with the high school teachers.

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THE STATE OF EFFORTS IN ALBANIA TO COMBAT TRAFFICKING OF PERSONS 2007-2008

An Overview of Government and Civil Society Policies and Programs

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DISCLAIMER

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ACRONYMS AND DEFINITIONS

ASP	Albanian State Police
BCP	Border Crossing Point
CAAHT	The Albanian Initiative: Coordinated Action Against Human Trafficking, USAID
COOPI	Italian Development Cooperation Office
CoP	CAAHT Program Chief of Party
GIS	Geographic Information System
CPU	Child Protection Unit
ICITAP	International Criminal Investigative Training Assistance Program, US Department of Justice
ICMPD	International Center for Migration Policy Development
ILO-IPEC	International Labor Organization - International Program on the Elimination of Child Labor
IOM	International Organization for Migration
LPC	CAAHT staff Local Program Coordinator
LGPA	Albania Local Governance Program, USAID
M&E	Monitoring and evaluation
MES	Ministry of Education & Science
MOLSAEO	Ministry of Labor and Social Affairs and Equal Opportunities
MoU	Memorandum of Understanding
NAP	National Action Plan
NMS	Naval Maritime Station
NPF	Help for Children Foundation/Fondacioni “Ndhme per Femijet”
NPO	Not for Profit Organization
NRC	MOLSAEO’s National Reception Center for Victims of Trafficking
NRM	National Referral Mechanism
ONAC	Office of the National Anti-trafficking Coordinator, Ministry of the Interior
OPDAT	Overseas Prosecutorial Development, Assistance and Training, US Department of Justice
PAMECA	Police Assistance Mission of the European Community to Albania
RA	Responsible Authority
RC	Regional Anti-Trafficking Committee
SIDA	Swedish International Development Agency
SOG	Special Operative Group
SSPS	CAAHT staff Social Service Program Specialist
TIMS	Total Information Management System - an integrated database for the police in Albania.
TWT	Technical Working Table
UNDP	United Nations Development Program
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
VoT	Victim of trafficking

Kanun

The *Kanuni i Lekë Dukagjinit* (*The Code of Lekë Dukagjini*) is a set of laws developed by Lekë Dukagjini and used mostly in northern Albania and Kosovo from the 15th century until the 20th century. It has experienced a resurgence in particularly the rural communities of the North since the fall of the communist regime in the early 1990s. It is a set of customary laws passed down through the generations, which was codified and written down in the 19th century by Shtjefën Gjeçov. Although *Kanuni* is attributed to the Albanian prince Lekë Dukagjini, the rules evolved over time as a way to bring laws and rule to these lands. The code is divided into several sections: Church, Family, Marriage, House, Livestock and Property, Work, Transfer of Property, Spoken Word, Honor, Damages, Law Regarding Crimes, Judicial Law, and Exemptions and Exceptions. The current Albanian Penal Code does not contain any provisions from the *Kanun* that deal with blood feuds, and no acknowledgment of this code is made in the contemporary Albanian legal system.¹

Qarku / Qarqe

Qarku designates governmental administrative units in two ways. It is the term for the Regional Council of municipality and commune mayors/ leaders of the *Qarku* region and it also designates the geographic boundary of that administrative unit. *Qarqe* is the plural of *Qarku*. There are 12 *Qarqe* in Albania: Shkodra, Kukes, Lezhe, Diber, Durres, Tirana, Elbasan, Korça, Fier, Berat, Vlora and Gjirokastra.

Prefect

The *Qarqe* are administered on behalf of the central government by 12 Prefects, appointed by the Prime Minister.

DEFINITIONS FOR CATEGORIES OF SHELTER BENEFICIARIES²

Victim of Trafficking - an adult or child who has been recruited, transported, transferred harbored or received by means of threat, use of force, or other forms of coercion, abduction, fraud, deception, abuse of power or of a position of vulnerability or giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation. This may occur within a single national boundary or across international borders.

Note

Until recently, many government authorities in the country restricted their definition of victim of trafficking to those who are not only identified by a qualified social worker and/or police officer, but in addition has agreed to cooperate with law enforcement as a witness to the crime(s) committed against him/her. Increasingly, police officers are using the NRM definition, which does not require cooperation with law enforcement.

¹ Source: Wikipedia webpage on "Kanun" <http://en.wikipedia.org/wiki/Kanun>

² These definitions have been developed and applied by the NPO organizations in the National Shelter Coalition. They include, and are consistent with, definitions from the NRM, but also account for other types of beneficiaries not taken into consideration in the NRM.

Shelter providers apply the NRM/Palermo Protocol definition to all of their beneficiaries, regardless of whether that person agrees to cooperate with law enforcement.

Presumed Victim of Trafficking - an adult or child who has been interviewed by a qualified social worker and/or police officer, and about whom the interviewer(s) either a) believes his/her situation signals a likelihood of exploitation but about whom there is not yet enough information, and/or b) the interviewer(s) believe that the situation of the interviewee qualifies as a case of trafficking but the individual does not accept/believe that s/he has been a victim of trafficking.

At-risk - an adult or child who presents a personal, family and/or social situation about which a qualified social worker assesses that there is substantial concern that he/she is likely to be at risk to become a victim of trafficking in human beings.

Violated/Abused - an adult or child who reports that s/he has been sexually violated and/or otherwise repeatedly physically or emotionally abused.

Note

Shelter beneficiaries may be included in this category regardless of whether they have reported these crimes/abuses to law enforcement or other government officials.

Clandestine - an adult or child who crossed an international border without regular documentation (e.g. passport, identify card, entry visa, work/residency permit, etc.) but who does not report him/herself to be a victim of any crimes under the Palermo Protocol on trafficking in human beings.

Note

These beneficiaries are generally identified by law enforcement officials in either the State of origin or destination, and are returned to Albanian authorities. There is only “transportation” involved with this category of people, but there is no evidence of any trafficking related crimes having been committed against the person. Many of these persons may have used human smugglers, as defined in the Palermo Protocol on smuggling of human beings. Consequently, these individuals may be considered by the State to have departed, entered, or resided in the country “illegally” and therefore has committed crimes against the State.

EXECUTIVE SUMMARY

STRUCTURE OF THE REPORT

The State of Efforts in Albania to Combat Trafficking in Persons 2007-08 is the fourth in a series of annual reports issued by the USAID program The Albanian Initiative: Coordinated Action Against Human Trafficking. It draws on the data and experience of the CAAHT program to offer an overview of anti-trafficking policies and programs in Albania related particularly to social services and education. It describes, and in some cases critiques, anti-trafficking policies and programs implemented by central, regional and local government bodies, civil society and international partners between August 2007 and July 2008.

This year's report begins with a new chapter that analyzes trends in human trafficking based on individual victim of trafficking case data provided by the four NPO anti-trafficking shelters that are part of the National Referral Mechanism. It considers the profiles of Albanian victims of trafficking, the push/pull factors that lure them into being trafficked, and the mechanisms used to entrap them.

The second chapter reviews the main achievements and challenges of the central, regional and local government in the areas of prevention, protection, and assistance and reintegration. It highlights key efforts of the Office of the National Anti-Trafficking Coordinator (ONAC), the state of the National Referral Mechanism (NRM) and Responsible Authority (RA), and the performance of the Regional Committees in the Fight against Trafficking in Human Beings and municipalities. In particular, it provides a detailed description and assessment of the recently established ONAC database on victims of trafficking.

The third chapter summarizes anti-trafficking programs implemented by the non-governmental organizations during the reporting period. Projects of 24 national NGOs and two international NGOs working through the country are described individually. The activities include anti-trafficking awareness raising, vocational training and other prevention services, assistance for victims of trafficking, and promoting coordinated anti-trafficking services in their communities.

The fourth chapter provides a brief overview of the key activities and achievements of the CAAHT program over the past year. Highlights include the establishment of the National Anti-trafficking Shelter Coalition, use of Appreciative Inquire methodology in monitoring and evaluation, and creation of new anti-trafficking data recording instruments that have substantially increased the capacity of civil society actors to track and analyze their program work. The combined achievements of CAAHT grantee organizations is also reviewed.

The fifth chapter briefly describes anti-trafficking program and activities of the intergovernmental organization, and international donors. The sixth and final chapter provides main conclusions drawn in the report, and offers recommendations to various anti-trafficking actors to help continue to improve their work in the coming year.

KEY FINDINGS

The shelter beneficiary data challenges a number of commonly held assumptions about the causes of vulnerability to trafficking. It indicates that most victims of trafficking were recruited in their community of origin, and by someone they knew personally. Over half of the victims of trafficking assisted in the NPO shelters had completed compulsory education. Most victims of trafficking were recruited from more urban areas of the country, and in the “moderately economically distressed” *qarqe* of the country. Over 90% of the victims of trafficking in the shelters from the general Albanian population; only 9% were from the Roma and Balkan Egyptian minorities communities.

Insufficient identification of victims of trafficking remains a key problem in Albania. The National Referral Mechanism is weak, and cooperation with law enforcement is erratic. At the same time, identification of victims of trafficking remains overwhelmingly dependent on law enforcement. NGOs and the community at large need to play a greater role in identify and assisting people at risk of being trafficking, as well as offering protection and reintegration to those who have become victim to these crimes.

In May 2008, members of the CAAHT staff attended an ICMPD Regional Meeting in Italy on National Referral Mechanisms. It was enlightening to compare the anti-trafficking efforts in Albania with what has been done in neighboring countries in the region, and in Western Europe. It was obvious that countries of Southeastern Europe still have much to do to “put flesh” on their legislative and administrative frameworks. Implementation remains the core challenge in most countries, with government representatives from several of the countries still insisting that trafficking of persons simply isn’t a problem in their country. In that context, the Albanian delegation stood out as well informed, and serious about identifying and resolving obstacles to implementation of anti-trafficking work. Many of their particular achievements over the past year have been recognized in this report.

INTRODUCTION

There is an ancient story of the blind men and an elephant that has been attributed to the Sufis, Jainists, Buddhists, or Hindus, and has been used by all those groups. In various versions of the tale, a group of blind men (or men in the dark) touch an elephant to learn what it is like. Each individual touches only one part, such as the side or the tusk. They then compare notes on what they felt, and learn they are in complete disagreement.³ The story reminds us that we often draw our conclusions from incomplete information or that we can significantly disagree about the same information. It also reminds us that in order to discover out the whole truth, we must put all the parts together.

This is an apt metaphor for any attempt to describe anti-trafficking efforts in Albania, or anywhere else in the world. Trafficking in human beings has only been recognized to be a crime according to international law since 2000. It is widely confused, or fused, with smuggling of persons. It is notoriously difficult to describe or quantify, since the core activity that defines it is lodged in secretive, criminal, usually transnational behavior. Traffickers don't submit annual profit/loss statements, pay taxes, or hold public conferences on techniques and trends. Most of what we know about trafficking in persons is learned through the painful experiences and stories of those who become victims of its crimes and are then identified by anti-trafficking actors.

This new volume in the CAAHT series of reports on the state of anti-trafficking efforts in Albania takes a constructive step forward in the process of presenting and analyzing a breadth of case-based data from anti-trafficking service providers, which has previously never been consolidated. It does not purport to present an exhaustive nor definitive description of anti-trafficking efforts in Albania.

Like the group of blind men trying to describe the elephant, this report is offered to the wider anti-trafficking community of Albania as a modest contribution to our common efforts to better understand what causes some Albanian women and children to become vulnerable to trafficking, and to promote more effective systems and programs to prevent it.

³ Source: Wikipedia, http://en.wikipedia.org/wiki/Blind_Men_and_an_Elephant

CHAPTER ONE

SITUATION OF TRAFFICKING OF HUMAN BEINGS IN ALBANIA

This chapter analyzes trends in human trafficking in Albania between August 2007 and July 2008. The analysis is predicated primarily on data provided by the four NPO shelters that are members of the National Coalition of Anti-trafficking Shelters⁴, participants in the National Referral Mechanism, and current CAAHT grantees. This is compared as much as possible with correlating data extracted from the Total Information Management System (TIMS) database.⁵ Some data was also obtained from the Office of the National Anti-Trafficking Coordinator. That data had limited use in the comparative data analysis process because it is consolidated in annual figures by calendar year. Data comparable to the reporting period for this report could not be extracted from it.⁶

Both the *Vatra Psychosocial Center* and *Different and Equal* shelter have published reports previously that analyze trends in trafficking of persons from Albania. However, the analysis in each of these reports was based on data about cases served only in the shelter of the organization that published the report.⁷ This chapter represents the first time that data from the four main NPO victim of trafficking shelters has been consolidated and analyzed. This is an important result of the recently established National Coalition of Anti-trafficking Shelters.⁸

As part of its technical support for the Coalition, the CAAHT Research Coordinator designed an extensive non-personal identifier, case specific, data recording instrument that was presented to the Coalition for review and agreement in early June 2008. The instrument was enthusiastically received by the member organizations. They, in turn, kindly agreed to complete the instrument with data retroactive to August 2007, in order to provide the CAAHT program the data used in this chapter (see Appendix E).

Each of these shelters provides assistance to several types of beneficiaries, including victims of trafficking, presumed victims of trafficking, at-risk, violated/abused and clandestine. (See *Acronyms and Definitions* for an explanation of each of these categories).

All four NPO shelters determine VoT versus presumed victims of trafficking based on criteria outlined in Annex I of the Cooperation Agreement to Establish the National

⁴ These include *Different and Equal* in Tirana, *Another Vision* in Elbasan, “*Vatra Psychosocial Center*” in Vlora, and the *Life and Hope* Transit Shelter managed by the Gjirokastra Community Center. The MOLSAEO National Reception Center for Victims of Trafficking is also a member of the Coalition.

⁵ This data was made available to the CAAHT program through the courtesy of the ICITAP program at the US Embassy.

⁶ This report is a contractual deliverable to USAID, due 30 September 2008. This reporting period coincides more closely with the United States government fiscal year of October 1 to September 30.

⁷ Several references will be made to these studies and reports, carried out by *Vatra Psychosocial Center* and *Different and Equal* shelter, in order to compare the findings and conclusions outlined in this chapter of the report to the results contained in those studies/reports.

⁸ See pages 46 for more information about this new Coalition.

Referral Mechanism (NRM) for the Enhanced Identification and Assistance to Victims of Trafficking. (The complete interview protocol is included in Appendix A.) The definitions in this protocol are based on international law in the Convention Against Transnational Organized Crime. This convention contains two protocols, which are referred to jointly as the Palermo Protocols. The “Protocol to Prevent, Suppress and Punish Trafficking in Persons...” contains specific criteria by which a victim of trafficking is defined. This serves as the basis for the NRM protocol.

Since this report is focused on the patterns and trends in trafficking of human beings during the reporting period, the analysis is focused on the data from cases of actual or presumed victims of trafficking (VoTs). This data is compared to other types of shelter beneficiaries when this information helps elaborate the situation of trafficking in human beings.

This is the first report to combine and analyze comprehensive data from the four main non-governmental anti-trafficking shelters in Albania. It must be recognized that this does not exhaust the potential data sources on victims of trafficking in Albania. The MOLSAEO National Reception Center is a central point for referrals from law enforcement authorities. Since the NRC is a member of the Shelter Coalition, the CAAHT program invited the staff of the NRC to contribute data for this report. No data was provided. In addition to the 5 main anti-trafficking shelters, a number of community service providers and religious communities across the country offering assistance to various categories of beneficiaries. This data has not been collected systematically yet by any office or program, and was not able to be taken into consideration in this report.

Profiles of actual victims of trafficking provide key information with which to extrapolate data that assists us in understanding where trafficking is occurring, how it happens, and what factors in individuals’ lives may make them more vulnerable to becoming trafficked and exploited. This information not only assists in creating a more informed picture of the trafficking situation; it will help non-governmental organizations, government bodies, and policy makers operating in the anti-trafficking area to design better anti-trafficking programs, policies and strategies in order to more effectively prevent and combat trafficking of human beings in Albania.

The four NPO shelters that belong to the National Anti-trafficking Shelter Coalition accommodate and assist a variety of beneficiaries, not only victims or presumed victims of trafficking. Most of the beneficiaries in these shelters arrive through referrals from the

Map 1: Albanian International Border Crossing Points connected to the TIMS database



Border Police or other law enforcement authorities such as Anti-trafficking Police. (See Appendix C “Referrals Among Service Providers”). The majority are identified initially through normal border authority procedures for processing regular and irregular migrants, deportees, tourists, visitors, etc. going in or out of the country at one of the fifteen Border Crossing Points in Albania connected to the TIMS database.⁹ (See Map 1). A number of factors hinder the capacity for the Border Police and Anti-trafficking Police to conduct in-depth initial assessments to identify those who are likely to be or have been victims of trafficking. Some of these factors include: a) the absence of pre-arrival data from authorities in sending countries; b) the absence of pre-arrival data from the Albanian Embassy in the destination countries; c) the large volume people to be assessed; d) the short time available to make an appropriate identification;¹⁰ e) a dearth of trained female police officers and governmental or nongovernmental social workers who are qualified to interview potential victims of trafficking or other crimes; f) insufficient facilities in which to conduct interviews; and g) insufficient support from governmental and NPO female social workers. It is therefore appropriate that law enforcement officials and social workers at the border points err on the side of referring people for initial shelter assistance in order to transfer them to a situation in which they may receive appropriate initial care such as food, clothing, hygiene, rest and counseling. Giving exhausted and possibly traumatized people a place and period for calm reflection increases the likelihood that their real and complete stories may be established. This, in turn, enables law enforcement officials to increase the accurate identification of victims of criminal activity, may increase the confidence of those individuals in law enforcement, and can enhance the likelihood that they will be willing to contribute to effective investigation and prosecution of criminals.

PROFILE OF VICTIMS OF TRAFFICKING ASSISTED IN SHELTERS

During the reporting period, a total of 368 beneficiaries were assisted in at least one of the four Shelter Coalition member NPO facilities. Out of these, 36% (133 women and children) were identified as presumed victims of trafficking or victims of trafficking (VoTs)^{11, 12}. An equivalent percentage (35% or 130) of beneficiaries was categorized as clandestine, i.e. people illegally crossing Albanian national borders. Additionally, 74 “at-risk” people and 31 violated or abused beneficiaries were also accommodated and assisted in these shelters.

⁹ Albania has 25 border crossing points. To date, 15 of them have been networked into the TIMS database.

¹⁰ By law, the Border Authorities may not hold a person at the border point for more than ten hours without charging them with a criminal offence.

¹¹ 114 VoT and 19 presumed VoT.

¹² The data recording instrument created by the CAAHT program, and used for the first time this year by all four NPO members of the National Shelter Coalition, tracks cases assisted by more than one shelter in order to avoid double counting shelter beneficiaries, particularly those who are VoT or presumed victims of trafficking. For detailed information about how the actual numbers of victims, presumed victims, at-risk, violated/abused and clandestine are totaled, see Annex B: Double Reported Cases. After adjusting to account for cases that were assisted by more than one shelter, from August 1, 2007 to July 31, 2008, 368 people were registered and assisted by at least one of the four non-governmental shelters in the Coalition.

Table 1: Types of beneficiaries provided with assistance & reintegration services

Shelter	VoT	Presumed VoT	At-Risk	Violated/ Abused	Clandestine	Total Beneficiaries
<i>Life & Hope</i> ¹³	48	12	37	8	113	218
<i>Vatra</i>	51	0	25	16	17	109
<i>Different & Equal</i>	15	1	11	7	0	34
<i>Another Vision</i>	0	6	1	0	0	7
TOTAL	114	19	74	31	130	368

As the far right column of Table 1 shows, more than half of the total cases registered between August 1, 2007 and July 31, 2008 were reported by the *Life & Hope* shelter managed by the Community Centre of Gjirokastra. This is the only short-term transit shelter¹⁴ in Albania. Its large number of beneficiaries may be attributed to this fact as well as its location near the Kakavija Border Crossing Point. This is one of the busiest border points in the country handling returned persons. During the reporting period, 18,000 deportees were returned by Greek authorities through this crossing point in addition to thousands of regular migrants and visitors. The *Vatra Psychosocial Center* shelter also accommodated and assisted a considerable number of beneficiaries. The smaller number of beneficiaries served by *Different and Equal* (D&E) in Tirana and *Another Vision* in Elbasan may be attributed to several factors including the longer-term assistance and reintegration services¹⁵ they provide, the comparably low number of referrals they receive from the Police structures¹⁶, and in the case of *D&E*, its dependence on the NRC as a primary source of referrals (see Appendix C – Referrals Among Service Providers).

Ninety percent of beneficiaries provided with services in the shelters during the reporting period were females. All of the 114 victims of trafficking identified among them were female; three were accompanied by a child. About 70% of the presumed victims of trafficking were females. All the males identified as presumed victims of trafficking (6 people) are children below 18 years of age. Most of these minors were accommodated and assisted by the *Another Vision*.

Almost 70% of shelter beneficiaries were initially received in the shelters during the first five months of the reporting period (August and December 2007). The month of September had the highest number of referrals. There was a significant decrease in referrals in the months of January through July 2008.

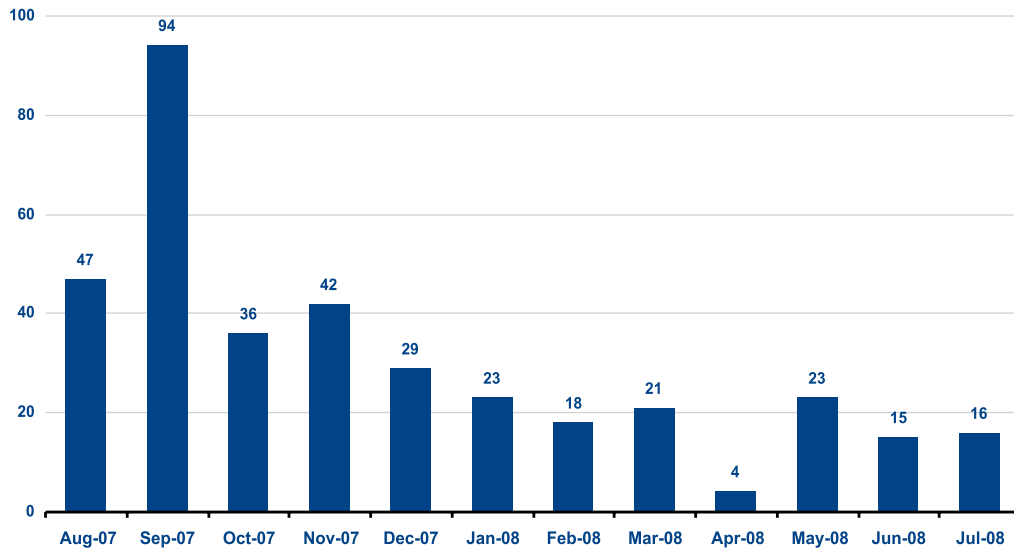
¹³ Consistent with the project proposals submitted by the Gjirokastra Community Center, this report uses the title *Life and Hope* transit shelter, which is the title of the shelter in all contractual documents between the CAAHT program and the Center. Other documents, most significantly, the “local operating agreement”, refer to this shelter as the Multifunctional Community Reception Center (MCRC).

¹⁴ People accommodated in this shelter receive assistance for a maximum period 15 days before they return to their homes or are referred to other shelters for further and more specialized assistance.

¹⁵ *Another Vision* provides support and reintegration services for minors who have been trafficked or are at risk. *Different and Equal* provides reintegration services to adult and adolescent female Albanian victims of trafficking, including single mothers and their children.

¹⁶ Of the 34 cases assisted at *Different and Equal*, only three referrals were received from the Police.

Chart I: Number of beneficiaries registered in shelters each month



Several factors may account for these fluctuations in referrals. The summer months tend to have substantially greater flows of people across Albania’s international borders. This is due to increased seasonal migration, international tourism, and vacation home visits from many Albanians who live outside the country. However, the dramatic spike in referrals in the month of September should also be considered in relationship to a high level visit of Albanian Government and US Embassy officials to the Kakavija Border Crossing Point that was initiated by the US Chargé d’Affaires in August 2007 (see Box I). Thirty-eight percent of the total number of referrals to the *Life and Hope* shelter in Gjirokastra occurred in the one month of September, immediately following this political visit to the border authorities of the region. In October, the referral numbers plummeted again (7% of their 12-month total referrals) and remained low for the duration of the reporting period. Chart I reveals a similar pattern for the entire group of shelters.

Box I: Senior officials’ visit to Kakavija Border Crossing Point and subsequent referral dynamics in Gjirokastra

In August 2007, Mr. Stephen Cristina, the US Embassy Chargé d’Affaires, invited the Albanian Minister of Interior, Mr. Bujar Nishani, to conduct a joint visit to the Border Crossing Point of Kakavija. The purpose of this visit was to observe how Albanian border authorities process individuals passing through this Border Crossing Point, their registration in the TIMS database, the identification of victims of trafficking, and their referrals to relevant service providers. On the 22nd of August, Mr. Nishani and Mr. Cristina conducted this visit, accompanied by Ms. Iva Zajmi, the Deputy Minister of Interior/National Anti-Trafficking Coordinator, and Mr. Ahmet Prençi, the General Police Director.

The delegation also visited the premises of the *Life and Hope* transit shelter managed by the Gjirokastra Community Center. Shelter staff described the problems they had been confronting concerning the low numbers of referrals from the police. They also raised concerns about the standardization of reported figures about VoTs, and the inconsistent

.....continued

Box I continued

use by the Police of the interview protocol to identify victims of trafficking. The Minister of the Interior observed personally the gaps in the identification process and referrals and agreed that the Police must use the criteria consistently while conducting interviews with deportees and migrants passing through the Kakavija Border Crossing Point.

Following this visit, a Cooperation Agreement was signed 22 September 2007 between the Regional Police Directorate of Gjirokastra and the Community Center of Gjirokastra, which manages the *Life and Hope* transit shelter (also known as the MCRC). This “local operating procedure” agreement (see Appendix C) was a good effort in principle. However, the broad and unrealistic commitments contained infer that it was prepared by inexperienced actors who committed to procedures that could not be realized. Most of this responsibility lies with the representatives of the shelter. The agreement commits the *Life and Hope* shelter staff to provide Border and Anti-trafficking police in Gjirokastra “24 hour contact numbers to call when females and minors are returned (deported, inadmissible or with a one way travel document) to Albania.” It further commits the shelter to providing *all* of them basic services. The police are obligated to contact the shelter immediately “whenever any women and minors are returned in order for the MCRC social workers to respond” and to allow shelter social workers full access to the Police Directorate and border point facilities.

The document fails to restrict clearly the provision of services to a reasonable sub-set of the population of female and child deportees to be interviewed, and to allow the shelter staff to make that determination, particularly according to the current capacity of the shelter. Given the volume of deportees returned across this border point, this inevitably leads to an overload of women and children who have immediate needs that well-meaning police and social workers would feel responsible to address. However, given the capacity of the *Life and Hope* shelter, this is an obligation they are not able to fulfill. This created a key starting point for all the subsequent disputes they have had with the police authorities.

After the agreement was signed, the shelter initially was faced with huge numbers of requests from the Police to assist in processing interviews. The resulting number of women and children that the shelter social workers referred to the shelter exceeded its capacity, which is 15 persons/beds. The people assisted were mainly clandestine, either arrested by the Albanian Police authorities or deported by the Hellenic Police. The shelter staff state that they were pressured by local authorities to operate beyond capacity. Considering the large number of people referred for assistance, the shelter asked for additional funds and personnel in order to face the workload effectively.

However, law enforcement authorities report a different story. They assert that, after signing the “local operating procedure” agreement, the shelter staff members have not followed through on their obligations consistently. Staff responses to their calls are erratic and key shelter staff contacts have repeatedly changed their phone numbers without advising the police authorities.¹⁷

According to the *Life & Hope* staff, another factor that has impeded the full implementation of the Cooperation Agreement with the Police is the frequent changes of not only senior police officers but also of low- to mid-level police personnel. For example, between January 2007 and August 2008, the shelter has worked with four different Directors of the Regional Police Directorate of Gjirokastra.

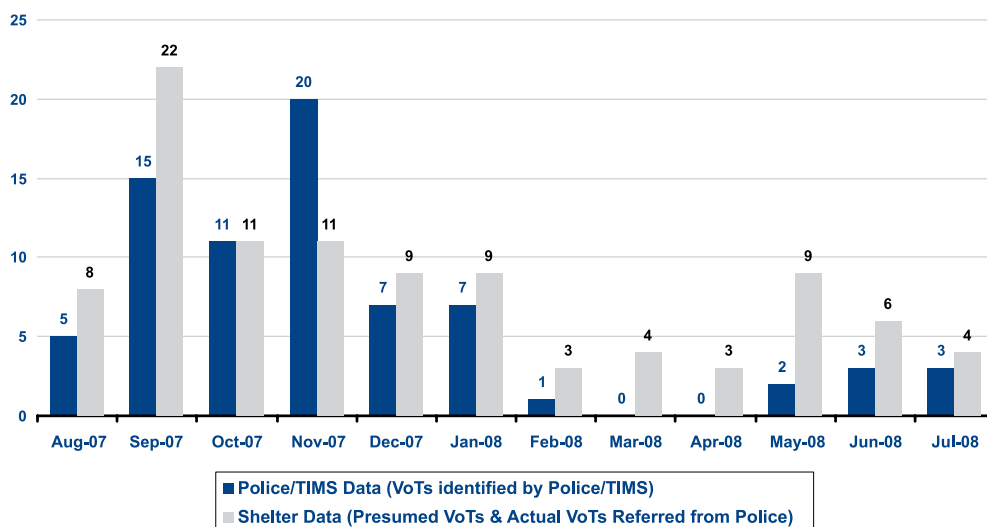
¹⁷The CAAHT program, as the primary donor for the *life and Hope* transit shelter, will intensify its monitoring of this situation in the coming year. Capacity building and other coaching will be offered to the Director and staff of the Gjirokastra Community Center with the hope to be able to raise the capacity of the staff sufficiently to work in the National Referral Mechanism.

Another significant factor that affected the level of VoT identification and referral is the large number of transfers, dismissals and replacements within the Albanian State Police following its reorganization in April 2007. Between January and March 2007, the Police Assistance Mission of the European Community to Albania (PAMECA II) conducted a series of field visits to Border Crossing Points (BCPs), Special Operative Groups (SOGs) and Naval Maritime Stations (NMSs). In those visits, PAMECA discovered that almost 50% of the trained mid- and basic level staff of the Border & Migration Police had been transferred or removed from service under the Albanian State Police downsizing program. During these site visits the international experts also noticed an ineffective use of the border control equipment¹⁸.

The sudden increase in referrals of women and children, as well as specifically victims of trafficking, from border points to service providers during September 2007 and the subsequent drop is illustrated in the Chart 2. It shows that of 99 victims and presumed victims referred by the Police structures to the NPO shelters, over 60% were referred between August and December 2007. Similarly, of the 74 victims of trafficking identified by the Border Police at the Border Crossing Points, 78% were identified between August and December 2007.

The picture created by comparing the CAAHT and TIMS data on victims of trafficking must be understood to be incomplete. In early 2008, the TIMS database was supplanted by the ONAC Victims Database as the central Government database recording cases of victims of trafficking. Because that database became operational in the second half of the reporting period for this report, it was not possible to incorporate that information here.

Chart 2: Border police/TIMS statistics vs. shelter data



¹⁸ "Personnel: It is a cause of concern that many of the personnel changes involved positions that required specialized training. It is encouraging that the BMPD organized on-the-spot training for the untrained staff at BCPs. Equipment/logistics: Although border control equipment (document examination devices, thermal cameras, and night vision goggles) are available, they are not used. Thermal cameras are in storage and there is no indication they have ever been used operationally", First Progress Report (January-March) 2007, pg 16, Police Assistance Mission of the European Community to Albania (PAMECA II), Tirana.

ETHNICITY AS A MAIN FACTOR FOR VULNERABILITY TO TRAFFICKING

The Roma and Balkan Egyptian minority communities in Albania are commonly portrayed as the social groups in Albania most vulnerable to human trafficking. There is a widely held perception that trafficking in Albania is primarily a problem of these minority communities, but not of the Albanian ethnic majority. In many meetings and workshops, members of the CAAHT staff repeatedly have heard participants - especially government representatives - assert that “Albanian mentality” and tradition (especially the *Kanun*¹⁹ in the North) are natural and effective protection factors than minimize trafficking of ethnic Albanian women and children. With regard to the Roma and Egyptian minority communities, several studies²⁰ assert that causes of vulnerability in trafficking within these communities relate to low educational levels (e.g. high rates of illiteracy), high rates of unemployment, low-income levels, other difficult economic conditions, deeply patriarchal family structures, and minimal representation in State institutions.

Table 2: Ethnicity of Beneficiaries Assisted in Shelters

Categories	Albanian		Roma		Egyptian	
	No	%	No	%	No	%
Victim of Trafficking	100	88%	6	5%	8	7%
Presumed VoT	16	84%	3	16%	0	0%
At-risk	67	91%	4	5%	3	4%
Violated/ Abused	30	97%	0	0%	1	3%
Clandestine	124	95%	4	3%	2	2%
TOTAL	337	91%	17	5%	14	4%

Table 2 disaggregates the ethnicity of people assisted in the four NPO shelters according to their beneficiary categories. This data challenges the assumption that trafficking of persons in Albania is primarily a problem of the ethnic minority communities. It is difficult to determine precisely the number of Roma and Balkan Egyptian people living in Albania²¹. However, reasonable estimates predict that they represent between 1% and 2% of the total population. The nine percent of shelter beneficiaries coming from these two minority communities exceeds their estimated statistical percentage within the total population of Albania. However, the more glaring fact is that over 90% of the shelter beneficiaries come from the ethnic majority of the population.

¹⁹ See Acronyms and Definitions for a brief description of the *Kanun*.

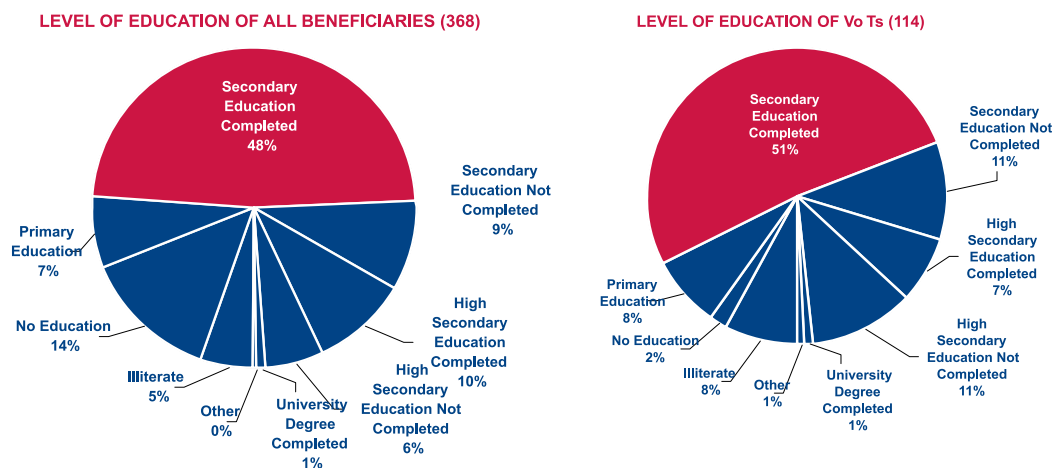
²⁰ “Domestic Violence in the Communities with Different Ethnicities” Study, *Vatra Psychosocial Center*, March 2008. The study was conducted with 224 members of Roma and Balkan Egyptian communities located in the districts of Vlora, Fier, Berat and Gjirokastra.

²¹ INSTAT, the Albanian Institute of Statistics, stopped disaggregating population by ethnicity after the 1989 census. In addition, social service and legal assistance organizations in the country have documented that there is a significant under-registration of births in Roma and Balkan Egyptian communities. Children without birth certificates have no status as legal persons in the country. They are not allowed to register for school or health care services. This creates a particular vulnerability to trafficking.

LEVEL OF EDUCATION AS A MAIN FACTOR FOR VULNERABILITY TO TRAFFICKING

Previous studies and reports prepared by several governmental and non-governmental organizations assert that the low level of education among victims of trafficking is one – if not the most – significant factor that creates increased vulnerability to becoming trafficked and exploited.²² The most recent data reported by the shelters for this report does not support this conclusion. Chart 3 shows the level of education of each shelter beneficiary at the time s/he entered the shelter program. Almost half of all beneficiaries and specifically victims of trafficking had completed compulsory secondary education, leaving school at age 14.²³ There is little difference between the levels of education for victims of trafficking compared to other types of shelter beneficiaries. Eighteen percent of the victims of trafficking either started or completed higher secondary education (comparably to percentage of beneficiaries of all categories). Three beneficiaries in total, and one of them is a victim of trafficking, had university degrees when they entered the shelter.

Chart 3: Levels of education of confirmed victims vs. all beneficiaries



Thirty-five percent of all shelter beneficiaries have less than a full secondary education. Surprisingly, a slightly smaller percentage (29%) of the victims of trafficking have less than a full secondary education.

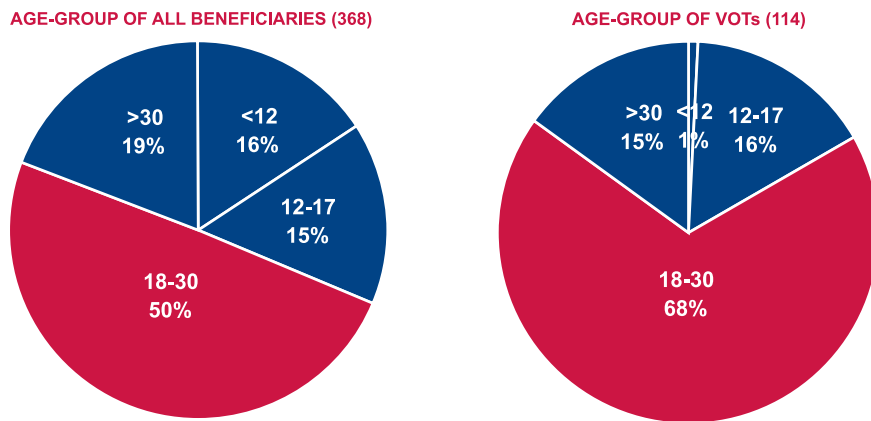
²² "Another factor that influences the inclusion of the victims in trafficking is the lack of education ..." Annual Report 2007, pg 19, Vatra Psychosocial Center Psycho-Social Center, January 2008. "Only 40% of the group (the study was composed of 70 women and girls, former victims of trafficking) had finished the mandatory basic education required by the Albanian Ministry Education (8 years). The remaining part of the group varied in their education from zero years to 13 years.", Study of the Reintegration Process of Former Albanian Victims of Human Trafficking, pg 22, *Different and Equal*, September 2006. This study also indicates that almost the same percentage of women and girls interviewed (40%) have less than 8 years of education.

²³ Until the beginning of the 2008-09 academic year, general education in Albania was divided into three levels: primary – grades 1 to 6 (ages 6 to 11), secondary – grades 7 to 8 (ages 12 to 13), and high secondary education, which includes general, professional and non-professional high schools of 3, 4 and 5 years respectively. By law, all children were required to be registered and begin attending school at age 6 and continue until age 14. As of September 2008, children are now required to attend 9 years of schooling, through age 16.

AGE-GROUP

The majority of beneficiaries were between 18 to 30 years old when they entered the shelter²⁴. Likewise, the majority of victims of trafficking belong to this age group. These findings are similar to the results of studies and reports prepared by *Vatra Psychosocial Center* and *Different and Equal* shelter.

Chart 4: Age groups of confirmed victims of trafficking vs. all beneficiaries



Of 114 victims of trafficking assisted in the shelters during the reporting period, 17% are children (under 18 years old)²⁵. As the chart illustrates, the proportions of total beneficiaries and specifically victims of trafficking belonging to the age groups 12-17 years old and over 30 years of age are quite comparable. There is only one victim of trafficking that is under 12 years of age, while 16% of total beneficiaries belonging to this age group represent mainly the number of clandestine and at-risk contingents reported mainly by the transit shelter: the *Life & Hope* Community Centre of Gjirokastra.

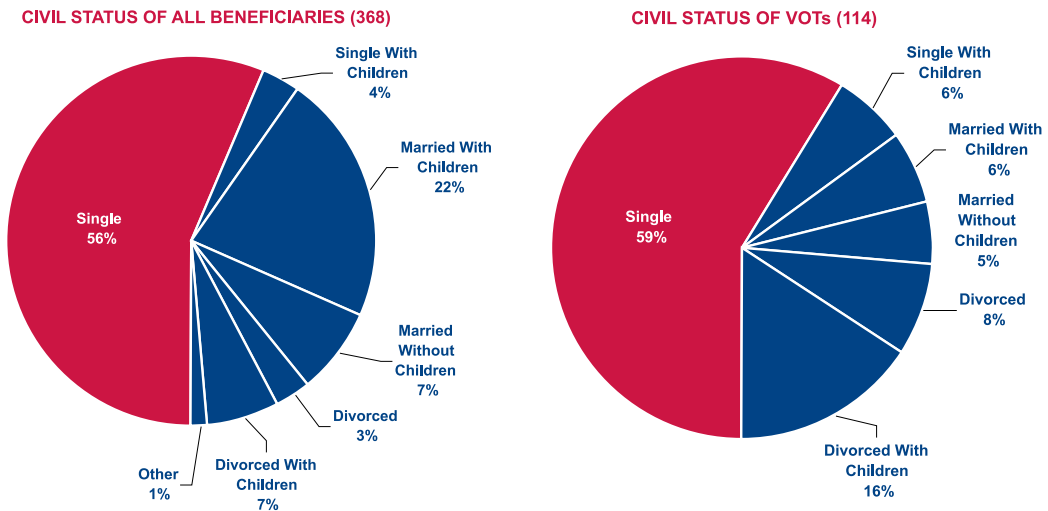
CIVIL STATUS

More than half of all the shelter beneficiaries and specifically the victims of trafficking are single. The beneficiaries who are victims of trafficking, are almost equally divided among other civil status classes such as single with children, married with children, married without children and divorced (except those who are divorced with children). Half of the beneficiaries who are single with children (14 people) are victims of trafficking. There is a close correlation between the 35% of the victims of trafficking who are married or divorced (see Chart 5) and the 36% of these same women and girls who were lured into being trafficked through false promises of romantic relationships (see Chart 8).

²⁴ The CAAHT Database on Victims of Trafficking does not contain the time when victims were recruited and trafficked, which would give CAAHT the possibility to extend further the analysis. Therefore, CAAHT will consider the incorporation of these types of information in its database.

²⁵ Eighteen percent of 102 victims of trafficking included in the study, conducted by *Vatra Psychosocial Center* Psycho-Social Center in 2006 (Annual Study Report 2006), were children. Similarly, about 20% of 70 women and girls included in the study of *Different and Equal* shelter were children.

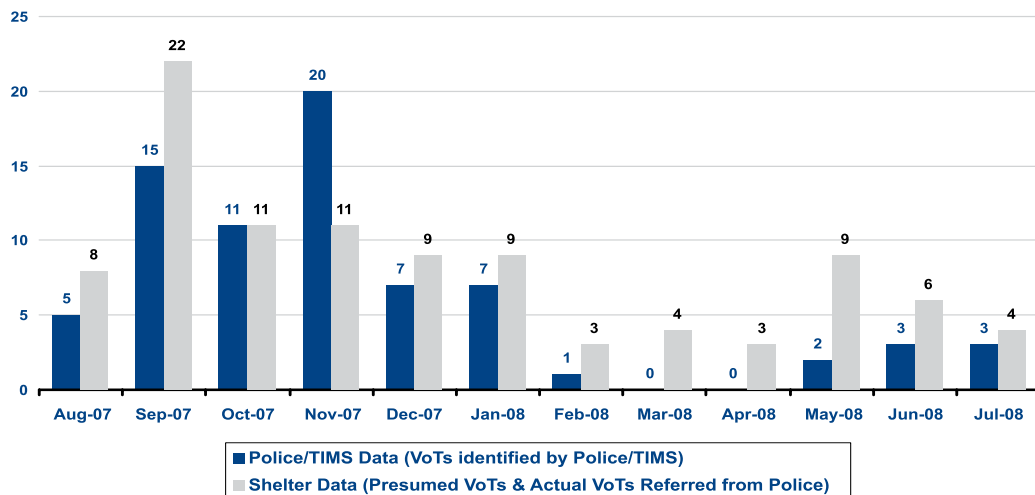
Chart 5: Civil status of confirmed victims vs. all beneficiaries



PLACES OF ORIGIN

The shelter beneficiaries come from all twelve *qarqe* of the country. More than half of them come from the three southern *qarqe* of the country (Fier, Berat and Vlora); 27% come from the three central *qarqe* (Elbasan, Durrës and Tirana); 12% of all shelter beneficiaries come from the four northern *qarqe* of the country (Lezhe, Shkodra, Dibra and Kukës); and 8% come from the two remaining south/southeastern *qarqe* of Gjirokastra and Korçë. The patterns are quite similar for the beneficiary sub-set of the 114 victims of trafficking. Almost half of them come from the Berat, Fier and Vlora.; 27% come from Elbasan, Durrës and Tirana; 14% come from Lezhe, Shkodra, Dibra and Kukës; and 10% come from Korçë and Gjirokastra.

Chart 6: Places of origin of victims of trafficking vs. all beneficiaries



Such figures are used by various actors, especially in the Central and local government, to defend their assertions that trafficking of human beings is not a significant problem in their *qarqe* or municipalities/communes. However, it can be also be posited that

these numbers are driven more by the level of interviewing and identification at border points as well as the proximity of these border points to shelters to which possible victims of trafficking may be referred.

Box 2: A Different Perspective on Trafficking of Persons in the North

In September 2008, members of the CAAHT staff conducted a site visit to the *Agritra Vision* organization, a current CAAHT grantee that is implementing an anti-trafficking project in the outlying communes near Peshkopi in Dibra *Qarku*. One of the issues raised during the visit was the difference between the attitude and statistics reported by Police authorities and their organization's experience with regard to the situation of trafficking in the region. The following is a transcript of the staff members' responses.

"The local [commune] project coordinators, while working with women and girls in several villages, always ask if there are victims of trafficking, without mentioning names, in their communities. They find out that there are several trafficking cases, i.e. women and girls trafficked and exploited, but their families do not reveal /report these cases."

"In the meetings of the Anti-Trafficking Technical Tables, I have asked Police representatives directly if their reported figures are accurate. 'We report only those cases where victims of trafficking have made a denunciation. Only those cases are categorized by us as trafficking ones and not the attempts or those not identified. Therefore, there is a difference between the numbers reported by the Police and NGOs', the Police representative explained."

"Mentality is another strong reason. Victims of trafficking, due to the mentality in the area, do not declare or denounce their traffickers. Their trafficking cases are not disclosed, so that the community does not become aware that someone's daughter or sister has been trafficked. This is probably the reason why the Police say that there are no trafficking cases. In fact, the Police themselves accept the mentality of the region and the fact that women and girls when they are trafficked do not make a denunciation."

"At the beginning of the project implementation, we had contact with responsible local structures that focus on trafficked, violated and abused people, particularly the Anti-Trafficking Sector in the Regional Police Directorate of Dibra. Initially, there was the same reaction from the Police structures towards us because they were not aware how much we knew about trafficking, and he [the Police representative] was representing a structure that has the full information. When we sat down and started discussing with him, it was the first time for us since we had not worked before in the field of trafficking and did not have contacts; he was giving us official information. Later on, when I would describe concrete trafficking cases, then he started talking not 'under the function of an official'. He then told us that trafficking has become more disguised as girls are recruited under a false marriage, where everything appears legal and formal, and when they reach the destination countries they become victims of trafficking. However, they were still justifying themselves by the fact that if the victim does not make a denunciation, then she is not considered a trafficking case. The Police representative told us of a recent case where father of a victim had denounced the trafficker of his daughter, and then, for unknown reasons (probably fear), pushed her to make the denunciation. The girl did not denounce her trafficker, and therefore, the father's denunciation was invalid and the case was not considered as one of trafficking."

"However, currently the Police are really giving importance to our work. We have an unwritten agreement with them, and it will probably be formalized soon. They are interested to participate in the activities we do with women and girls and tell us that they are supporting or ready to answer our cases or concerns we would have in this area. But, they also start telling the other side of the coin, that is how trafficking currently occurs and how they could have an impact as a government structure in reducing the phenomenon. They also agree that prevention is always the best action, since afterwards procedures, leaving of persons (who are part of trafficking networks) abroad, would complicate the anti-trafficking work."

In the case of the *qarqe* of Fier, Berat and Vlora, general wisdom is that this is due to the high level of criminal activity, particularly in Fier. The CAAHT program does not have access to criminal investigation and prosecution figures, so we make no assumption about this impression. However, it seems likely that the location of the *Vatra Psychosocial Center* is a serious, if not primary, factor in the increased number of identified victims of trafficking from these *qarqe*. This organization has been proactive for more than five years in approaching border officials and police commissariats throughout these three *qarqe* to establish Memorandums of Understanding (MOUs) for referrals of victims of trafficking and other vulnerable women and girls in need of shelter assistance. The efforts of the *Vatra Psychosocial Center* over the past six years to educate law enforcement officials as well as the community at large, combined with their systematic development of MOUs with law enforcement are most likely to be the primary factor that explains why over 50% of the total victims of trafficking in the four Shelter Coalition NPO facilities come from these three *qarqe*. In addition, the *Vatra Center* has conducted extensive awareness raising activities throughout the community and in the media. Likewise, the considerably high number of all beneficiaries, especially victims of trafficking coming from the *Qark* of Elbasan may be explained by the availability of services in that area provided by the *Another Vision* NPO shelter. In both cases, the educative role that the shelter organizations carry in the community at large to raise awareness about trafficking in persons should be taken into consideration as a likely contributing factor to the increased number of identified VoT in their *qarqe*.

According to Table 5 on page 35, over 50% of the entire population of returned undocumented migrants processed through Albanian border crossing points in the reporting period came through one of the three BCPs in the *Qarku* of Korça. This is in stark contrast to the very low number of victims of trafficking identified from that *qarku*. While this is not, unto itself, definitive information, it strongly calls into question any assertion that there is little trafficking of human beings from this *qarku*.

Over the five years of the program, CAAHT staff members have repeatedly heard open discussions between law enforcement, other government officials, and NPO representatives in the four *qarqe* of the North. Government officials in all of these *qarqe* are quite consistent in asserting that there are no trafficking cases in their areas. The data above challenge these statements, since it demonstrates that there are victims of trafficking from all 12 *qarqe* being assisted in the NPO shelters.

TRAFFICKING & EXPLOITATION OF VICTIMS²⁶

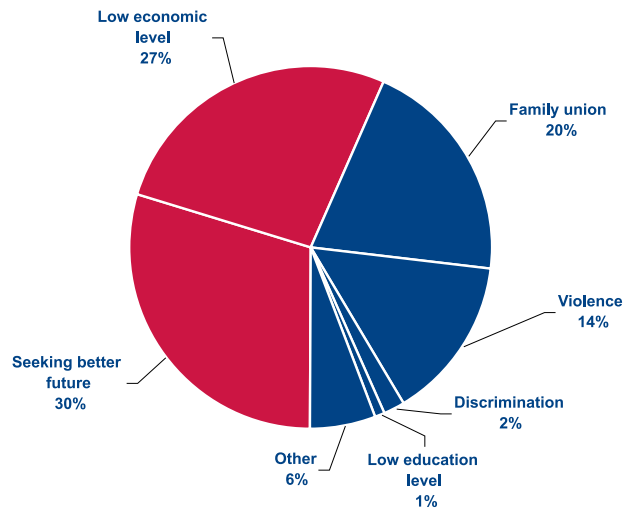
PUSH / PULL FACTORS

Victims of trafficking get lured or coerced into becoming victims of these crimes both due to “push” factors - reasons in their own lives that cause them to risk entering into crossing international borders, and “pull” factors – beliefs about what they will become or be able to do in going to a different country. Seeking a better future in other countries, mainly for employment, as well as the low economic levels are the

²⁶ The analysis in this section is extracted only from data from cases of victims of trafficking accommodated and assisted in the four Shelter Coalition NPO shelters during the reporting period. Data from cases of presumed victims of trafficking and other no

two main “push” factors contributing to vulnerability of victims of trafficking. Of 114 victims of trafficking accommodated and assisted during the reporting period, 30% left the country seeking a better future. Many of those were driven by their desire to work abroad and build their future there; 27% left the country due to the difficult economic conditions of their families; 20% left Albania to meet, join and/or live with a family member, most often their boyfriend/fiancée/husband.

Chart 7: Push factors – main VoT reasons for leaving the country

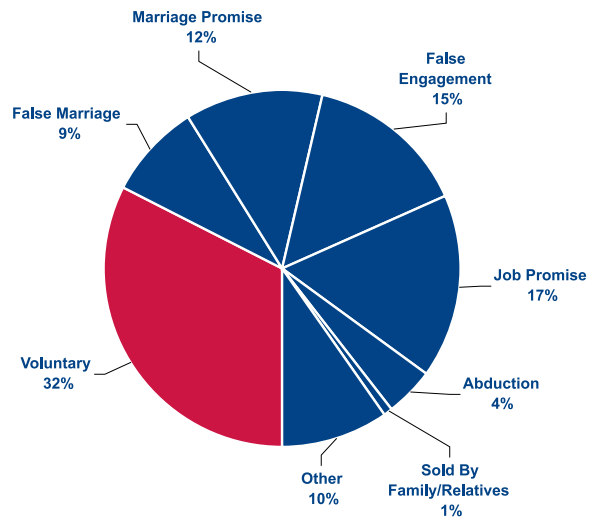


Domestic violence, accompanied in several cases by incest or sexual abuse, contributed to the vulnerability of 14% of total victims. Lesser factors that contributed to the desire of these children and women to leave the country and contributed to their vulnerability to being trafficked included blood feud, bad relations with the in-law family, and forced marriage. Only one person left the country due to her low education level; this supports this report’s assertion that lack of education is not a primary cause of vulnerability to human trafficking.

All four NPO shelters record data about how victims were recruited by traffickers. Traffickers most often prey upon the dreams, ambitions, and desires of their victims in order to lure them into situations of trafficking and exploitation. Of the 114 victims of trafficking accommodated and assisted during the reporting period, 32% initially agreed to cooperate and be smuggled, only to later realize that they were becoming victims of trafficking and exploitation.²⁷ These are cases that demonstrate how smuggling of persons can turn into trafficking of persons.

²⁷This is the meaning of “voluntary” involvement in trafficking and/or exploitation used in this report. All the studies conducted by *Vatra Psychosocial Center* identify “voluntarily involvement” and “false promises” as two most popular ways of recruitment of women and girls for sexual exploitation.

Chart 8: Pull factors - methods of recruitment



Thirty-six percent of the women and girls were recruited through false promises of romantic relationship²⁸; 17% were recruited by false offers of employment.

Five trafficking victims were abducted. In the early part of this decade, abduction was believed to be the main mechanism for trafficking of persons. It is generally agreed that this approach is no longer a common recruitment method. One victim of trafficking was sold by her family and forced into labor.

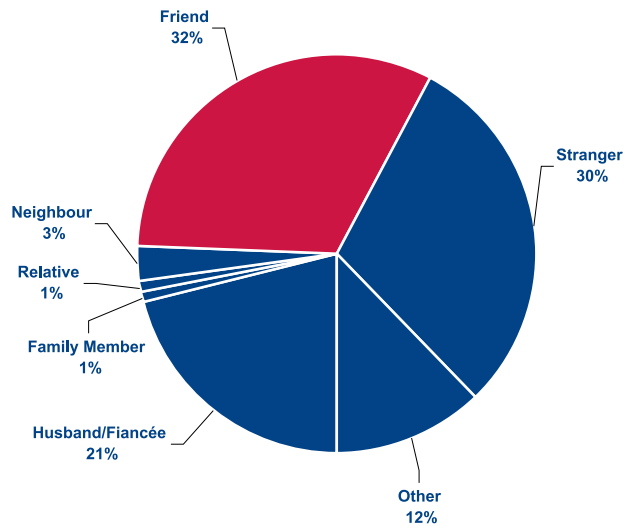
RELATIONSHIP WITH RECRUITER

Chart 9 shows that 58% of the victims assisted in the shelters during the reporting period were recruited by someone they knew; these included husbands, fiancées, neighbors, family members or other relatives of the victims. Other types of recruiters include boyfriends, a closed friend of the victim's father, an ex-fiancée's relatives, and a person known through phone²⁹. Only 30% were recruited by strangers. This data supports the assertions of many shelter and community-based service providers that enhanced family/community awareness and increased peer-to-peer support/counseling are two of the most important ways that trafficking of Albanian women and girls can be prevented.

²⁸ Note the difference between the two recruitment methods of "marriage promise" vs. "false marriage". A "false marriage" is usually achieved through a marriage ceremony between a female and male in the presence of family members; therefore it is accepted that she travels with or soon joins her "husband", who has already arranged and planned her exploitation - usually for prostitution. A "marriage promise" means that the marriage has not taken place, but the male promises the girl or woman that they will get married as soon as she arrives in the destination country. It is common in Albania for marriages to occur without civil registration, which exacerbates the vulnerability of naïve women and girls who do not or cannot draw upon a breadth of protective elements available in her family and community situation.

²⁹ Eleven girls were recruited by their boyfriends; one victim was recruited by a close friend of her father; one was recruited by her ex-fiancée relatives, and one was recruited by a person known only over the phone. It is interesting to note that none of the victims of trafficking were recruited via internet-based chat rooms, employment sites, or other web sites.

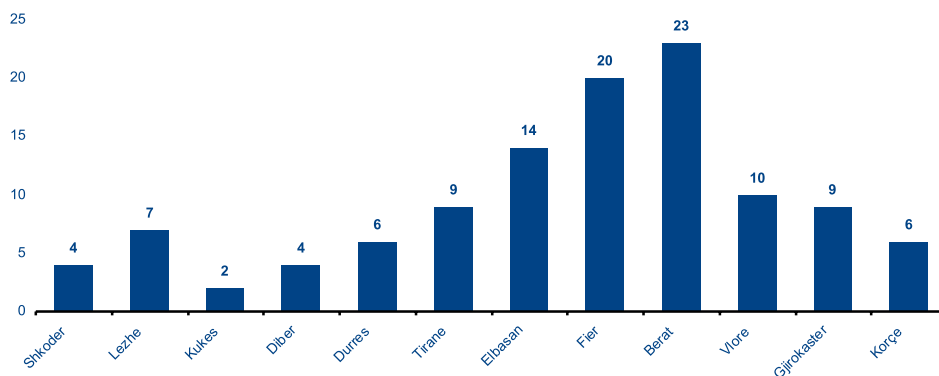
Chart 9: Relationship with recruiter



PLACE OF RECRUITMENT

Chart 10 shows that 47% the total victims of trafficking assisted in the shelters were recruited from the *qarqe* of Berat, Fier and Vlora; 26% were recruited from three central *Qarqe* of the country (Elbasan, Tirana and Durrës); 16% were recruited from the four northern *qarqe* of Lezhe, Shkodra, Dibra and Kukës; 13% were recruited from the south/southeastern *qarqe* of Gjirokastra and Korça. As discussed earlier, this distribution is likely to have more to do with the proximity of shelter services and levels of law enforcement efforts to identify victims of trafficking than it has to actual levels of recruitment in these *qarqe*.

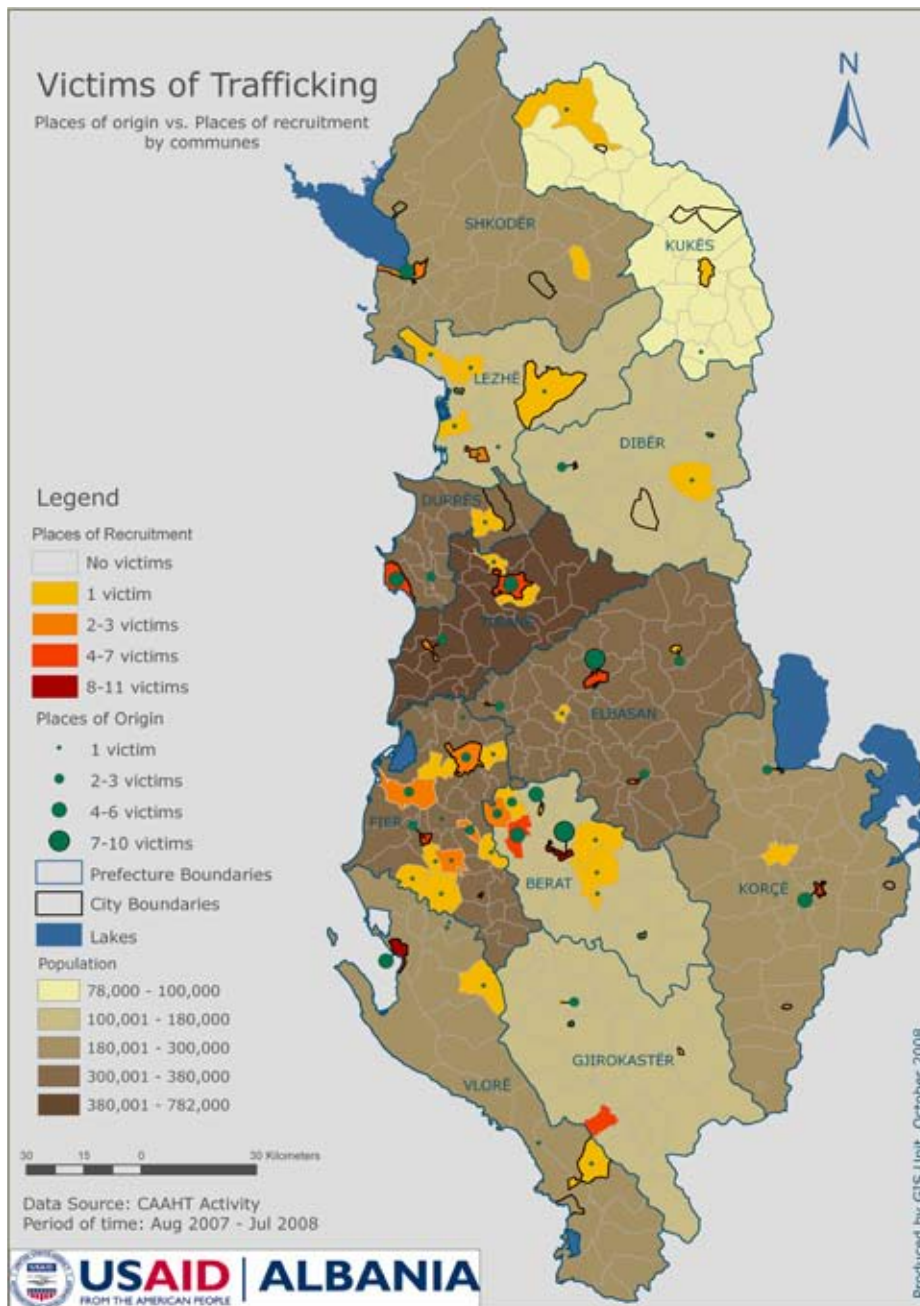
Chart 10: Places of recruitment of victims of trafficking



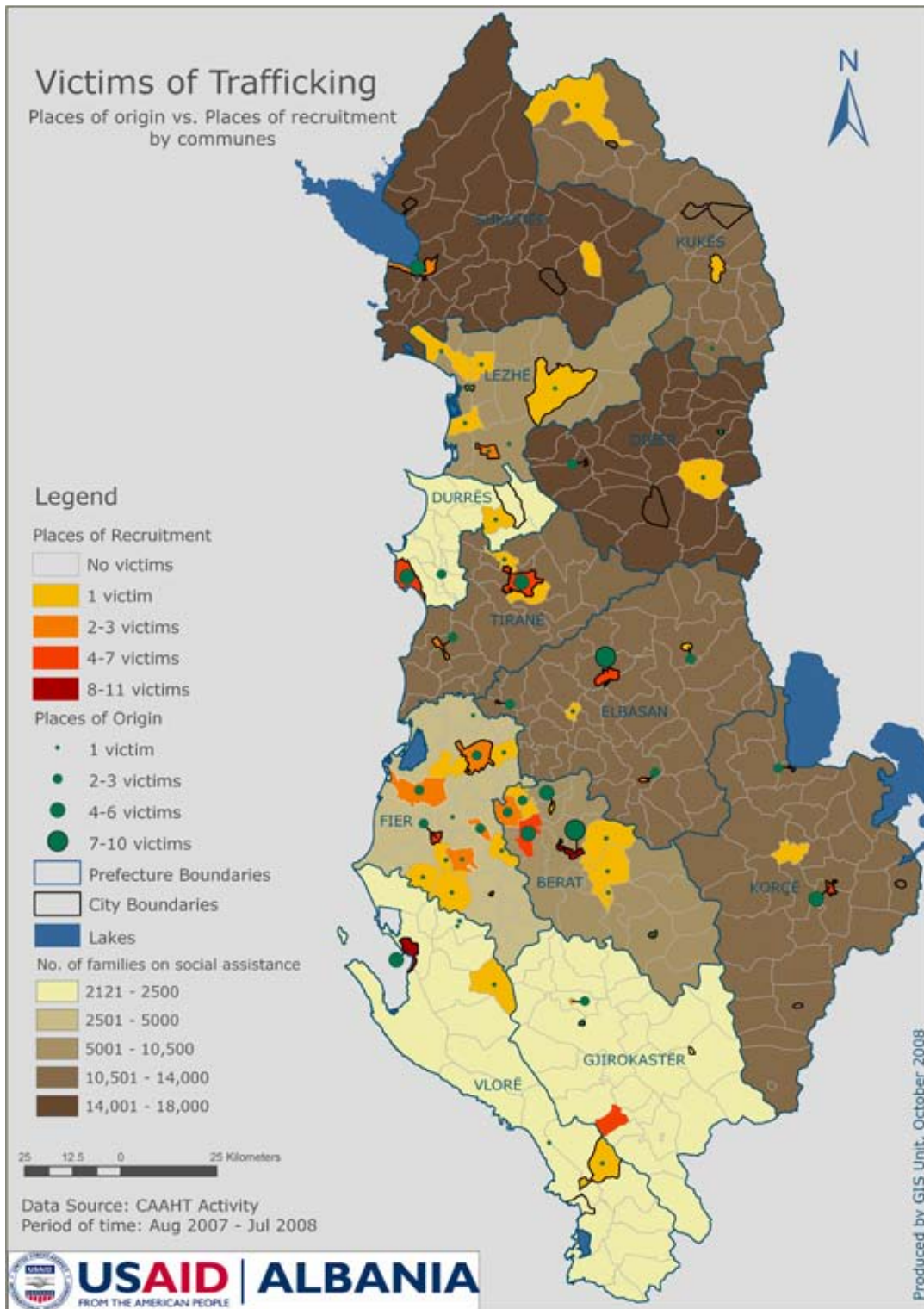
Map 2 on the following page shows their places of origin and places of recruitment of victims of trafficking at municipality/commune level. These data are combined with the population by prefecture. The map demonstrates that the majority of victims were recruited in their communities of their origin. This is consistent with the high percentage of them who are recruited by someone they know. It also reveals that the majority of the VoT beneficiaries in the shelters were recruited in urban and more densely populated areas of the country.

Map 3 on the subsequent page correlates places of origin and recruitment with the economic indicator of number of families receiving social (welfare) assistance in the municipality/commune. Surprisingly, this map does not reveal a strong correlation between extreme poverty and communities of origin and recruitment. However, it should still be recognized that more than 50% of the VoTs assisted in the shelters assert that their “low economic level” was a determining factor in becoming vulnerable to trafficking. This indicates that women and girls from the poorer communities within the less economically disadvantaged areas of the country are particularly at-risk to becoming trafficked.

Map 2: Place of VoT origin and recruitment correlated with population density



Map 3: Place of VoT origin and recruitment correlated with social assistance

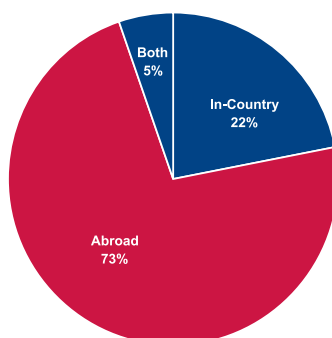


DESTINATION OF TRAFFICKING AND PLACE OF EXPLOITATION

INTERNAL TRAFFICKING³⁰

The majority of the victims were trafficked and exploited abroad. It is important to recognize that 27% were trafficked and exploited within the national borders of Albania (see Chart 11). A relatively small percentage of these were exploited both internally and abroad.

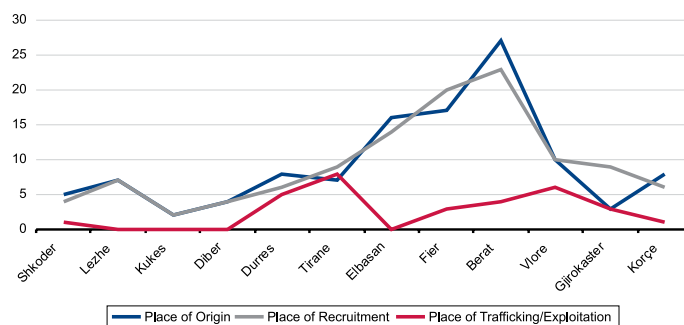
Chart 11: Place where VoT was trafficked/exploited



While trafficking over international borders continues to be the predominant phenomenon according to the cases assisted in the NPO shelters, shelter providers have been increasingly concerned that internal trafficking is on the rise. The increase in these cases may be due to an increase in exploitation within the country, but may also reflect a growing law enforcement effort to combat sexual exploitation in Albania.

Chart 12 compares the locations within Albania where victims were trafficked/exploited with the victims' communities of origin and places where the recruitment occurred. While the locations of origin and recruitment are quite similar, the places of internal exploitation are concentrated in the *qarqe* Elbasan, Fier, Berat and Vlora.

Chart 12: Places of VoT origin & recruitment compared to places of trafficking/exploitation



³⁰ There is no exact definition of internal trafficking in Albanian law and no article in the Criminal Code. Prostitution is illegal, according to Articles 114 “Exploitation n of Prostitution: and Article 114/a “Exploitation of prostitution under Aggravating Circumstances”. Shelter organizations are increasingly concerned about internal trafficking, as is the ONAC. However, a clear definitional and legal distinction between prostitution and internal trafficking do not yet exist in Albania. The nearest definition is asserted in a report by the ONCA which states that cases under Article 114/a have been considered and reported as internal trafficking cases.”

INTERNATIONAL TRAFFICKING

Of the 89 victims trafficked and exploited abroad, 87% were trafficked and exploited only in one country. Twelve women and girls were trafficked and exploited in more than one country. Chart 13 shows that of the 77 victims trafficked/exploited in only one foreign country, about 80% were trafficked and exploited in Greece. Italy is the country with the second highest number of trafficked/exploited Albanian women and girls.

Chart 13: Foreign countries where Albanian VoT were trafficked/exploited³¹

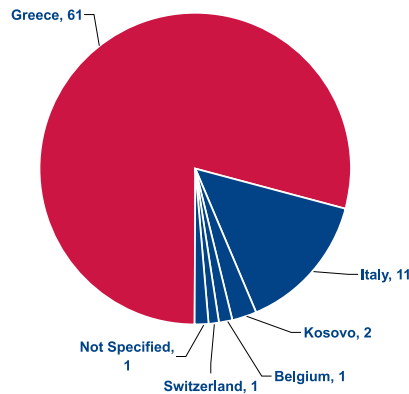


Table 3: VoTs trafficked/exploited in more than one foreign country

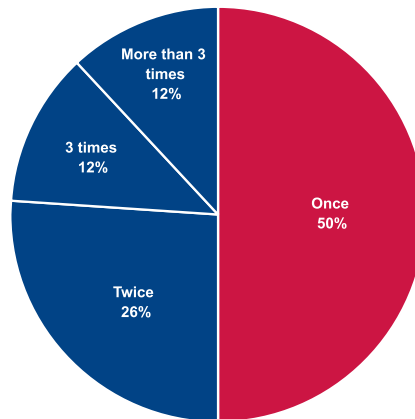
12 VoTs	Foreign countries in which s/he was trafficked/exploited					Total countries of trafficking/exploitation
	1 st Country	2 nd Country	3 rd Country	4 th Country	5 th Country	
Case 1	Italy	Belgium	France	The Netherlands	Greece	5
Case 2	Italy	The Netherlands	UK			3
Case 3	Greece	Belgium	UK			3
Case 4	UK	Belgium	US			3
Case 5	Italy	Kosovo				2
Case 6	Belgium	UK				2
Case 7	Italy	Greece				2
Case 8	Greece	Italy				2
Case 9	Greece	France				2
Case 10	Greece	Cyprus				2
Case 11	Greece	Italy				2
Case 12	Italy	Greece				2

The large numbers of identified victims of trafficking from the two neighboring countries of Greece and Italy is most likely explained by increased border enforcement between Albania and these two countries. Little else may be concluded from this data without comparing it to data from the breadth of destination countries in Europe.

³¹ Those trafficked/exploited in one foreign country only. The country where one victim was trafficked/exploited abroad has not been specified.

Twelve victims were trafficked and exploited in more than one foreign country. One of them was trafficked/exploited in five different countries. These cases are more complicated to assist, both due to the potentially greater extent of their exploitation and trauma, and due to the complexity of consolidating the evidence against their trafficker(s) across international jurisdictions.

Chart 14: Number of times of VoT was previously trafficked/exploited



RE-TRAFFICKING / RE-EXPLOITATION

Almost half (44%) of the victims of trafficking assisted in the NPO shelters had been trafficked and exploited before. Of that 44%, half had been previously trafficked only once. Table 4 provides a detailed list of the countries to which each of these women/girls were trafficked.

Service providers are concerned that fear of reprisal and stigmatization as well as demoralized self-images increase the vulnerability of first-time victims of trafficking to being “recycled” and repeatedly exploited. This is compounded by the pervasive lack of victims’ confidence that Albanian law enforcement officials will provide them adequate protection from traffickers. This demonstrates the urgency of providing victims of trafficking sufficient reintegration support that they will know they have better alternatives than being lured back into the underworld of trafficking and exploitation.

COOPERATION WITH LAW ENFORCEMENT AND PROSECUTION

Only 10% of the total victims of trafficking assisted in the shelters cooperated with law enforcement agencies. The main reasons for not collaborating with the law enforcement bodies include: lack of confidence in the protection provided by law enforcement agencies and prosecutors’ offices; threats from and/or fear of the trafficker(s) against either the victims and/or their families; pressure applied on victims’ families to persuade the victim not to denounce trafficker(s); lack of victims’ understanding their rights and low self-esteem. Surprisingly, 26% of the *presumed* victims of trafficking, a substantially larger percentage (although still a minority), agreed to cooperate with law enforcement officials who are responsible for collecting evidence of crimes and presenting cases to the Office of the Prosecutor.

Table 4: Places where VoTs were previously trafficked/exploited

No	No of times being trafficked before	Places where trafficked before	Total
1	Once	<ul style="list-style-type: none"> • 18 cases trafficked to Greece • 3 cases trafficked in-country • 2 cases trafficked to Italy • 1 case trafficked to Kosovo • 1 case trafficked in-country & Greece 	25
2	Twice	<ul style="list-style-type: none"> • 3 cases trafficked to Greece & Italy • 3 cases trafficked to Italy • 2 cases trafficked to Greece • 2 cases trafficked in-country • 1 case trafficked to Greece & Belgium • 1 case trafficked to Greece & Cyprus • 1 case trafficked to Italy & Kosovo 	13
3	3 times	<ul style="list-style-type: none"> • 2 cases trafficked to Italy • 1 case trafficked to Greece, Macedonia & Kosovo • 1 case trafficked in-country, Italy & Greece • 1 case trafficked to Greece & France • 1 case trafficked to Greece 	6
4	More than 3 times	<ul style="list-style-type: none"> • 1 case trafficked to Italy, Greece, France, Belgium & Netherlands • 1 case trafficked to UK, Belgium & US • 2 case trafficked to Greece • 1 case trafficked abroad (not specified) • 1 case trafficked in-country 	6
TOTAL			50

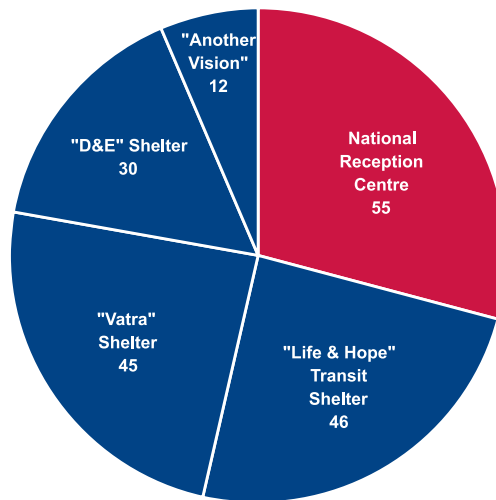
COMPARING DATA FROM THE CAAHT AND ONAC DATABASES

The Office of the National Anti-Trafficking Coordinator compiles and reports data on victims of trafficking on an annual calendar of January to December. It is not disaggregated by month. In addition, the new ONAC database on Victims of Trafficking became operational in the second half of the reporting period for this report. Therefore, ONAC data could not be analyzed directly with the data compiled by the CAAHT program, which works within the framework of the US government fiscal year of October to September. However, it is interesting to see that the ONAC reports that there were 188 victims, presumed victims of trafficking and people of other categories in total referred to residential service providers for further assistance and reintegration during the period January – December 2007. It is important to note that the number of those beneficiaries cross-referred among the shelters, assisted by them and reported accordingly (i.e. double counting of beneficiaries) during the reporting period, has not been excluded from this total figure. The largest number of them (29%) were accommodated and assisted by the National Reception Centre (see Chart 15).

In both the ONAC database and the CAAHT database almost the same numbers of victims and presumed victims were recorded as having been accommodated and assisted by the *Life & Hope* transit shelter and the *Vatra Psychosocial Center* Psycho-Social Center, each one 24% of total victims. The *Different and Equal* shelter had accommodated and

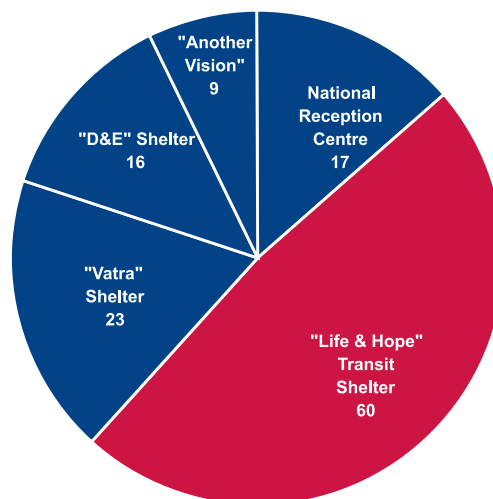
assisted 16% of the total victims, whereas the lowest number of victims and presumed victims (6%) were accommodated and assisted by the *Another Vision* shelter.

Chart 15: Victims & presumed victims assisted by shelters during Jan - Dec 2007³²



According to the data from the ONAC, during the period January – June 2008, 125 victims, presumed victims of trafficking and people of other categories were referred to residential service providers for assistance. Of them, almost half (48%) were accommodated and assisted by the “Life & Hope” transit shelter (see Chart 16). The *Vatra Psychosocial Center* shelter has assisted 18% of the total victims, whereas almost the same numbers of victims and presumed victims were accommodated and assisted by the National Reception Centre and the *Different and Equal* shelter, respectively 14% and 13%.

Chart 16: Number of victims/presumed victims assisted by shelters during Jan - Jun 2008³³



³² Source: Office of the National Anti-Trafficking Coordinator – Ministry of Interior.

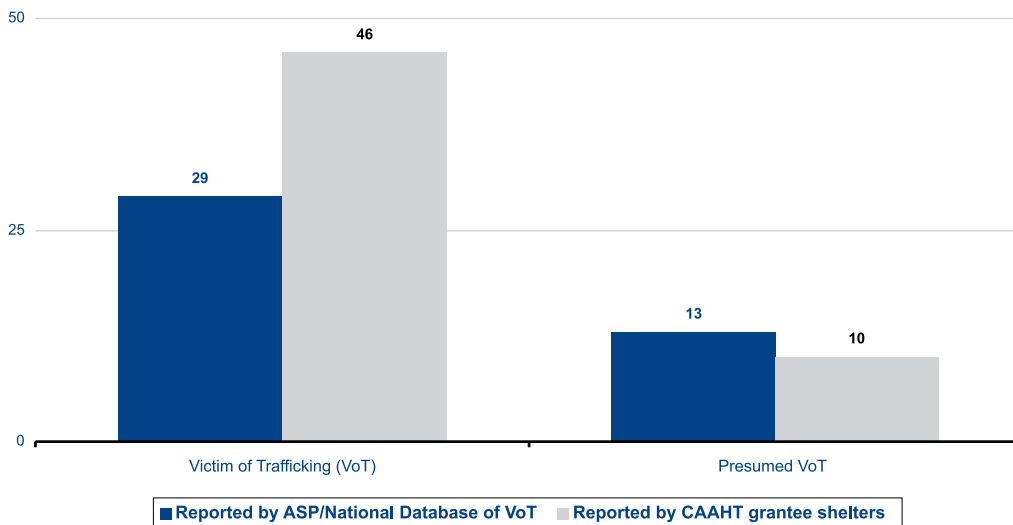
³³ Source: Office of the National Anti-Trafficking Coordinator – Ministry of Interior.

DATA DISCREPANCY

Based on data from the Albanian State Police Sector of the Fight Against Illegal Trafficking (generated from the ONAC database on victims of trafficking), the ONAC reported that there were 29 victims of trafficking and 13 presumed victims of trafficking identified between January and July 2008. The four NPO shelters reported to CAAHT that there were 46 victims of trafficking and 10 presumed victims of trafficking identified during that same period (see Chart 17). The shelter data reported 17 more victims of trafficking and 3 more presumed victims of trafficking than the ASP. This is significant on the one hand because it does demonstrate that there continues to be reasons for differences of reporting between the shelters and the government about numbers of victims identified in Albania. However, it is also encouraging to note that the differences between these figures has declined substantially, reflecting increased agreement between government authorities and civil society about who qualifies as a victim of trafficking, as well as increased cooperation in the identification process.

According to the ONAC, the National Reception Centre accommodated and assisted eight victims of trafficking during the same period. This is comparably low number taking into account that other shelters have reported substantially larger numbers of beneficiaries accommodated and assisted by them.³⁴

Chart 17: Comparison of reported VoT & presumed VoT in ONAC & CAAHT databases between January - July 2008



³⁴ During the reporting period, the Vatra shelter assisted 51 VoT, the *Life & Hope* shelter assisted 48 VoT, and the D&E shelter assisted 15 VoT.

CHAPTER TWO

CENTRAL, REGIONAL AND LOCAL GOVERNMENT EFFORTS

OFFICE OF THE NATIONAL ANTI-TRAFFICKING COORDINATOR

The Office of the National Anti-trafficking Coordinator (ONAC) is lodged in the Ministry of the Interior and led by Ms. Iva Zajmi, Deputy Minister of the Interior and the National Anti-trafficking Coordinator. She is supported by a staff of four experts and one administrative assistant. During the past year, the ONAC exercised a significant initiative in leading the coordination of the central government's anti-trafficking efforts. The National Coordinator laid out a clear roadmap for a coordinated and comprehensive national anti-trafficking package. This work, however, is substantially dependent on a number of Ministries assuming responsibility for anti-trafficking programming in their spheres. Members of the CAAHT staff and its partners have observed that the ONAC has received only limited levels of effort and cooperation from most of the relevant ministries³⁵. Despite some positive developments and expressions of political commitment from the government, implementation to date of the government's anti-trafficking strategy has been minimal, with delays in implementation and a lack of practical activities.

Between October and December 2007, the ONAC conducted a series of meetings with government and NPO representatives to review, expand and enhance partnerships in the framework of identification, protection and assistance for the trafficking victims. In addition, a series of consultative meetings were held with members of the Prefect-led Regional Committees in the Fight Against Trafficking in Human Beings and their Technical Working Tables in most of the 12 Qarqe. The goal of these meetings was the coordination of the initiatives of the various actors to ensure efficient collaboration and improve targeting of joint efforts.

In order to improve the operational capacity of both government and civil society actors, the ONAC/Anti-trafficking Unit issued guidelines explaining the role and responsibilities of these structures. Follow-up consultative meetings were held. It is encouraging that the ONAC acknowledges that improvements need to be made with respect to cooperation between parties, in the division of roles and responsibilities, as well as standardizing practices and managing information.

ONAC DATABASE ON VICTIMS OF TRAFFICKING

A database to record cases of victims returned, referred, and protected in Albania was created by the ONAC, with funding and technical assistance from the OSCE presence in Albania (see Annex D) and became operational in March 2008. The database is supported by ORACLE software and is interfaced with the Total

³⁵ E.g. the Ministry of Foreign Affairs, the Ministry of Health, Ministry of Education and Science, and the Ministry of Social Affairs and Equal Opportunity.

Information Management Systems (TIMS) database designed by the ICITAP program for the Albanian State Police³⁶

All NGOs signatory to the National Referral Mechanism (NRM) were consulted during the development phase of the ONAC database.³⁷

The TIMS and ONAC databases are maintained separately. The ONAC database on victims of trafficking is maintained, with restricted access, by the ONAC. The TIMS database is administered by the Information Technology Directorate of the Albanian State Police. The TIMS database was designed to meet a complex set of border control responsibilities, focused on identification of criminal activity.³⁸ Categorization of victims of trafficking is not a major part of this design. Therefore, TIMS does not capture much data concerning victims of trafficking. The Border Control Information System (BCIS) was the only portion of TIMS with any reference to victims of trafficking (one data field). The Returnee Module of the BCIS within TIMS was and still is primarily for the registration of persons at the state border of Albania. It does not record persons beyond the border, while the ONAC database does. In many cases, TIMS entered data was found to be inaccurate due to default settings and use by untrained Police Officers.

The ONAC database is designed to capture a large array of case-based information about profiles of victims of trafficking and their traffickers. At the moment, individual meetings are being held with NGOs and representatives of the NRM to ensure that all NPO data that meets NRM criteria is accurately entered into the database.

The ONAC database allows for inclusion of data from any NRM signatories (governmental or NPO) no matter where the initial contact with the VoT is made (whether at the border or directly at a shelter). The recording and interpretation of information is based upon the NRM Agreement. The new National Anti-trafficking Strategy calls for revision of the NRM. This will provide a good opportunity for responsible government and NPO actors to revisit the criteria and processes they use to determine who they define as a VoT

This ONAC Database on Victims of Trafficking is composed of the four Excel worksheets:

- 1. Detailed Generalities**
- 2. Identification Method**
- 3. History of Exploitation**
- 4. Treatment at Center**

³⁶ The Integrated Information Management System for the Albanian State Police has distinct compartments, under restricted access, for: (i) Border Control Information System (BCIS); (ii) Standardized Case Reporting Information System (CRIS); (iii) Criminal Investigations Management Information System (CIMIS); and (iv) Criminal Records and Intelligence Information System (CRIIS).

³⁷ The USAID CTO for the CAAHT program as well as partner NGOs were consulted in the database development. No CAAHT staff were directly involved in the process.

³⁸ The Border Control Information System (BCIS) aims at 100% passenger registration and background, 100% vehicle registration and status verification, and processing of asylum seekers and deportees. BCIS also automatically compares every passenger, vehicle and travel document against its watch list of wanted persons, stolen vehicles and travel document, and automatically alerts all authorized users (supervisors, directors, regional directors, etc) through a nationwide alerting system.

The first section (*Detailed Generalities*) collects extensive private data on each victims of trafficking including name, date of birth, place of birth, telephone numbers, etc.³⁹ The ONAC has a technical right to require shelters to reveal the names and other personal identifier information about all their beneficiaries. This is consistent with the current legal framework for social services in Albania. However, this practice falls substantially short of international standards on privacy. The higher standard by which the ONAC database collection of personal identifier information about shelter beneficiaries should be assessed is the “need to know”.

There is a clear benefit to the ONAC consolidating non-personal identifier data about shelter beneficiaries, including victims of trafficking. In fact, the analytical and monitoring function of the ONAC would be enhanced if it were able to consolidate regularly case-based data about the breadth of beneficiaries assisted in both the governmental and NPO shelters that assist victims of trafficking. However, there is no clear reason why this database needs to retain personal names and other uniquely identifiable data. This information can be coded by each data provider, and government officials may request individual data on a “need to know” basis from the shelters.

Over 70% of the victims of trafficking assisted in the NPO shelters were initially identified by the Police. Therefore, their personal identifier information is recorded in the TIMS database with a unique code for each person. This TIMS code number could be used in the ONAC database in place of the individual’s name, thus increasing the protection of the privacy of the individual. The TIMS coding should be included in the case data given to shelters at the time of case referral. This would enable the shelters to also report their data to the ONAC using the TIMS coding numbers. The shelters should create a complimentary coding system to track VoT who come into their system through *other than* police referral. During the current reporting period, this was almost 30% of the VoT assisted in the shelters. If they are to meet strong international standards of social services, the shelters have a responsibility to protect the confidentiality of these beneficiaries who choose not to reveal themselves to law enforcement officials. If the shelters contributing data are also allowed to submit their data using a combination of the TIMS codes and case coding assigned by the shelters, these responsibilities to their beneficiaries will be met.⁴⁰

Section I of the ONAC database also consolidates other personal data including the beneficiary’s level of education and profession before being trafficked as well as one column that categorizes the beneficiary as a child, woman, girl or migrant. This categorization intermingles a variety of types of data on age (e.g. child or woman), gender (e.g. woman and girl) and type of returnees (e.g. migrant – that is determined through a proper and entire identification process) into one section i.e. “Category” column. While age, gender and type of victim profile

³⁹ “The definition of personal data includes not only details such as name, address, data of birth, and nationality but also information about personal circumstances, such as activities, finances, and state of health, including such issues as HIV status or pregnancy.” *National Referral Mechanisms: Joining Efforts to Protect the Rights of Trafficked Persons – A Practical Handbook*, OSCE/ODHIR, pg 93, 2004

⁴⁰ This innovative solution using the combination of TIMS and shelter-assigned codes was proposed by Ms. Irena Taga, Director of Anti-trafficking at the ONAC.

are all valid categories, the workbook needs to be redesigned to differentiate the categories because they are separate categories, and cannot be crossed correlated in one column.

The second worksheet (*Identification Method*) consists of 18 columns and contains data on how, where and when victim was identified, people available during the interview, if victim has cooperated with justice, and the assistance provided specifying where and when.

The third worksheet (*History of Exploitation*) consists of 21 columns and contains data on ways of recruitment, types of trafficking (internal/international), how, where and when s/he crossed the borders, methods and duration of exploitation, etc.

The fourth worksheet (*Treatment at Center*) consists of 22 columns and contains data on the time entering and leaving shelter, services provided by shelter during stay, categories of beneficiaries assisted, monitoring and evaluation of cases, reintegration of victims and their follow up.

A more technical review and suggestions for improvement for the ONAC database are elaborated in Annex D. The CAAHT database (see Annex E) designed in cooperation with members of the Shelter Coalition was created independently from the ONAC database. It is, therefore, encouraging to note the substantial parallels in many of the categories of data gathered. There are two key elements in the design of the CAAHT database that are recommended to the ONAC to improve its database: 1) using the case coding system discussed previously in order to enable all agencies feeding into the database to protect the confidentiality and privacy of all beneficiaries, while maximizing the consolidation and comparability of the data; and 2) a drop down selection systems for most columns for ease of data entry and to maximize the comparability and sorting of data.

The staff of the Office of the National Coordinator has acknowledged that certain sections of the ONAC database needs further improvement to better and accurately capture the statistical information and avoid overlapping and double-counting of figures. At the same time, it will benefit the “anti-trafficking community” of Albania if an independent database on victims of trafficking continues to be maintained independently from the ONAC. The CAAHT program will be working with its partners during its last year of programming to identify an appropriate partner to which the CAAHT VoT database will be transferred. If the shelter provider portion of the ONAC database and the CAAHT VoT database are structured precisely the same way, it will ease the burden on data entry for service providers and maximize the comparability of the data. The CAAHT program staff is ready and willing to provide technical assistance and cooperation to the ONAC to achieve this goal.

In addition, the International Center for Migration Policy Development (ICMPD) has been developing two data bases to complement within the framework the Transnational Referral Mechanism This project, entitled Program for the Enhancement of Anti-trafficking Responses in South Eastern Europe: Data

Collection and Information Management”, intends to establish two databases with statistics on trafficking in human beings - one for judicial data (i.e. on traffickers) and one on data on victims of trafficking. Since the ONAC database was already well underway, this portion of the project is not being pursued in Albania. However, the judicial database is being developed and will be lodged in the Office of the General Prosecutor. While the proposed databases are intended as mechanisms to go beyond national frontlines and enhance cooperation and exchange of information among southeastern European countries, it appears to be a challenging effort for the responsible Albanian authorities in the light of the weak NRM and Responsible Authority.

NATIONAL ANTI-TRAFFICKING STRATEGIES 2008-2010

The most noteworthy event during this reporting period was the issuance of the National Strategy to Combat Trafficking in Persons 2008-2010 and of the National Strategy for the Fight Against Child Trafficking and the Protection of Child Victims of Trafficking. From February to May 2008 the ONAC led a participatory process consulting representatives from central ministries, Regional Committees and Technical Working Tables, NGOs, inter-governmental organizations and international donors to develop these new national strategies.

Members of the CAAHT staff attended each of these workshops, and provided technical support in facilitating working groups during the final three workshops. The staff observed that during most of the workshops the discussions were very general and brought forth a limited amount of useful advice and information for the ONAC staff. Two main factors created this dynamic. First, most of the people invited to participate in the initial workshops were from line management positions in the central ministries. Many of these participants seemed to be present simply because their superiors had instructed them to attend, rather than based on their expertise related to the workshop topic. Until the last few workshops, there were few “practitioners” invited from either regional and local government or civil society. Second, the line ministry representatives often had little familiarity with the topics being discussed. They tended to react defensively about the work expected from their ministries, and they were dismissive of the importance of the roles and responsibilities in anti-trafficking allocated to their ministries.

However, thanks to the efforts of an international consultant, substantial work by the staff of the ONAC, and key advice from a knowledgeable core group of “practitioners” (both governmental and nongovernmental) a substantive new strategy for 2008 to 2010 was created. It was approved by the Council of Ministers 23 July 2008. The ONAC has good reason to claim this as a substantial achievement.

In responding to deficiencies noted during the implementation of previous national anti-trafficking strategies, both these strategies attempt to give higher priority to further institutionalization of a sustainable, multi-disciplinary and well coordinated anti-trafficking response to prevent trafficking in persons, to

ensure protection, assistance, and reintegration of victims of trafficking, and to prosecute and convict perpetrators.

The new strategies retain significant portions from 2005 – 2007 National Action Plans (NAPs), which encourages continuity of efforts. At the same time, several new elements have been incorporated in response to the changing environment as well as the lessons learned in the implementation of the previous NAPs. These include:

- Establishment of an Ad-hoc Interdisciplinary Expert Group and National Task Force on Trafficking in Human Beings comprised of representatives from governmental, civil society and international intergovernmental organizations, which will be responsible for the design, implementation, coordination, and regular review of the overall anti-trafficking response in the country.
- Strengthening the capacities of the ONAC and establishing a new dedicated office of the Responsible Authority under the ONAC to ensure full and comprehensive implementation of National Referral Mechanism (NRM).
- Improving and expanding the agreement for the NRM in order to improve referral and assistance/reintegration services to victims of trafficking and to expand the range of services through inclusion of other service providers.
- Improvement of the Regional Committees in the Fight Against Trafficking in Human Beings through a revision of the Prime Minister's order. The Strategy envisions better elaboration of the roles and responsibilities for the members of the Committees, inclusion of NGOs and other government structures as new members of the RCs, and appointment of a full time dedicated anti-trafficking coordinator for each Qarku, etc.
- Calls for allocation of funds by governmental bodies to non-governmental social service providers for anti-trafficking activities.
- Expression of increased political will and commitment on the side of the government to assume greater financial responsibilities to fund implementation of the anti-trafficking activities envisaged in the strategy – central ministries are required to mainstream anti-trafficking efforts into their policies and programs and to include anti-trafficking financial needs in their own budgets.

The new Child Trafficking Strategy and Action Plan relies on the same basic principles as the previous one – it simply attempts to put greater focus on the following areas:

- Ensuring and improving the identification of potential and actual cases of child trafficking;
- Ensuring assistance to, and protection of all presumed child victims, even if they are not willing to testify;

- Ensuring formalized and effective child protection systems at local levels, aimed at identifying at-risk groups and individuals as well as trafficked minors, and
- Ensuring the provision of targeted preventive, protective and rehabilitative measures.

In general, Albania has drafted NAPs and other strategy documents that meet high international standards, but implementation has been disappointing to date. Although Albania has had some successes, the response to curbing and combating trafficking in Albania has been left far too long exclusively in the realm of civil society and largely dependent on international donors' financial support. In order to facilitate a realistic future discussion on financial resources it could be advantageous for the GOA to take the initiative and officially inform the donor community of Albanian commitments in the form of fiscal, human and material resources in the area of anti-trafficking. This would also serve as a means to give a clear message about ownership.

The above point is critical to the implementation of the new strategies, especially concerning the segment on Protection. Without the means to proactively and positively identify victims, other elements of the strategy (assistance to victims, referral of victims, the data base, investigation of traffickers, prosecutions of traffickers, etc.) are rendered inconsequential. Many of these elements are currently supported by substantive donor assistance.

It should be noted that the new electoral system calls for parliamentary elections during spring of next year (2009). Previous experiences have shown that implementation could be jeopardized and suffer from the electoral hiatus at senior coordination level. There is a substantial likelihood, in addition, that regardless of which coalition wins the majority, the traditional practice of overturning most civil service jobs will be repeated. This will substantially undermine the current capacity of Albania's "anti-trafficking" community and discourage continuing investment in training of government officials.

REGIONAL COMMITTEES IN THE FIGHT AGAINST TRAFFICKING IN HUMAN BEINGS

The performance of the Regional Anti-trafficking Committees (RC) and the Technical Working Tables (TWT) in the course of the last two years has demonstrated that these qarqe-based structures still have a long way to go in order to accomplish what is envisaged in the Prime Minister's order. Despite the good will to contribute to national anti-trafficking efforts demonstrated in several qarqe, these are limited to organization of sporadic meetings and submission of reports to the ONAC. The key purpose for these Committees should be to ensure that anti-trafficking policies, programs and services are implemented in their *qarqe* to reduce the vulnerability of individuals, families and communities to the crimes of trafficking in human beings.

CAAHT staff have held extensive discussions and conducted surveys with Technical Secretariats and other Committee members throughout the country. They have also consulted CAAHT funded grantees and other civil society actors about the progress of the Regional Committees in their qarqe. It is evident that members of the Regional Anti-trafficking Committees and their Technical Working Tables do not fully understand how to accomplish their responsibilities under the Prime Minister's order and have limited ideas about what they can actually do and achieve. The CAAHT conducted an extensive "needs assessment" survey of the Regional Committees in the spring of 2007. In most qarqe, NGOs receive some recognition and appraisal for their anti-trafficking work, but not direct financial support from any of the structures represented in the Committees. The expertise of these organizations continued to be under-utilized during this reporting period.

Some increased cooperation among government and NPO services providers has emerged. The contribution of the government structures lies mainly in providing vocational training to shelter beneficiaries or those coming from vulnerable communities, providing NGOs access to school classrooms so they may provide awareness raising sessions, and, in a few cases, providing NGOs premises free of charge in order to conduct their anti-trafficking activities.

NGOs observe that only a few government structures, including anti-trafficking police, education directorates, regional training centers and/or employment offices seem to have better understanding of the phenomenon and have conducted some practical anti-trafficking activities in their own qarqe. Anti-trafficking police structures are the most knowledgeable government structures at regional level. Due to the nature of their work, they are more informed about the scale of the phenomenon in their qarqe and the needs of victims and presumed victims of trafficking. On the other hand, Regional Committees and their members are largely depending on project/program activities and services provided by various non-governmental organizations that are invited to participate in the Committees and on pilot programs implemented by central institutions at regional level, such as "Second Chance" classes for dropouts and children from vulnerable communities.

Due to lack of understanding about the nature of the phenomenon and their responsibilities, different Committee members, while asserting that trafficking does not exist in their area, promote establishment of new shelters, asserting that this would "solve" their problems and fulfill their responsibilities in anti-trafficking work.

A few of the Committees have exercised the opportunity to invite knowledgeable civil society organizations – which often have the most experience in anti-trafficking work – to partner with them to analyze the needs in their local communities (e.g. Shkodra, Vlora, Elbasan, Dibra and Berat). CAAHT civil society partners demonstrate sincere commitment to cooperate with, and contribute to, supporting the Regional Committees of their qarqe to assume their full range of responsibilities. All the Regional Committee could benefit from including such organizations as full members of their Committees and Technical Working Tables.

Across all types of government officials as well as NPO representatives, the message conveyed to CAAHT was that these structures need training and capacity building, clear definition/division of roles and responsibilities, and sufficient human and financial resources to enable them to undertake the required tasks and responsibilities.

MUNICIPALITIES AND COMMUNES

One of the most encouraging developments in anti-trafficking work in Albania is the increasing leadership that local government officials are taking to support and promote child protection units (CPUs), anti-trafficking awareness raising, and analysis of the phenomenon of trafficking in persons and/or vulnerability individuals and/or groups to trafficking in their jurisdictions. Unfortunately, their role as members of the Regional Anti-trafficking Committees remains peripheral. Generally local governments share the same challenges as those of institutions represented at regional government levels, such as limited staff and funding, lack of experience in the anti-trafficking work, etc. Most of the local government achievements are attributable to the willingness and commitment of individual mayors and/or social services offices structures under their dependency. These local level structures, due to the decentralization process, seem to be more flexible and operational in their activity and in terms of cooperation with and support they provide to different civil society organizations who conduct anti-trafficking work.

A few NGOs report that they receive some in-kind or direct financial support from municipalities such as offering municipal premises for anti-trafficking work or direct participation in the implementation of practical and concrete activities with experienced NGOs. One important and very practical contribution that several municipalities offer is to facilitate the process for issuing birth certificates to ex-victims of trafficking and/or other vulnerable/at risk individuals who are targeted beneficiaries for NPO project activities. Some municipalities also partially cover accommodation costs for victims of trafficking and provide social assistance for at-risk individuals (e.g. Tirana municipality).

The Child Protection Units (CPUs) of Fieri, Elbasan, Gjirokastra, Korça and Pogradeci (supported by Terre des hommes), Kukës (supported by UNICEF), and Kuçovë (supported by Save the Children) continue to be the most elaborated mechanisms in place to date for practical services for children at-risk to trafficking or being reintegrated after having been exploited⁴¹. These CPUs are responsible for coordinating local-level case management of trafficked children and children at risk. They have been established through constructive collaboration among Terre des hommes, UNICEF, Save the Children, local NGOs, and municipality leadership

NATIONAL REFERRAL MECHANISM AND RESPONSIBLE AUTHORITY:

The National Referral Mechanism (NRM) agreement was signed in 2005 to create the mechanism that would regulate the identification and referral of victims of trafficking and presumed victims of trafficking in Albania. The NRM agreement was

⁴¹ The creation of these Child Protection Units is a very positive step. However, there is reason to be concerned that the sustainability of these entities is fragile because most of the Child Protection Officers are paid through the auspices of the international sponsor organizations. A key test of the commitment of local government to child protection will be measured in how quickly the salaries and related costs for the CPUs are fully-funded through the annual municipality budgets.

signed between the: Ministry of Labor and Social Affairs/General Directorate of State Social Service; National Reception Center for Victims of Human Trafficking; Ministry of Public Order/General Directorate of State Police; Ministry of Foreign Affairs/ Consular Directorate; Vatra Psychosocial Center, Another Vision and the International Organization for Migration⁴². The new Albanian National Strategy for Combating Human Trafficking includes the plan to create, sign and implement a new NRM agreement with the guidance and coordination of the ONAC.

Referrals are occurring, although it is not clear to what extent this is directly under the NRM or to what extent this is thanks to more bi-lateral agreements between specific border crossing points or other police commissariats and specific shelter service providers. For example, the *Life and Hope* shelter managed by the Gjirokastra Community Center is not a signatory agency on the NRM agreement. However, it receives by far the largest number of initial referrals from the border authorities at Kakavija border crossing points. On the other hand, the number of people returned at the BCP of Kapshtica (a land border crossing point with Greece, near Korça) is the highest of all BCPs (36,846 people) and more than double than the total number of returnees at BCP of Kakavija (also a land border crossing point with Greece); yet only three victims of trafficking were identified at Kapshtica during the reporting period. The complete lack of identified victims of trafficking at the Tre Urat BCP, also a land border crossing point with Greece, lacks credibility. (See Table 5) All of this highlights the importance of joint Police-shelter work in the identification process of the victims, and the urgent need for more consistent processing at all border points.

As part of the original NRM agreement, a “Responsible Authority” (RA) was established with a Joint Order signed by MoI, MoFA and MoLSAEO to coordinate and process referrals for all trafficking victims, and to perform all other coordination and reporting functions assigned to it in the NRM Agreement. The RA is composed of six persons, two from each signatory party (the General Directorate of State Police is represented in the RA with two police officers; one from Border Police and the other from the Anti-Trafficking Sector. Despite some encouraging efforts, the implementation of the NRM is far from being satisfactory and the Responsible Authority is not yet functioning fully. Neither the mechanism nor most of the structures (e.g. Border Police, Albanian Consulate Offices and the Regional State Social Services) that support its implementation are sufficiently competent.

⁴² In 2005, the IOM directly managed the shelter that has now evolved into the independent, local registered NPO *Different and Equal*. D&E, as a legal person under Albanian law, is not a signatory to the NRM. However, it is treated as a full member of the NRM due to the history of its status under the IOM, which is a signatory to the NRM agreement. The Office of the National Anti-Trafficking Coordinator (ONAC) in the light of expanding the NRM signatories, sent an official letter to all the signatory parties to the NRM in order to get their approval on including *D&E* and *Life and Hope* in NRM. According to ONAC, all the official responses were positive, hence, the ONAC has treated these two shelters as part of NRM.

Table 5: Comparison of total deported women & children vs. VoT identified at BCPs between 1 August 2007 and 31 July 2008⁴³

No	Border Crossing Points	Total People Returned	Number of Irregular Female Migrants	Number of Children returned through BCPs	Victims Returned
1	Rinas Airport Police Commissariat	4,647	441	188	20
2	Durres Port Police Commissariat	562	43	25	2
3	Kakavija BCP	18,076	673	3332	44
4	Tre Urat BCP	1,611	56	343	0
5	Kapshtica BCP	36,846	1221	8875	3
6	Qafe Thane BCP	531	43	165	0
7	Tushemisht BCP	32	5	11	0
8	Gorice BCP	178	14	33	0
9	Morina BCP	164	24	79	1
10	Blade BCP	118	0	30	0
11	Hani i Hotit BCP	459	11	204	0
12	Murriqane BCP	3	0	2	0
13	Vlora Port BCP	68	4	1	1
14	Saranda Port BCP	644	17	174	0
15	Qafe Bota BCP	11,178	1018	3919	0
TOTAL		75,117	3,570	17,381	71

The new National Anti-trafficking Strategy 2008-2010 seeks to improve the NRM and Responsible Authority through establishment of a dedicated team of three full-time staff of the Responsible Authority under ONAC. In addition the strategy intends to expand membership of the NRM with other non-governmental service providers and also to develop common definitions and identification criteria for victims and presumed victims of trafficking.

In an effort to improve identification and referral of presumed or known victims of trafficking, as outlined in the NRM the ONAC and the General Directorate of State Police issued a set of instructions on how to interview victims or potential victims of trafficking to police structures at the border crossing points and criminal police⁴⁴. In addition, on December 12, 2007, the General Director of the State Police issued the Duty Order no. 871 *On Procedures which are performed with Albanian and foreign citizens returned from other countries*. This order specifies the responsibilities of the border and migration police structures as well as the anti-trafficking police units for the processing of returnees who are identified as victims of trafficking and also the successive actions that need to be taken for their referral to specialized institutions and/or organizations for further assistance. Based upon this order, Border and Migration Police, State Social Services and NGOs (namely shelter service providers) have assigned contact points at the regional level, in order to ensure timely notification and also the presence

⁴³ Source: Albanian State Police – Total Information Management System (TIMS) Database. See Map 1 on page 2 for the location of the 15 TIMS-connected land, water, and airport border crossing points in Albania.

⁴⁴ The set of instructions was prepared, printed in single A4 format and distributed to police structures a year ago. Their publication in a booklet is pending.

of trained social workers upon identification of victims and/or suspected victims of trafficking. The intent behind this order is admirable; however, the problem of actual implementation remains substantial. There are an insufficient number of trained female law enforcement officers and social workers to meet the workload. Once the order was issued, requests began circulating to international donors to provide funds and experts to train these officials. This begs the question of what has happened to the hundreds of law enforcement officers who have already been trained in similar procedures with the support of IOM, OSCE, PAMECA and ICITAP over the past several years. It also reinforces the concern that the Government issues orders without ensuring sufficient human and financial resources to accomplish implementation of the order.

Twelve MOLSAEO social workers, one in each *qarqe*, are supposed to be available to assist border and anti-trafficking police for initial reception, interviewing and referral of victims and/or presumed victims of trafficking. The General Directorate of State Social Services reports that all social workers are informed about existing legislative and regulatory framework and have received targeting trainings from IOM (May 2008) and Associazione Comunità Oasi², an Italian NPO. But, shelters and other experienced service providers report that they are frequently called upon by the police structures to offer assistance with the interviewing and identification of victims of trafficking and provide and provide immediate service to them.

The NRM also calls for assignment of female police officers at the main border crossing points, but at the end of August 2008 this was consistent on at the main border crossing points such as Rinas Airport, Durres Port, Vlora Port, Kakavija and Kapshtica. During 2008 a series of trainings were conducted with support from UNICEF, ICMPD, OSCE and ICITAP for border and anti-trafficking police on interviewing techniques, initial identification and reception of victims of trafficking, etc.

Progress has been slow bringing the NRM and RA mechanisms up to a level where they are genuinely operational. Border and migration police structures continue to manifest lack of efficiency in the identification and referral for further assistance of victims and presumed victims of trafficking. However, in early 2008, acting on a previous request from the European Commission Delegation, supported by both PAMECA and ICITAP, the Albanian State Police created an autonomous Border and Migration Police Department directly under the command of a Deputy General Director for Border and Migration. It requires Border and Migration Police to serve for a minimum of three years. Personnel termination, transfers, etc. are not supervised by personnel committees in accordance with the Law on the State Police. An increase in the professionalism of the Border Police should make a significant impact on improved identification and assistance for victims of trafficking.

The Government of Albania has not yet provided training to the consular staff of Albania in the destination countries to provide victim-sensitive consular advice to victims and presumed or potential victims of human trafficking. The role of consular officials is important to the Responsible Authority approach as they are designated to cooperate with host country authorities in helping identify, protect, and facilitate the assisted return and referral of actual, presumed, or potential victims. To date, such efforts have been limited to distribution of leaflets or

posters in the Albanian consulates in the main destinations countries of the EU, and at the main Albanian border crossing points, sponsored by a consortium of intergovernmental organizations including OSCE, UNICEF, IOM, ICMPD, etc.

Since November 2007, the countrywide, toll-free telephone number for denouncing cases of trafficking or seeking for assistance has been funded entirely by the Ministry of Interior and operated by police officers trained by IOM at the “Emergency Call” unit. The ONAC reports that only two trafficking cases and one case of domestic violence were processed through this hotline between January and July 2008.

MINISTRY OF LABOR, SOCIAL AFFAIRS AND EQUAL OPPORTUNITY

In the effort to reduce citizens’ vulnerability to trafficking in persons, the MOLSAEO began the implementation of the second phase of the regional project to promote women’s participation in economic decision-making through the International Labor Organization’s (ILO) – Migrant project *Employment possibility, professional shaping and migratory policy measures for the prevention and the reduction of trafficking of women in Albania, Moldavia and Ukraine*, which aims, among other things, to provide micro-loans for private enterprises to women and girls who have been trafficked as well as encouraging new employment positions for women and girls who are at-risk or victims of trafficking.

Some of MOLSAEO’s Regional Employment Offices and Vocational Training Centers cooperate with private social service providers to offer free⁴⁵ vocational training and prioritizing employment for former-victims of trafficking and/or those who may be at higher risk of being trafficked.

Nevertheless, MOLSAEO, MES, Ministry of Economy and Ministry of Finance have failed to accomplish their tasks under the previous National Anti-trafficking Strategy, which required them to work on designing and approving a package of government-owned initiatives to encourage vocational alternatives to illegal migration, and the trafficking and re-trafficking of young women, girls and children by offering small scale loans, taxation incentives, and micro-economic programs to support new and small/medium enterprise businesses that target early school leavers, high risk groups and regions. The plan also included subsidizing job creation and reintegration activities of shelters and employers working with them, in cooperation with associated international lending agencies.

Early in 2007, MOLSAEO approved the *Standards for the Accommodation of Victims in Shelters*. This document was developed in cooperation with the Ministry of Interior, the Ministry of Education, the National Reception Center for Victims of Trafficking, the four NPO shelters in the NRM, and other stakeholders. The standards stipulate

⁴⁵ Free vocational training is an approach that conflicts with the methodology of *Swiss Contact*, a Swiss NPO that has been working with MOLSAEO for the past several years to develop private and public vocational training centers. This methodology focuses on market dynamics, and asserts the importance of having all recipients of vocational training pay for at least a portion of the training costs, possibly on a sliding scale system linked to ability to pay.

that beneficiaries should be fully informed about the services offered, the ways the services are provided, and the staff who will be responsible to assist the victims. It places emphasis on the responsibility of service providers to uphold the dignity of their beneficiaries and to treat them with respect. The Inspectorate for Standards that operates under the State Social Services is responsible for ensuring implementation of the approved standards and monitors shelter service providers twice a year. These standards provide a good human rights framework for the accommodation and assistance of victims of trafficking and other shelter beneficiaries. However, they lack specific behavioral indicators by which shelter programs may be monitored and held accountable to an operational standard. Further elaboration of these standards is needed, accompanied by extensive training of MOLSAEO social workers in order to qualify them to monitor these programs.

MINISTRY OF EDUCATION AND SCIENCE

Making children aware of the dangers of trafficking in human beings during their education is a practical step towards prevention of trafficking. The CAAHT program has supported extensive awareness raising activities in high schools across the country. Impact assessment surveys of this work have confirmed the importance of anti-trafficking awareness raising and peer-to-peer education as a prevention tool in the fight against trafficking of human beings. To this purpose, and trying to complement overall anti-trafficking awareness raising efforts conducted by different national and international NGOs, the Ministry of Education and Science has taken some initiatives to incorporate trafficking subjects into the syllabi of gender and social education classes taught throughout the entire pre-university education system, with the aim of showing how trafficking in human beings and causes that lead to this phenomenon are linked to other social issues. The MES guidelines incorporate anti-trafficking subjects in the syllabus of civic education classes (I, II, III, IV grades), Civic Education 7, Biology, Knowledge about the Society (I, II grade) etc, according to the guidelines of MES.

In its special publications for teachers, MES has issued internal guidelines instructing teachers throughout the entire education system to give priority to gender issues, trafficking and domestic violence in class and at their meetings between parents, students and teachers. In this year's guideline, MES emphasizes that annual school work and lesson plans for individual classes must address gender, trafficking and domestic violence related issues. According to these guidelines, trafficking issues are to be addressed as part of extracurricular and cross-curricular activities.

However, the "on the ground" experience of several CAAHT grantee organizations in various parts of the country have shown that the MES is not providing practical information and tools to back up this guidance. Many local principals and teachers deserve recognition for taking initiative to welcome NGOs into their schools and classrooms to assist the schools in meeting the curriculum responsibilities in the field of anti-trafficking.

Building on the IOM-funded project *Prevention of Trafficking in Human Beings in the Balkans through Educational Activities and Capacity Building of Schools*, the Ministry of Education and Science (MES) continued to collaborate with the latter to start

implementation of a new project to increase anti-trafficking awareness in schools and incorporate anti-trafficking themes in different subjects of the school curricula. This next project phase started in July 2007 and is planned for 100 schools in Tirana qark. While this is an encouraging effort, these schools only count for 5.3% of the total of 1,878 public schools in Albania. Upon accomplishment of the second phase of the project, MES and IOM state that it is intended to extend implementation of similar activities with schools in other *qarqe* of the country. Since this project is in its second funding phase and has been underway for several years, it is curious that it has not already been replicated extensively throughout the country.

CHAPTER THREE

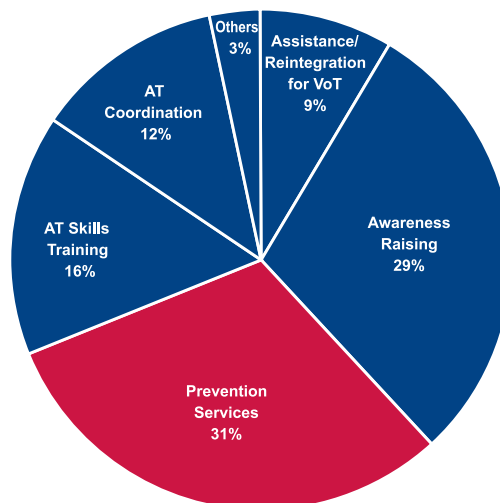
ANTI-TRAFFICKING EFFORTS OF REPORTING NGOS

OVERVIEW OF ANTI-TRAFFICKING ACTIVITIES OF REPORTING NGOS

During the reporting period, 24 Albanian NGOs and two international NGOs informed the CAAHT program⁴⁶ that they implemented anti-trafficking activities and projects; of these, 13 were supported by CAAHT grant funds (see page 49). Other reporting NGOs include:

- *Children’ Human Rights Center of Albania (CRCA)*
- *Organization for the Social Support of Youth (ARSIS)*
- *All Together Against Child Trafficking (BKTF)*
- *Center for Legal Civic Initiatives (CLCI)*
- *Center for Legal Integrated Practices & Services (CLIPS)*
- *Every Child organization*
- *Independent Forum of Elbasani Women*
- *Gender Alliance for Development Center (GADC)*
- *Help for Children Foundation (NPF)*
- *Romani Baxt Albania (RBA)*
- *Victims of Mines & Ammunition Association (VMA-Kukes)*

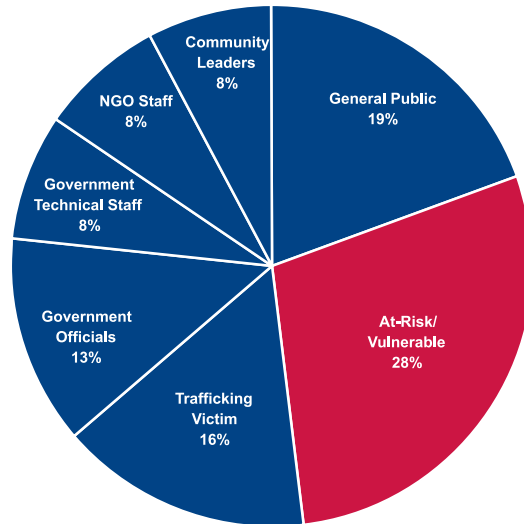
Chart 18: Types of anti-trafficking projects implemented by reporting NGOs



⁴⁶ More than 50 NGOs and international organizations implementing anti-trafficking related programs/ projects in Albania were contacted and invited to contribute (see Annex F). Note that the CAAHT program does not claim to be familiar with all NPO anti-trafficking projects in the country.

Three of these NGOs implemented more than one anti-trafficking project during the reporting period.⁴⁷ Sixty percent of the anti-trafficking projects conducted by these 24 Albanian NGOs focused on prevention services and awareness raising activities.⁴⁸ This reflects a reasonable allocation of funds. Victims of trafficking, while in need of substantially more extensive and costly services, represent a small portion of the entire population of the country; only 9% of the total project funds reported were spent directly for assistance and reintegration of victims of trafficking.

Chart 19: Types of population targeted by AT civil society activities



Fifty percent (14) of the projects conducted by the reporting NGOs lasted between nine and twelve months; 36% (10) other projects were implemented over more than one year.

Of total projects/programs implemented by the reporting NGOs, the majority (16 or 57%) were underway at the end of the reporting period (July 2008).

BRIEF DESCRIPTION OF NPO ANTI-TRAFFICKING PROJECTS

The following pages provide brief summaries of the anti-trafficking projects reported by each of the 24 NGOs. This information focuses on the anti-trafficking work of each NPO, and does not attempt to represent the history, breadth of mandate or other programming conducted by the NPO. Most of the 24 NGOs that provided information for this report have cooperated with the CAAHT program in some form; two received CAAHT grants in previous years, three were subsidiary partners to CAAHT grant partners, and all of the organizations have participated in CAAHT fora such as Annual Conferences, Regional Cluster Groups and working groups. We appreciate that these

⁴⁷ CLIPS reported three different projects; NPF and VMA-Kukes reported two projects each bring the total number of anti-trafficking project implemented by these 24 NGOs to 28 The CAAHT program can only verify the 13 projects directly funded by the CAAHT program.

⁴⁸ Note that an anti-trafficking projects covers at the same time more than one area of work i.e. prevention services, awareness raising campaigns and AT training all together.

organizations find it valuable to stay connected to the CAAHT program, and encourage their continuing commitment to anti-trafficking. Because the CAAHT program does not currently fund these organizations, it is not able to confirm the accuracy of the data reported by these agencies.

AGRITRA VISION – PESHKOPI

For several years now, Agritra Vision has been conducting successful outreach to rural women in Dibra to enable them to develop income generation capacities and strengthen their knowledge and self-confidence in areas of family relations and women’s rights. Through a grant from the CAAHT program, Agritra Vision incorporated the new element of anti-trafficking awareness raising and trafficking prevention to its rural-focused outreach to impoverished and vulnerable girls and women. Community coordinators in selected communes gather women from their communities for discussion and mutual support. Their contact through Agritra Vision enables them to create a network of women leaders who can cooperate with local actors to work for the reduction of trafficking in their local communities. The project is co-funded by CAAHT and Agritra Vision.

ALL TOGETHER AGAINST CHILD TRAFFICKING (BKTF) - TIRANA

BKTF addressed the phenomenon of child trafficking and exploitation through raising the awareness of the general public about “forced begging”. The main goals of the campaign were to:

- reduce child exploitation in Albania;
- raise awareness of the general public not to give money to the children; and
- motivate people to treat children with respect and dignity.

It encouraged the public to support recognized services and specialized institutions that are qualified to support sustainable solutions for vulnerable children and their families, instead of giving casual cash handouts to those begging in the streets. The awareness raising was conducted through the distribution of leaflets, flyers and posters and well as advertising through a TV spot, radio jingle, billboards and a specialized webpage www.ndalshfrytezimittefemijeve.org

The leaflets were distributed to 10 border offices across the country as well as at Rinas airport, and trade centers, traveling agencies, bars, restaurants, and in the streets of Tirana.

BKTF issued a report titled *Situational Analysis of Child Trafficking in Albania* covering the period January-December 2007.

ANOTHER VISION – ELBASAN

With CAAHT support, Another Vision expanded recovery services for, and social integration of, minors who have been trafficked or are at-risk. Increased prevention assistance to at-risk children and their families is provided in cooperation with the Office of Social Services in the Elbasan *Qarku*. Project activities include: staff supervision and professional development for social service providers who work with at-risk and trafficked minors; a residential community shelter for at-risk and trafficked minors; and reinforcement of coordination for joint anti-trafficking actions at the local and national levels to increase social support for trafficking victims. This project is co-funded by CAAHT and CEFA. See also the organization’s website <http://tjetervizion.org/>.

CENTER FOR LEGAL CIVIC INITIATIVES (CLCI) - TIRANA

During the reporting period, CLCI conducted workshops and training sessions on anti-trafficking for vulnerable communities, victims of trafficking and the judiciary. Three workshops were organized to inform Roma community members in Bregu i Lumit, Tirana, Llakatund, Vlora, Levan and Fier about family rights, marriage and birth registration, domestic violence, prevention of trafficking, etc. Informational meetings were provided to beneficiary of the VoT reintegration shelter *Different and Equal*. Free legal services were provided for 96 cases (12 VoT and 83 at risk”).

CHILDREN'S HUMAN RIGHTS CENTER OF ALBANIA (CRCA) - TIRANA

During the reporting period, CRCA conducted anti-trafficking training, studies, and awareness raising campaigns in Tirana. The program main achievements are:

- a training for 40 Police and State Social Services staff, NGOs and students of the University of Tirana Faculty of Social Sciences;
- production a training handbook titled *Fight Against Child Trafficking for the Purpose of Sexual Exploitation* in cooperation with ECPAT International;
- awareness raising about the phenomenon of child trafficking and sexual exploitation for more than 1,000 students of 9-year, high schools and universities in Tirana; and
- organizing a *Stop Child Pornography in Internet* national campaign.

See also the organization's website <http://www.geocities.com/qmdfsh/>.

CENTER OF INTEGRATED LEGAL SERVICES AND PRACTICES (CLIPS) – TIRANA

Project 1: Building capacities to address trafficking, of children especially, from a human rights perspective, in the Southeastern Asia, Southeastern Europe, and Latin America.

The purpose of the global project is to provide education about human rights, training, monitoring and awareness raising. The main activities deal with monitoring daily press articles related to trafficking in minors, training for NGOs and police structures about UNICEF's guidelines for the protection of the rights of children victims of trafficking in Europe, awareness raising, training for journalists, regional experience exchange, etc. The Center has conducted two workshops with NGOs that operate in the field of trafficking in minors, a training for anti-trafficking police, a training with journalists, and supported the BKTF campaign against child begging.

Project 2: Implementation of Action Against Transnational Trafficking in Minors

The purpose of this project is to provide legal services, mainly legal counseling, legal expertise to Terre des Hommes, and psychological assistance to minors exploited/at-risk or victims of trafficking. Psychological services are provided by the Center's psychologists at the *National Reception Center for Victims of Trafficking*, at the *Don Bosko Center*, at the *Zyber Hallulli Orphanage*, as well as in prosecutor's offices and courts (in the cases of minors who are in the position of victims and witnesses). The psychological service at the *National Reception Center* is provided through individual counseling to victims of trafficking, while individual counseling to minors as well as meetings with their parents are conducted at the *Don Bosko Center*.

Project 3: Institutional capacity building of law enforcement structures related to the treatment of trafficking victims

The purpose of the project is to build capacities of law enforcement structures in the assistance and processing of trafficking victims. A handbook has been drafted on the identification, treatment and protection of trafficking victims. This will be used in training workshops for staff of state structures such as police officers at border points and local anti-trafficking units, prosecutors, and judges. Their opinions will also be sought for the improvement of practices and legislation related to trafficking. As of the end of July, five training sessions have been organized in Fier, Shkodra, Korça, Vlora and Durres with police officers.

LIFE AND HOPE SHELTER, COMMUNITY CENTER OF GJIROKASTRA

This project builds on the initial CAAHT program investment that enabled the Gjirokastra Community Center to establish the *Life and Hope* transit shelter in October 2005. The shelter provides initial support services to suspected victims of trafficking, primarily returned from Greece through the Kakavija and Tre Urat border points. This program is implemented in close cooperation with local police and other government offices as well as other shelter and social service agencies, governmental and non-governmental, throughout Albania. The project is co-funded by the CAAHT, Swiss Development Cooperation, the Vodafone Albania Foundation, and contributions from the Gjirokastra business community.

DIFFERENT AND EQUAL (D&E) - TIRANA

After providing the first support that enabled *Different and Equal* to become an independent, locally managed NPO in early 2005, the CAAHT program is continuing to support *D&E* to provide standardized and sustained shelter and reintegration services to Albanian victims of trafficking, and contribute to the full implementation of the National Strategy on Trafficking in Albania. Serving a wide range of female Albanian victims of trafficking, including single mothers and their children, *D&E* enables these women and girls to recover from the severe abuses they have suffered and secure happier, healthier futures. In addition to shelter accommodation, services include: medical, legal and psychological support; basic or continuing education; vocational training; and employment placement. This project is co-funded by CAAHT and Unicef. See also the organization's website <http://differentandequal.org/english/projekt.htm>.

EVERY CHILD - SHKODRA

This organization provides prevention services to vulnerable children in Shkodra. They seek to improve the living conditions of women, families and children at-risk by building their skills/capacities to participate in society at large. The Every Child center provides adults and children psychosocial, legal and health counseling, vocational education and training, and recreational activities for vulnerable children.

GENDER ALLIANCE FOR DEVELOPMENT CENTER (GADC) - TIRANA

This project aims at organizing awareness raising campaigns in the community, in order to counteract the stigmatization of the victims by society, and to provide service providers with guidelines for their work with victims of trafficking. Program components include a handbook and a training module for training of trainers. The program has been prepared in cooperation with staff from MOLSAEO. It was funded

by OSCE for eight months (February - September 2008). See also the organization's website <http://www.gadc-al.org/>.

HELP FOR CHILDREN FOUNDATION (NPF) – KORÇA, TIRANA AND SHKODRA

Project 1: Classes for alternate vocational education and training (KEFA)

This school reintegration and vocation training served children in need mainly from the Roma and Egyptian communities. During July 2008, activities were conducted with about 950 children in summer camps in Korça, Elbasan, Cërriku, Berat, Kuçove and Tirana. Through the project, 300 street children have had their situations improved.

Project 2: Prevention activities and school and social reintegration for children at-risk in their community - Korça

This project provides social and school reintegration support for 50 Roma and Egyptian children and their families. The children benefit from school support and assistance including school supplies, clothes, medicines, basic food packets. Specialized support from teachers makes normal schooling possible, achieving integration into the classroom and regular school attendance

IN HELP OF NORTHERN WOMAN OF PUKA

Thanks to CAAHT funding in 2007-08, Puka Women established successful anti-trafficking outreach and prevention assistance for children and women in Puka and nearby communes. This second CAAHT grant enabled this NPO to begin cooperating with the social services office of the municipality of Puka to establish a Municipality of Puka Office for the Protection of Women and Girls. The office served vulnerable women and girls through direct outreach and service coordination as well as a hotline for advice and emergency interventions. School-based awareness-raising activities also be expanded, with particular emphasis placed on training teachers at the four 9-years schools of Puka city how to incorporate anti-trafficking knowledge in their curricula. The project was co-funded by CAAHT and the Municipality of Puka.

IN PROTECTION OF URBAN AND RURAL WOMEN OF BERAT

In 2007 to 2008, CAAHT supported this women's NPO to conduct community and school-based awareness-raising activities in Berat, Kuçove and nearby communes. This project continued and expanded these successful activities, especially linking awareness raising for girls and women with vocational training and job placements. Additionally, staff from the NPO cooperated with the Regional Anti-trafficking Committee to strengthen the communication among governmental structures, community, civil society and business to promoted sustainable, community-based awareness and prevention programming to reduce the vulnerability of women and girls with high risk of trafficking in the prefecture of Berat. The program is co-funded by CAAHT and Protection of Urban and Rural Women of Berat.

INDEPENDENT FORUM OF ELBASANI WOMEN

The Forum provided anti-trafficking awareness raising for women and children in the *Qarku* of Elbasan and its surrounding communes. In addition, prevention services such as vocational training, counseling, and legal assistance is available for women and children who are vulnerable to becoming trafficked. The Forum works in the *Qark* of Elbasan, including the municipalities of Elbasan, Cerrik and Belesh, and rural Communes of Bradashesh, Shirgjan, Labinot-Fushe, Shirgjan, Klos, and Gostime.

INSTITUTE OF GENDER APPLIED POLICIES (IGAP) - TIRANA

In 2005, CAAHT supported IGAP to implement a new and innovative rural house-to-house anti-trafficking awareness-raising work program in several vulnerable areas of Albania. With new funding from CAAHT, IGAP used these successful techniques to educate at-risk girls and young women in the rural areas of Milot and Fushe-Kruje to protect themselves from trafficking and sexual exploitation. Project activities included house-to-house information campaigns, school-based awareness campaigns, and development of local anti-trafficking networks to help sustain and expand community capacities to combat trafficking of women and children. The program was co-funded by CAAHT and IGAP.

INTELLECTUAL WOMEN OF POGRADEC

Building on the knowledge and experience gained through their CAAHT-funded project in 2005-06, IWP expanded its assistance to vulnerable children in the municipality and surrounding communes of Pogradec. With special emphasis on assisting street children, the project offered education and play activities to help improve their behavior and their attitude towards themselves, their classmates, their family members, and school. The project was implemented in close cooperation with the Child Protection Unit of the municipality of Pogradec. The project was co-funded by CAAHT and Intellectual Women of Pogradec.

MURIALDO SOCIAL CENTER (MSC) - FIER

This second CAAHT grant to Murialdo helped expand its services to vulnerable women and children in the Fier area. The goal is to distance them from the dangers of trafficking, exploitation, and their mistreatment by combining professional formative programs with cultural and sport activities. This combination of interventions has been developed through the more than 10 years of experience of the Center serving vulnerable communities through formal education, sports activities and counseling outreach to children and their families. The CAAHT funding strengthens Murialdo's professional vocational center, where adolescents and young adults acquire skills that enable them to find employment in the nearby community. During the project, Murialdo is also emphasizing coordination of work education with schools and other institutions in Fier to increase the capacity of education institutions in Fier to conduct anti-trafficking awareness raising as well as identify and assist vulnerable children. This project is co-funded by CAAHT and Murialdo Social Center.

ROMANI BAXT FOUNDATION - TIRANA

The Foundation provides anti-trafficking awareness raising and prevention services, and is a member of the BKTF in the Municipality of Tirana. Activities include pre-school education to prepare Roma children to participate in public education. These kindergartens are held in Allias Kinostudio, Baltez Fier, Bilisht, Llakatund, and Vlora. Summer camps were also conducted to bring children together during the summer vacation period for both entertainment and education activities. This helps keep them busy and less vulnerable to becoming involved in begging, drugs or other problematic behavior. Special emphasis is placed on raising awareness of the children about human trafficking and the problems of drug use.

VATRA PSYCHO-SOCIAL CENTER - VLORA

The VATRA Psychosocial Center conducts anti-trafficking awareness raising activities, as well as providing prevention services for vulnerable women and girls and a shelter for victims of trafficking and other vulnerable females. The core purpose of VATRA is to reduce the number of girls and women involved in trafficking in humans in general, and increase the number of trafficking victims who are reintegrated in their places of origin. This is achieved through a targeted set of interventions including medical and legal assistance, counseling, awareness raising, remedial education, vocational training, and employment. VATRA is a member of the National Referral Mechanism and conducts its work within the framework of the National Anti-trafficking Strategies. See also the organization's website <http://www.qendravatra.org.al/>.

ALBANIAN ASSOCIATION FOR VICTIMS OF MINES AND ARMS (VMA) - KUKES

Project 1: Empowering the community response for the protection of children from trafficking, violence and abuse

With funding support from UNICEF, VMA Kukes is assisting the municipality to establish a Child Protection Unit. This effort is in the third year of operation.

Project 2: Supporting police efforts in the fight against trafficking in humans

Logistical support is provided to the police to treat the victims of trafficking repatriated through the Morina border point. Assistance has included mobile phone pre-paid cards for the police, food and medicine for victims during their stays at the Kukes police station; and salary support for a social worker for the interviewing of victims and support to them.

See also the organization's website: <http://vma-kukes.org/>.

WOMEN IN DEVELOPMENT (WID) – SHKODRA

This second grant from CAAHT has enabled WID to extend its successful awareness raising and training of trainers to new communes surrounding the municipalities of Puke, Shkodra and Malësi e Madhe. The project will increase the ability of the leaders and citizens of these impoverished and isolated communes to stop trafficking of children and women in their communities. The project is co-funded by CAAHT and Women in Development.

WOMEN WITH A DEVELOPMENT FOCUS - KUÇOVE

WDF provided anti-trafficking awareness-raising in schools and women's groups in the Kuçove. Vocational training and professional skills development was provided to vulnerable girls and women. A municipality network of governmental offices and the NPO was established and met regularly to discuss specific cases of vulnerable women and children in order to maximize the combination of assistance that could be made available to them. The project is co-funded by CAAHT and Women with a Development Focus.

YOUNG WOMEN'S CHRISTIAN ASSOCIATION OF ALBANIA (YWCA) - TIRANA

Building on the experiences of their initial CAAHT-supported program, this project continued the anti-trafficking education work of YWCA Albania with women, children, and men from Roma and Balkan-Egyptian communities in Tirana. Anti-trafficking

awareness-raising activities for women and their children were held at the YWCA center. In addition, prevention services were offered through professional training courses that equip adolescent and adult women to reduce their vulnerability by improving their economic status. The program was co-funded by CAAHT and YWCA Albania.

INTERNATIONAL NGOS

ARSIS - ORGANISATION FOR THE SOCIAL SUPPORT OF YOUTH – TIRANA

ARSIS is a Greek-founded NPO that has had a particularly successful partnership for several years with the Terre des hommes project *Transnational Action Against Child Trafficking* (TACT) co-funded by USAID. Through its Tirana office, ARSIS assists children in Tirana who are, or are at-risk of becoming, victims of trafficking and exploitation. The overall goal of ARSIS activities is to reduce the level of vulnerability of these children and offer to them a safer and warmer environment. ARSIS staff works with the whole family; services are offered to both children and their parents in order to empower the parents to take responsibility for the well-being of themselves and their children. Services offered by ARSIS in Tirana include psychosocial support, material and legal assistance, employment placement, school integration, general awareness raising. ARSIS conducts street work as well as family visits, and runs a daily drop-in centre. During last year ARSIS initially identified 112 children on the streets of Tirana; of these more than 40 children frequent the ARSIS drop-in centre and 20 were registered in school for the academic year 2007-2008. See also the organization's website www.arsis.gr.

TERRE DES HOMMES (TDH) / TACT

In cooperation with Arsis, Terre des hommes is implementing phase III of the project *Transnational Action Against Child Trafficking* (TACT), a comprehensive and coordinated project designed to fight trafficking of Albanian children to Greece. This bilateral initiative, funded by several donors, is being implemented in cooperation with BKTF members and other partner NGOs and public stakeholders. The project, which is co-funded by USAID through 2009, has entered its third phase (2006 - 2009). The TACT project is developed within Albania through four axes of intervention, i.e. prevention, protection, coordination, and advocacy. The project aims to build up local capacities and create sustainable child protection mechanisms within municipalities, schools, and communities. Besides working to create a sustainable safety net for children, the TACT project advocates at all levels for child rights and changes in laws and policies. Moreover, TACT still ensures direct assistance and protection to victims, families, and witnesses in Albania and Greece, in conformity with the local legislation.

CHAPTER FOUR

EFFORTS OF THE USAID CAAHT PROGRAM

Since September 2004, USAID's Albanian Initiative: Coordinated Action Against Human Trafficking (CAAHT) has been working with Albanian government and civil society anti-trafficking actors across the country. Implemented by Creative Associates International, Inc., the program objective is to strengthen the ability of Albanian community leaders, NGOs and Government of Albania entities (national, regional and local) to improve programs that deter trafficking in human beings, and services which assist and reintegrate the victims and reduce re-trafficking. This is achieved by:

- improving and expanding trafficking in persons prevention activities;
- improving and expanding victim assistance and reintegration services; and
- promoting coordination in anti-trafficking work between government & civil society and among NGOs

Accomplishing these objectives involves increasing the capacity of local groups to combat the incidence and effects of trafficking in persons, while facilitating increased collaboration among the NPO, donor and government communities. The CAAHT program recognizes that each qarku is different in terms of the trafficking vulnerability of its populations and their needs in shaping anti-trafficking responses. By this comprehensive approach, the CAAHT program seeks to respond to appeals from both governmental and non-governmental actors for better cooperation and joint initiatives. Connecting activities and anti-trafficking efforts of all state and non-state actors in this way creates a positive personal interaction and dynamic, and is also indispensable to success in addressing and eradicating in the longer term this criminal activity.

SUPPORTING THE ANTI-TRAFFICKING COMMUNITY OF ALBANIA

The key to CAAHT support for our partners is to help them develop skills, tools and strategies to improve the work and sustainability of their organizations and offices. During the past year, the CAAHT program continued to support and develop the "anti-trafficking community" of Albania in a number of important ways, which are described in more detail in the following pages.

NATIONAL ANTI-TRAFFICKING SHELTER COALITION

After having met as CAAHT grantee partners and in an occasional "Shelter Working Group" of the CAAHT program for over two years, the five shelter organizations that work in the framework of the National Referral Mechanism, decided to establish a National Anti-trafficking Shelter Coalition in July 2007. They took the unusual step of deciding to constitute the Coalition through a Memorandum of Understanding

(MOU) rather than as a juridical NPO. This was necessary in order to allow full membership for the MOLSAEO National Reception Center for Victims of Trafficking, because Albanian law does not allow governmental entities to be members of non-governmental organizations. Mr. Arian Çala, Director of *Another Vision* in Elbasan, was asked to serve as the first President of the Coalition. He was succeeded, as agreed in the MOU, six months later by Mr. Xheladin Qahi, Director of the National Reception Center. During the past year, the Shelter Coalition has made substantial contributions to the development of the Albanian National Anti-trafficking Strategy and the design of the ONAC Victim of Trafficking database. They have submitted two project proposals to international donors, which await final decisions. The Coalition has met regularly and most of the member organizations demonstrate a serious commitment to contributing to its goals and objectives.

APPRECIATIVE INQUIRY M&E AND MANAGEMENT INFORMATION SYSTEMS

When the CAAHT program began in 2004, it was observed by many partners that there was a dearth of substantive monitoring and evaluation of activities. For example, representatives from IOM, OSCE and USAID agreed that while they had supported a number of anti-trafficking awareness raising campaigns, these had never been measured against impact indicators. Throughout the life of the CAAHT program, the staff has worked with CAAHT partners to develop common, meaningful indicators by which to measure their anti-trafficking activities. In addition, the CAAHT program has been training partners in the use of this monitoring and evaluation (M&E) information to help improve their project management cycle and their overall organization planning. In October 2007, a two-day participatory workshop on *Using M&E as a Management and Learning Tool* gathered over 70 governmental and civil society program partners to learn about the use of Appreciative Inquiry monitoring and evaluation as a management and strategic planning tool. Governmental and civil society partners were enthusiastic about learning ways to use Appreciative Inquiry as a tool for data gathering and analysis. They noted that the workshop was an important opportunity to learn more about anti-trafficking programming and consider ways to increase cooperation between the Regional Committees and civil society to analyze the situation of trafficking in persons in their *qarqe*. Following on their participation in that workshop, one partner NPO reorganized its staffing structure and created a full-time M&E position on its staff. The Director says that “now I can sleep at night, because I actually know where things stand with my organization.” CAAHT Lead Grant Monitors and the Research Coordinator provided on-going training and coaching with all CAAHT grantee organizations to reinforce and expand the learning acquired in this workshop.

NEW DATA GATHERING INSTRUMENTS

The CAAHT Research Coordinator joined the CAAHT staff in December 2007. Over the past year, he has made a significant contribution towards the development and use of standardized data recording instruments to track a variety of anti-trafficking programs including assistance/reintegration for victims of trafficking, prevention services, awareness raising, and training. The success of the initial assistance/reintegration data-recording instrument are reflected in the text of Chapter I of this report. This work has been widely praised, by both NPO and governmental partners.

SUPPORT FOR DRAFTING NEW NATIONAL ANTI-TRAFFICKING STRATEGY

During the period February to May 2008, the CAAHT program provided advice and support to the Office of the National Anti-trafficking Coordinator as they concluded the workshop process to solicit advice for the development of the new National Anti-trafficking Strategy 2008-2010. CAAHT staff teamed with staff from the ONAC to serve as facilitators and resource persons for the small groups at several of the preparatory workshops conducted by ONAC. A number of the local government and NPO participants at the workshops were invited on the recommendation of the CAAHT program. The CAAHT Chief of Party and staff provided support and advice, as requested, to Ms. Gerda Theuremann, an international consultant to the ONAC⁴⁹, as she drafted and consolidated the National Strategy text.

CAAHT GRANTEES – PHASE IV

The CAAHT program has direct impact in lives of many Albanians thanks to the substantial work of its grantee partners. The work of each of these organizations is described briefly in Chapter 3. This section provides an overview of the comprehensive anti-trafficking work carried out by CAAHT grantees⁵⁰, which have implemented their projects with the support of fourth phase of CAAHT grants. These organizations include:

1. *Different and Equal (D&E) - Tirana*
2. *Another Vision – Elbasan*
3. *Life and Hope Transit Shelter – Gjirokastra*
4. *VATRA Psychosocial Center - Vlora*
5. *Women with a Development Focus - Kuçova*
6. *In Benefit of Northern Women of Puka*
7. *Institute of Gender Applied Policies (IGAP)*
8. *In Help of Urban and Rural Women of Berati*
9. *Young Women’s Christian Association (YWCA) - Tirana*
10. *Women in Development (WID) - Shkodra*
11. *Agritra Vision - Peshkopi*
12. *Intellectual Women of Pogradeci (IWP)*
13. *Murialdo Social Centre (MSC) – Fier*

Several of these projects were not completed by the end of the reporting period⁵¹. However, the data for these projects has been included to the extent possible.

⁴⁹ Ms. Theuremann’s assistance to the ONAC was made possible through the support of the OSCE and ICMPD.

⁵⁰ The work of the four shelters supported by CAAHT funds is discussed extensively in Chapter 1, and therefore not repeated in this chapter.

⁵¹ Three CAAHT grant projects remained under implementation by the *Kuçova Women with a Development Focus*, *In Benefit of Northern Women of Puka* and *Agritra Vision* organizations, through August 2008.

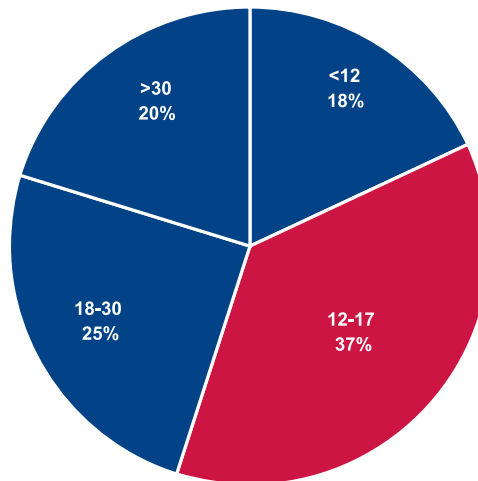
CAAHT grantee programs have impacted communities in all 12 *qarqe* of the country. Reflecting the commitment made by the CAAHT staff to our partners at the beginning of the program, the majority of these services and activities have been implemented outside the capital of Tirana.

PREVENTION SERVICES

Seven grantee organizations provided prevention services to women and children vulnerable to trafficking. The vast majority of these services revolve around vocational training. Some vocational training recipients also received individual counseling. When appropriate, this counseling extends to the family of the beneficiary, particularly to help resolve dynamics within the family that create conditions of vulnerability; these include domestic violence, sexual abuse, drug or alcohol abuse, and absent parents. Most vocational training beneficiaries also receive anti-trafficking awareness raising information. During the reporting period, 1,133 people received prevention services through CAAHT program funding. The vast majority of them (74%) were female.

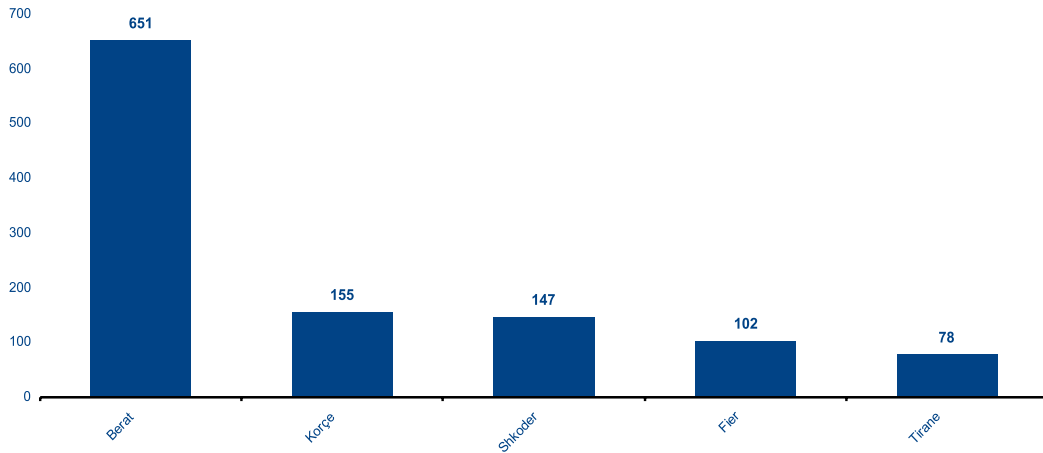
As the Chart 5 indicates, the largest portion of these services to vulnerable women and children were provided to adolescents between the ages of 12 and 17 (419 people); the next largest beneficiary population was 280 people between the ages of 18 and 30. More than 200 children under age 12 and over 220 adults above age 30 also received these services.

Chart 20: Age distribution of CAAHT program prevention services beneficiaries



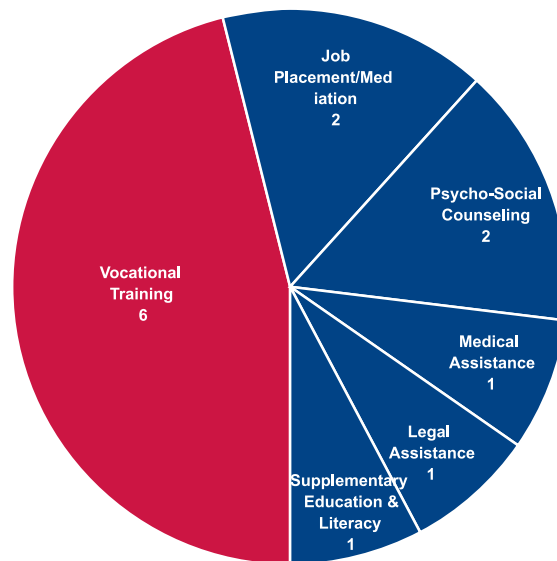
Prevention services were provided by CAAHT grant partners in five of the 12 *qarqe* in the country. The majority of these vulnerable beneficiaries live in *Qarku* of Berat. This is due in part to the fact that the CAAHT program funded two NGOs implementing prevention services in that *qarku*.

Chart 21: Number of vulnerable people, by qarqe, who received prevention services



Six of the seven CAAHT grantee organizations that provided prevention services offered vocational training for vulnerable populations. These trainings provided for skills for mechanics, electricians, carpenters, cabinet makers, hairdressers, tailors, and embroiderers. The duration of the courses varied from a couple of weeks to several months. The vocational training provided by the Murialdo Social Centre lasts from 9 months to 2 years (i.e. from 1 to 2 academic years).

Chart 22: Types of prevention services provided



Two of these implementing partners offer job placement and mediation to their vulnerable target groups, and two provide psychosocial counseling to vulnerable women and girls.

ASSISTANCE & REINTEGRATION SERVICES FOR VICTIMS OF TRAFFICKING

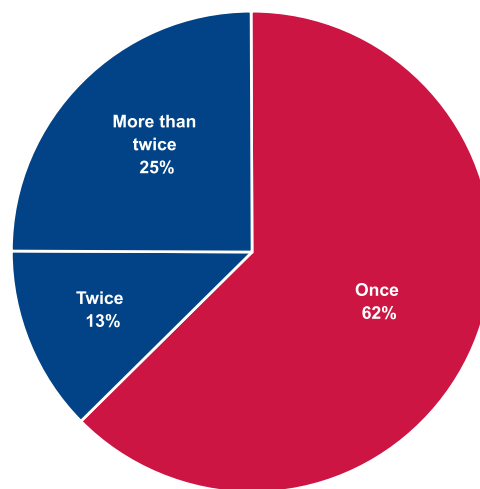
Chapter I of this report describes the types of beneficiaries assisted by the four anti-trafficking shelters supported by CAAHT grant funds.⁵² During the reporting period, a total of 368 beneficiaries were accommodated and assisted in these shelters; of these, 114 were identified as victims of trafficking. Table 6 summarizes the types of services provided by these shelters in partnership with other organizations and institutions.

Table 6: Type of services provided to beneficiaries/ & VoT

No	Type of Service	Total Beneficiaries	VoT
1	Medical Treatment	118	57
2	Mental Health Services	10	5
3	Psycho-Social Counseling	285	97
4	Legal Assistance	32	14
5	Life Skills Training	243	85
6	Formal Education Or Literacy	35	14
7	Vocational Training	59	27
8	Income Generating Activities	5	2
9	Micro-Credit	2	1
10	Job Placement	30	15
11	Other Services	23	8

Fifty of the 114 victims of trafficking assisted had been trafficked more than once. Yet only 16 of them had been assisted previously in shelters in Albania. Of those repeatedly exploited victims, 25% have been trafficked more than twice. This confirms the concern of shelters providers that “recycling” of victims of trafficking is increasing. It highlights the urgency of more effective and comprehensive reintegration services that enable a victim of trafficking to develop autonomy and life alternatives.

Chart 23: Number of victims trafficked more than once who received services previously in a shelter in Albania



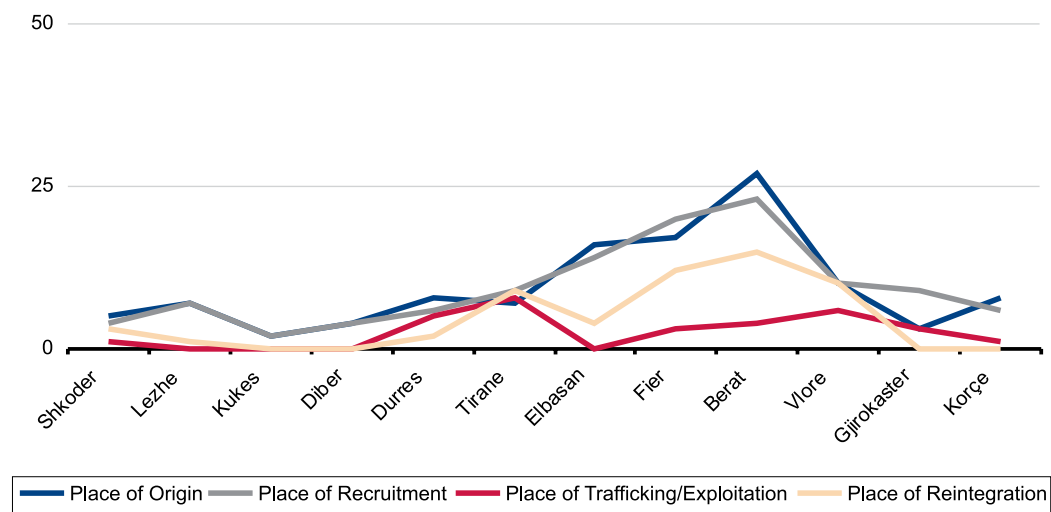
⁵² *Different and Equal* in Tirana, *Another Vision* in Elbasan, *Vatra Psychosocial Center* in Vlora, and the *Life and Hope* transit shelter managed by the Gjirokastra Community Center.

REINTEGRATION, FOLLOW-UP AND CLOSING OF CASES

Almost half of 114 victims of trafficking assisted in the CAAHT supported shelters have entered into the reintegration process. Anti-Trafficking shelters define the reintegration of former victims of trafficking as the process of providing a safe, dignified and sustainable reinsertion into the society and a normalized and self-directed life of the victim⁵³.

Chart 24 reveals that most victims are being reintegrated in their places of origin. This is an encouraging indicator since family and community stigmatization has been reported to be significant factors in the reluctance of victims of trafficking to seek assistance and reintegration.

Chart 24: Comparison of locations of VoT origin, recruitment, exploitation and reintegration



Of the 114 VoT cases assisted during the reporting period, 84% are closed. Seventy percent of these people reached a point at which they decided to refuse further assistance, while for 18 people (19%) the reintegration process has been completed. The remaining cases that grantee shelters have closed (11 cases or 11%) did so because they were mainly referred to other service providers for further and more specialized assistance.

AWARENESS RAISING

Nine CAAHT grantees in Phase IV initiated and completed 76 awareness raising campaigns⁵⁴ during the reporting period. These were conducted in eight of the 12

⁵³ The reintegration of the victims of trafficking in society is a long term process that requires taking into careful consideration and addressing not only individual needs and factors that are consequences to trafficking traumas, but as well the destruction of social links through the ongoing threats of the traffickers, the existing social environment and gaps in the social services and the stigmatization of victims. The reintegration process includes several aspects such as employment, a safe social environment, stable personal relationships, and a high quality life”, Study of the Reintegration Process of Former Albanian Victims of Human Trafficking, *Different & Equal*, pg 10.

⁵⁴ In order to feed into high level indicators of the US State Department, the USAID/ CAAHT program uses this definition: a campaign is one or more anti-trafficking information activities presented to the same group of people. If posters, leaflets and other informative materials are distributed on their own, then they represent separate campaigns for each community in which they are distributed.

qarqe of Albania. Over, 6,750 adults and children (male and female) participated in these activities. The majority (65%) were female. As Chart 25 shows, the majority of the participants were between the ages of 12 and 17.

Chart 25: Age ranges of awareness raising participants

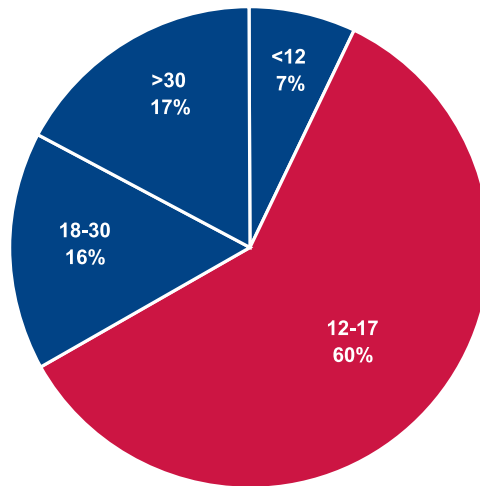
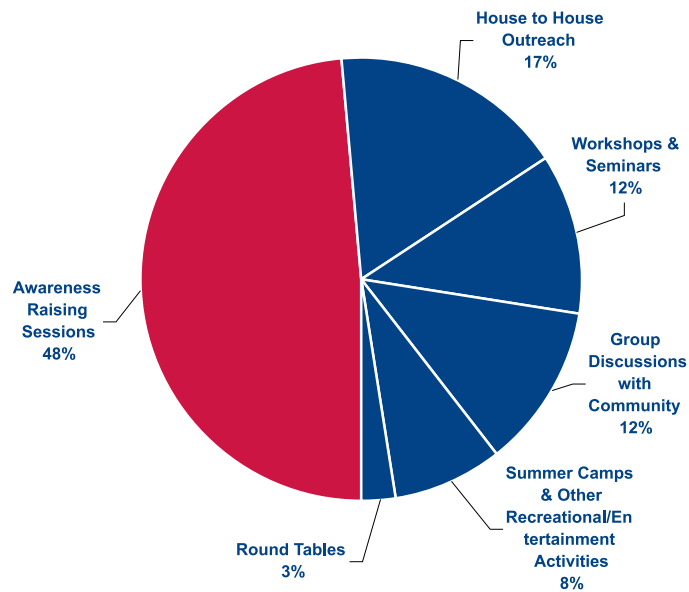


Chart 26: Types of awareness raising campaigns



Awareness raising sessions⁵⁵ represent almost half of total campaigns (37 campaigns) conducted by CAAHT grantees. House to house outreach was another important method (13 campaigns). Both these methods are used particularly with school students and vulnerable populations. Workshops, seminars and community group discussion techniques were also used.

ANTI-TRAFFICKING SKILLS TRAINING

During the reporting period, four CAAHT grantees conducted a total of nine training events⁵⁶ for government and civil society actors on anti-trafficking related issues. Three each were held by *Agritra Vision* and *In Protection of Urban and Rural Women of Berati*; two were conducted by *In Help of Northern Women, Puka*; and one was implemented by *Women and Development* in Shkodra.

Of 194 people trained on anti-trafficking related issues, over 100 were government employees such as school teachers, psychologists and almost 90 were civil society representatives. Just over 75% of all the people trained were female.

Events for government actors focused primarily on training of high school teachers and school psychologists. Training of civil society actors was directed primarily to local project coordinators.

⁵⁵ These sessions were conducted with student in schools, with women and girls in community groups or homes, and with vulnerable women and girls who receive prevention services, and particularly vocational training.

⁵⁶ The CAAHT program defines a training activity as one in which the participant acquires knowledge, skills, and competencies as a result of the teaching of vocational or practical skills and knowledge that relate to specific useful competencies related to anti-trafficking work. It means teaching a particular skill or type of behavior through regular practice and instruction designed to impart proficiency or efficiency.

CHAPTER FIVE

EFFORTS OF INTERGOVERNMENTAL ORGANIZATION AND INTERNATIONAL DONORS

Intergovernmental organizations and their donor governments continue to provide the majority of funding for anti-trafficking work of both government and civil society in Albania. However, the technical expertise is increasing lodged among Albanian nationals working for international entities as well as those who carry anti-trafficking responsibilities in their roles in government and civil society. Intergovernmental organizations continue to contribute expertise, financial support, and program implementation in cooperation with various ministries of the Government of Albania. They also cooperate with local government structures and Albanian NGOs, encouraging these entities to assume the leadership in the programs they support. The technical assistance and financial support provided by specific agencies and donors is described in more detail below, according to each entity.

Cooperation between the Government of Albania and its international partners is an essential factor leading to the achievements that the Government of Albania has reached to date in anti-trafficking. Continued support will be necessary to assist the central and local levels of government to fully assume their appropriate roles and responsibilities to ensure a comprehensive, nationwide capacity to maintain and update the public's understanding of the phenomenon of trafficking in persons, to deter trafficking of women and children and to achieve full reintegration of children and women who have become victim to the crimes of trafficking.

It is of continuing concern that the anti-trafficking programs of the Government of Albania remain disproportionately dependent on the initiatives, staff / consultants, and financing of intergovernmental organizations and donor governments. The extensive turnover of trained Government of Albanian central ministry officials and staff in law enforcement, social services, education, etc. create a significant brain drain. This is a substantial waste of the extensive training that has been invested in these officials. In light of this, it is remarkable that the new National Anti-trafficking Strategy calls, yet again, upon international donors to provide the funds and expertise to training Government of Albania staff in a multitude of anti-trafficking skills.

The vast majority of the programs such as training of government employees (e.g. for law enforcement, prosecution, and education), database design and equipment, workshops, roundtables, awareness raising campaigns, curriculum development, etc. are driven by the projects funded through the support and technical expertise mobilized by intergovernmental organizations and donor governments. Albania has had an anti-trafficking National Action Plan since 2001 that obligates the Government of Albania to commit financial and human resources to achieve the goals and objectives of these plans. It is encouraging that the new National Strategy provides more specific commitments towards assuming budgeting responsibility for this work. However, the actual budget commitments have yet to be made and followed through.

The level of commitment of these resources continues to lag far behind the declared achievements of the Government, calling into question the sustainability of Albania's anti-trafficking efforts once foreign donors realign their funding priorities. Intergovernmental organizations and donor governments can work more closely together to strategize a coordinated technical assistance and funding approach that will provide more motivation to Albanian governmental institutions to assume their full responsibilities to manifest the Government's reiterated commitment to combat trafficking in human beings and other forms of exploitation in Albania.

Many programs contribute to improving the social conditions of vulnerable communities, which contributes to decreasing the vulnerability of the members of the communities. For the purposes of this report, only projects that have a direct relationship to anti-trafficking are included.

INTERGOVERNMENTAL ORGANIZATIONS

COUNCIL OF EUROPE INFORMATION OFFICE IN TIRANA

The Council of Europe *Campaign to Combat Trafficking in Human Beings* was launched in 2006 under the slogan *Human being – not for sale*. The Campaign aimed to raise awareness, among governments, parliamentarians, local and regional authorities, NGOs and civil society, about the extent of the problem of trafficking in human beings in Europe today. It highlighted the different measures which can be taken to prevent this new form of slavery, as well as measures to protect the human rights of victims and to prosecute the traffickers. In order to inform civil society about trafficking in human beings and the Campaign, a comic strip for young people who could be potential victims of trafficking in human beings was prepared and distributed together with other information and publicity material (booklets, posters, calendars, bookmarks). The Information Office of the Council of Europe in Tirana, distributed the campaign materials through its partner organizations in various institutions all over the country. In addition, in partnership with the National Coordinator for the Fight Against Trafficking in Human Beings, awareness stands were set up at the main airport and harbor in Albania to raise the awareness against trafficking of human beings.

INTERNATIONAL CENTRE FOR MIGRATION POLICY DEVELOPMENT (ICMPD)

Project 1: Program to Support the Development of Trans-national Referral Mechanisms (TRM) for Trafficked Persons in Southeastern Europe

The immediate objective of this project is to develop mechanisms necessary for comprehensive trans-national victim support and institutionalized co-operation on trans-national cases between SEE countries/actors. The mid-term objective is the empowerment of trafficked persons, raising their awareness of their rights and of the role they might play in criminal proceedings. All of this contributes to combating and reducing trafficking in persons in the region of South-Eastern Europe. The project activities will be accomplished through a combination of Cooperation Agreements, fact-finding missions, research, needs assessments, national implementation teams, and regional/national workshops.

Project 2: Program for the Enhancement of Anti-Trafficking Responses in South Eastern Europe: Data Collection and Information Management

This program is contributing to harmonization as well as the improved quality and reliability of data related to trafficking in persons in southeastern European countries in the areas of prevention, protection and prosecution. Main project activities of the program include national assessment missions, drafting a handbook on regional criteria for a uniform data system, development and installation of a database, and training in its use. The database will be lodged in the General Prosecutor's Office.

ORGANIZATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

The OSCE Presence in Albania is implementing four projects in support of anti-trafficking efforts in the country.

Project 1: Public-Private Co-operation in the Prevention of Trafficking and Sexual Exploitation of Minors in Travel and Tourism Industry in Albania

The project addresses both the demand and supply side of trafficking in human beings by undertaking activities to promoting self-regulation of the private sector and raise awareness of trafficking in countries of destination. It was developed under the program *Public-Private Cooperation in the Prevention of Trafficking and Sexual Exploitation of Minors in Travel and Tourism in Albania and Montenegro*. It promotes a *Code of Conduct for Prevention of Sexual Exploitation of Children in Tourism Industry* signed by 21 Albanian tourism operators. These operators have received specific trainings on the implementation of the Code and on reporting.

The OSCE Presence, in cooperation with a number of other agencies, prepared and published awareness raising materials such as metallic boards for 15 border crossing points including Rinas Airport to inform the tourists about the legal framework on exploitation of children, and two TV spots broadcast on four main television stations.

Project 2: Supporting the Government of Albania in the Implementation of the National Strategy in Combating Trafficking in Human Beings

Working with a host of offices of the Government of Albania, the Project aims at enhancing the efforts of the Government and civil society actors in combating trafficking in human beings and offering protection to victims of trafficking through a human rights based approach. The project's objective is to assist in the implementation of a comprehensive victim protection and assistance system based on human rights principles, ensuring that all trafficked persons have access to adequate services, legal assistance, safety and reintegration.

Project activities included: publications of manuals *On the Identification and Protection of Victims of Trafficking*⁵⁷ for law enforcement agencies and on a human rights based social services for victims of trafficking⁵⁸; and conducting training sessions for the Regional Police Directorates on the NRM, anti-trafficking and anti-domestic violence and for social workers across the nation. Two cross-border meetings were hosted between Albania and FYROM, and Albania and Kosovo to discuss current problems and proposed countermeasures in the anti-trafficking cooperation. The project also is

⁵⁷ Produced in cooperation with the NPO *Centre for Integrated Legal Services and Practices (CLIPS)*.

⁵⁸ Prepared by the *Gender Alliance for Development Center*.

improving the long-term reintegration of victims of trafficking through their economic empowerment via application of a micro-crediting scheme for start-up business for victims of trafficking. Under this project, 15 girls and women, referred by shelters for VoT's were trained and micro-credits have been so far disbursed for five of them.

Project 3: Support the GoA in drafting the National Anti-Trafficking Strategy for 2008-2010

The Presence, in cooperation with the ICMPD, hired Ms. Gerda Theuremann, an international expert on anti-trafficking strategies to work closely with the National Coordinator's Office and other stakeholders in writing the strategy and its Action Plan. The Presence also funded the publication of the Strategy.

Project 4: Combating Human Trafficking through Economic Empowerment and Protection Measures

Combating Human Trafficking through Economic Empowerment and Protection Measures is a joint project of ODIHR⁵⁹/OCEEA⁶⁰/OSCE. The objective is to promote economic empowerment and legal assistance as the basic tools toward prevention of the human trafficking phenomena. The Presence supported the establishment of a drop-in centre in the city of Vlora, which provides rights information and assistance to victims of trafficking and at risk groups. Support has been provided to the *Vatra* shelter in Vlora and other local NPO's, in order to enhance legal assistance for victims of trafficking and at risk groups. To promote economic empowerment of vulnerable groups, the Presence conducted an Assessment of Labor Market in three North Regions of Albania. This was followed up by lobbying meetings that aimed to create a public and private partnership as well as lobbying for more integrating programs for women and vulnerable groups in these Regions and the provision of women entrepreneurship training.

DONOR GOVERNMENTS

THE AUSTRIAN GOVERNMENT

The Austrian Development Cooperation (ADC) co-funds the *Terre des hommes* "TACT III" project.

THE GOVERNMENT OF GREECE

Hellenic AID is one of the donors to *Terre des hommes* for the third phase of the project Transnational Action Against Child Trafficking (TACT III) that is implemented in 15 districts in Albania and includes coordinated transnational activities against trafficking in children (prevention, protection, repatriation, reintegration, coordination). Hellenic AID supports the ARSIS Office in Tirana for the implementation of additional anti-trafficking activities such as the summer activities for street children conducted in the Rinia Park of Tirana, street-work activities of ARSIS and *Terre des hommes* in Tirana and psychosocial assistance to the detected children on national and transnational (Albania-Greece) level.

⁵⁹ OSCE Office for Democratic Institutions and Human Rights

⁶⁰ OSCE Office of the Coordinator on Economic and Environment Issues

THE GOVERNMENT OF SWEDEN

The Swedish International Development Agency (SIDA) Swedish International Development Agency (SIDA) supported two anti-trafficking projects in Albania during the reporting period.

Project 1: Child Trafficking Response Program Phase II

The goal of the program is to increase protection of the rights of trafficked children and children at high risk of being trafficked from southeast Europe. In Albania, community based child protection networks/units (CPN/CPU) have been established. Training and capacity building of professionals has been provided for front line workers and partners on a range of social welfare, child rights and child protection issues. Training manuals for professionals have been developed in and shared with government sectors and other key actors. Much of the training has been designed by children based on the research findings. Manuals outlining good practice based on the experience of peer to peer training have been published in Kosovo and Albania. Youth focused activities have been supported with the aim of reducing trafficking risks through drop-in centers and youth centers.

Project 2: Combating Trafficking in Human Beings in South East Europe and Balkan Region - Phase IV

The project approach in Albania was constructed on two main pillars: promoting national ownership and building sustainability. Two MOUs have been signed obligating the MOLSAEO Social Services to fulfill its responsibilities under the National Referral Mechanism. Technical support was given to service providers to improve the quality of the assistance, raise funds, strengthen the collaboration among them and feed their efforts and contribution in a national coordinated system. This has resulted in the finalization of the *Standards of Social Services for Trafficking Victims or at Risk of Trafficking Persons in Residential Care*, building of unified identification and referral system, enhancing in-country cooperation through NRM, and strengthening the cooperation with the neighboring countries.

THE GOVERNMENT OF THE UNITED STATES OF AMERICA

The US Government is a major contributor to overall anti-trafficking efforts in Albania through USAID, the Department of State, the Department of Justice (through ICITAP and OPDAT), and the Department of Labor. The US Embassy has a political officer assigned to monitor human trafficking issues and to cooperate with the Government of Albania on issues of mutual concern. The Embassy-run *Democracy and Governance* grants program provides support for initiatives of local NGOs in their efforts to advance democratic development, fight trafficking, and promote women's empowerment. Through the U.S. Department of Labor (USDOL), the US government is also supporting a three-year, 3.5 million US Dollar (USD) ILO-IPEC regional project to combat the trafficking of children for labor and sexual exploitation. This project was renewed in September 2006 for another three years. The project is being implemented by ILO-IPEC and works in partnership with the Government of Albania and local organizations. Project activities include distributing educational materials and training teachers in 12 regions and youth representatives to use the materials in local communities to raise awareness on combating child labor.

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID)

USAID/Albania supports a broad range of anti-trafficking efforts in Albania that focus on prevention and protection. Currently USAID funds two major anti-trafficking initiatives - *The Albanian Initiative: Coordinated Action Against Human Trafficking* (CAAHT) and *Transnational Action against Child Trafficking* (TACT) project (See page 45 for further information about the TACT project). Both of these activities began in 2003, and were renewed for an additional three years in 2006. CAAHT and TACT share similar components of prevention, reintegration and coordination, and are focused on addressing the issue of trafficking from a victim's and/or child's rights perspective. Both projects are further illustrated in the course of this report. In late 2006 USAID/Washington began a regional project entitled *Transnational Referral Mechanisms* that supports the establishment of comprehensive, effective, and institutionalized transnational referral mechanisms for the protection of victims of trafficking in South Eastern Europe, including Albania. The project, which is being implemented by the International Center for Migration Policy Development (ICMPD), maintains a country liaison in Albania who consults with government and civil society actors in developing the referral mechanism guidelines.

INTERNATIONAL CRIMINAL INVESTIGATIVE TRAINING ASSISTANCE PROGRAM (ICITAP)

The ICITAP program provides training and advisory services to the Ministry of the Interior and the General Directorate of the State Police. The ICITAP adviser supports the Deputy Minister of the Interior and National Anti-trafficking Coordinator on the implementation of Albania's National Referral Mechanism Agreement for the Enhanced Identification of and Assistance to Victims of Human Trafficking. The ICITAP advisor conducted numerous field visits and field follow on reports to the Government of Albania in which he documented the failure of border crossing officials to use the Government's National Referral Mechanism for the identification and referral of trafficked persons. This resulted in a 40% increase in the number of female anti-trafficking officers participating in the identification of victims of trafficking at border crossing points. Site visits to the Kakavija border crossing, near Gjirokastra, also resulted in increased cooperation between NPO shelter/ social workers and State Police regarding the referral process.

OVERSEAS PROSECUTORIAL DEVELOPMENT, ASSISTANCE AND TRAINING (OPDAT)

OPDAT works closely with prosecutors in the Serious Crimes Prosecution Office, with an emphasis on issues including witness protection, organized crime, and investigative means. The OPDAT resident legal advisor chairs the Legal Reform Working Group of the International Consortium, participates in the Witness Protection Working Group, and has provided assistance in the drafting of important pieces of legislation. OPDAT has also sponsored the attendance of the staff of the Witness Protection Unit at several training conferences, enhancing the capacity of the Unit and enabling necessary contacts to establish regional witness protection agreements. OPDAT, working in cooperation with the SECI center and the FBI, is in the process of donating videoconferencing equipment to the Serious Crimes Court, the prosecutor's office, and the police in order to enable witness testimony from remote locations with identity disguised.

INTERNATIONAL FOUNDATIONS

KING BAUDOIN FOUNDATION

The regional *Trafficking Victims Reintegration Program* (TVRP) aims to support programs that result in sustainable reintegration of victims, build NPO capacity in this sector, encourage cooperation and synergies with government agencies, identify effective models for reintegration and promote sustainable reintegration programs. Eight action plans submitted by NGOs in Albania, Bulgaria, Macedonia, Romania and Serbia were approved in early 2007. These action plans focus on the reintegration of victims in their country of origin and, because of the vast range of conditions and needs of the victims, use different models and approaches of reintegration.

In Albania, the local partners include *Different and Equal* in Tirana and *Another Vision* in Elbasan. In both organizations, program activities include direct assistance (psychosocial support, mental and physical health assistance, and legal counsel), vocational training, preparation for job placements and job placement, family mediation, etc. Moreover *D&E* and *Another Vision* are involved in the National Referral Mechanism, contribute to the implementation of the Albanian National Strategy to Fight Trafficking in Human Beings through the identification, referral and assistance for VoTs, and are founding members of the National Anti-trafficking Shelter Coalition. Implementation of this program in Albania contributes to the coordination efforts through the referrals, assistance, sharing experiences, capacity building, and expanding and consolidating efforts for the sustainability of anti-trafficking work in Albania.

CHAPTER SIX

CONCLUSIONS & RECOMMENDATIONS

CONCLUSIONS

In May 2008, members of the CAAHT staff attended an ICMPD Regional Meeting in Italy on National Referral Mechanisms. It was enlightening to compare the anti-trafficking efforts in Albania with what has been done in neighboring countries in the region, and in Western Europe. It was obvious that countries of Southeastern Europe still have much to do to “put flesh” on their legislative and administrative frameworks. Implementation remains the core challenge in most countries, with government representatives from several of the countries still insisting that trafficking of persons simply isn’t a problem in their country. In that context, the Albanian delegation stood out as well informed, serious about identifying and resolving obstacles to implementation of anti-trafficking work. And all the countries of Southeastern Europe demonstrate substantially greater commitment to combating trafficking in persons than most of their Western European counterparts.

However, this does not mean that Albania has sufficiently secured its anti-trafficking programs and mechanisms, as this report reviews. Much remains to be done to ensure dependable and sustainable programs and services from both government and civil society for vulnerable children, women, families and communities. Five core elements that must improve are: 1) meaningful levels of government funding for anti-trafficking-related services; 2) training and retention of qualified government and civil society staff; 3) increased identification of vulnerable individuals and families; 4) increased identification of trafficked persons; and 5) increase investigation and prosecution of traffickers.

Information in Chapter I of this report reveals that many of the current common assumptions about the factors that cause vulnerability to trafficking may not be accurate. Certainly this report demonstrates that most traffickers know their victims personally at the time of recruitment. This creates greater urgency for the increase in community involvement in prevention. More research needs to be conducted to investigate further into the various factors that create vulnerability so that social service, education and employment services may be more effectively targeted to those most at-risk of becoming trafficked.

Law enforcement officials must come to grips with their essential responsibility to identify and refer victims of trafficking and suspected victims of trafficking systematically. This is one of the main areas of weakness that caused the US Department of State to drop Albania from Tier II to Tier II Watch List this year. It is within the control of the Ministry of the Interior and the General Police Directorate to resolve this issue and must be acted on without further excuse.

The MOLSEAO, Ministry of Education and Science, and Ministry of Foreign Affairs must get serious about their roles and responsibilities in anti-trafficking. Line managers in these Ministries need to be systematically educated about the standards, curriculum and responsibilities of their Ministries, related to combating trafficking in human beings.

Qualified staff need to be retained in their position, even when the Government changes political parties. Funding needs to be secured through regular budgeting processes so that these staff have resources to call upon in order to carry out their duties.

NGOs need to mainstream anti-trafficking work into their wider mandates and program designs. Anti-trafficking awareness raising and prevention will only become sustainable when it is integrated into a broader spectrum of social issues education and social services programs. At the same time, these NGOs need to continue to seek training and information to maintain current knowledge about the changing trends and dynamics of trafficking in persons. There is a wealth of good practices in anti-trafficking programs that can be replicated across the country. NGOs can help one-another by sharing their good practices and experiences through working groups, cross-training and site visits.

RECOMMENDATIONS

FOR GOVERNMENT AUTHORITIES

- 1) All the **Ministries** responsible for implementation of the National Anti-trafficking Strategies **MUST take responsibility for allocating the necessary funds in their budgets** to substantively implement these commitments.
- 2) The **Government of Albania should ensure sufficient budget support for the Regional Committees** in the Fight Against Trafficking in Human Beings to meet their responsibilities.
- 3) The **ONAC could establish a national working group to map the current trends and patterns in trafficking of women and children.** From this analysis, recommendations should be offered to modify and/or revise program strategies to prevent trafficking of women and children to more effectively address the current causes of trafficking in persons in Albania.
- 4) **The ONAC, National Shelter Coalition, and the CAAHT program should cooperate to revise both the ONAC VoT and CAAHT Assistance/ Reintegration Services databases** so that the comparable sections of the two databases are structured exactly the same. This will enable shelter service providers to enter the data into one Excel workbook and deliver the data for both databases.
- 5) The *Qarqe* **Regional Committees in the Fight Against Trafficking should include knowledgeable, implementing local social services NGOs with anti-trafficking experience as full members of both the Committees and the Technical Working Tables.** These NGOs should be responsible for designing their programs to help achieve the anti-trafficking priorities of the Regional Committees.
- 6) The **Regional Committees** should draw on the increased data about trends in trafficking to **map local vulnerability to human trafficking and encourage targeted programming to decrease those vulnerabilities.**
- 7) **Municipalities must meet their obligations to fund the CPUs 100%.**

- 8) **Municipalities should contract with NPO social service providers** to ensure comprehensive psychosocial services for vulnerable women and children in their communities.

FOR NGOS

- 1) **Mainstream anti-trafficking work into other work.** Make anti-trafficking messages a regular part of awareness raising work with students, vulnerable communities, women and the community at-large. Use data about vulnerability to human trafficking as part of the criteria for selecting populations to serve for education, vocational training, income generation and social services.
- 2) **Share anti-trafficking expertise** with less experienced organizations and government authorities. We particularly call on those NGOs that have benefited from training and funds from the CAAHT program over the past five years. USAID has invested substantially in helping to develop your skills and knowledge. Pass this investment on by providing advice and training on a voluntary basis to other actors who could be contributing to anti-trafficking in the community.
- 3) **Maximize the sharing of good practices.** Spread good practices in anti-trafficking in Albania by welcoming representatives from NGOs and government offices in other *qarqe* to visit your organization and learn how you have been combating trafficking of persons.
- 4) **Lobby your government officials** to increase their in-kind and financial support for anti-trafficking work.
- 5) **Reach out to the business community** to become more involved in providing cash and/or in-kind support for anti-trafficking work in the community.
- 6) **Volunteer to assist in the local *qarqe*'s Regional Committees and Technical Working Tables.**
- 7) **Shelter providers should complete the CAAHT/NPO database retroactively for a minimum of four years.** In addition, they should continue inserting new case information. This will enable the Shelter Coalition to prepare in the coming year a more comprehensive and thorough analysis of the trends and current patterns of trafficking in persons in Albania. This will provide systematic, case-based evidence for the conclusions asserted about why, where and how trafficking of women and girls occurs in Albania.

FOR INTERGOVERNMENTAL ORGANIZATIONS AND INTERNATIONAL DONORS

- 1) Donors are encouraged to **coordinate closely with the ONAC to ensure appropriate allocation of anti-trafficking funds and to avoid duplication of projects.** Funding should be committed within the framework of the National Anti-trafficking Strategy, but not in such a way as to excuse Government authorities for taking responsibility for their budgetary obligations in the Strategy.
- 2) **Do not fund the *Qarqe* –level Regional Committees** in the Fight Against Trafficking of Human Beings. These are administrative oversight Committees,

not implementing bodies. Their budgetary needs should be met through normal government budget procedures.

- 3) **Increase financial and technical support to civil society.** NGOs are proven to be the primary implementers of anti-trafficking awareness raising, prevention services and assistance/reintegration services across the country. They are in urgent need of international support. However, this funding should be provided only on a cost-sharing basis, pushing local partners to diversify their funding sources, particularly drawing on partial funding from government entities (local, regional and/or national). NPO programming should be coordinated with governmental bodies, and designed within the framework of the National Anti-trafficking Strategies.
- 4) Draw on the increasing body of qualitative measurement indicators for anti-trafficking services in order to **hold local partners more accountable for producing results that positively impact directly the lives of Albanian citizens.**
- 5) Donors could **create a joint anti-trafficking program monitoring working group** to share information and evaluation and offer more comprehensive and supportive advice to implementing partners. This would also increase the comparability of results and hold local partners accountable to a more common framework of anti-trafficking program quality. This should be directly tied to the National Anti-trafficking Strategy.
- 6) **Encourage volunteerism of programming.** Contractually obligate partners to replicate the programming you train them systematically with a broader set of actors.

APPENDIX A

NATIONAL REFERRAL MECHANISM AGREEMENT

The National Referral Mechanism agreement contains an annex with a protocol for all signatory agencies to use in interviewing suspected victims of trafficking to make a determination about their status and consequential referral. The complete text of this annex is provided here.

ANNEX I

INSTRUCTIONS FOR THE DETERMINATION OF ACTUAL, PRESUMED, OR POTENTIAL TRAFFICKED VICTIMS

I. Objectives

To ensure that all those participating in the National Referral Mechanism are using the same criteria to identify actual, presumed or potential victims of trafficking. Parties to the National Referral Mechanism Agreement are free to provide assistance to whomever their mandate allows. However, they agree to report to the Parties to this Agreement as Actual, Presumed, or Potential trafficking victims, only those who meet the criteria outlined in this Annex.

II. Principles

- a. the rights of all those interviewed and assisted are always respected;
- b. the rights of children (anyone under 18) are always respected and every effort made to meet the needs of children;
- c. no harm is done to the interviewee or beneficiary;
- d. the interviewee / beneficiary is not traumatized;
- e. the interviewee / beneficiary is not pressured to denounce traffickers;
- f. assistance is offered whether or not the person is willing to make a formal denunciation of their traffickers;
- g. every effort is made to understand the interviewee's / beneficiaries circumstances so that risks can be properly assessed;
- h. promises made regarding assistance can be fulfilled;
- i. emergency situations are anticipated;
- j. persons are not held or detained against there will without a strong legal basis

III. Children

Special consideration must be given to children (anyone under 18 years of age). The following guidelines should be observed:

- Child victims should be questioned in a child-sensitive manner.
- Questions should be adapted in order to take into consideration the age and mental capacity of the child.
- Only specially trained members of the law enforcement authority should question child victims. Wherever possible, child victims should be questioned by law enforcement officers of the same sex.
- In depth information regarding the experience of the child whilst trafficked, and any knowledge they may have of illegal activities etc. should not be sought in initial interviews. Follow-up is required.
- Interviews of children must take place in the presence of a parent, or in the cases where this is not possible, due to a parent not being present or, in case there is suspected or known family involvement in the trafficking, in the presence of a trained psychologist.

IV. The Interview Process

- a. The interviewee and the interviewer must be able to communicate in a common language: interviewees who cannot communicate in a language understood by the interviewer shall be treated as referred (as a possible victim of trafficking) until direct (interviewee/interviewer) communication is established.
- b. Interviews should be conducted in a private place, without the presence of others – except in the case of minors accompanied by their parents as noted below.
- c. Interviews should be conducted by specially trained personnel
- d. Interviewees shall be informed of confidentiality and anonymity.
- e. Interviewees shall be informed on how information provided will be used.
- f. The interviewer has obtained the interviewees consent in order to complete the interview process. If the interviewee does not consent, s/ he must be free to go.
- g. Interviews may take place over time; everything does not have to be determined at once.

V. The Determination:

A. Exploitation:

1. What activity was the interviewee engaged in abroad? _____

(Answers such as agricultural work, domestic work, entertainment, prostitution, work as dancer, waitress, or bar-tender, may be indicative of trafficking.)

2. How soon after arriving abroad did the interviewee begin working?

Less than a week More than a week (A gap of more than a week between the person's arrival and their starting work may be an indication that this is NOT trafficking.)

3. Was the interviewee paid a different amount from the employer than had been previously agreed?

Yes No (An answer of yes may be indicative of trafficking)

4. Was the interviewee required to give his/her earnings from the job to someone else?

Yes No (An answer of Yes is indicative of trafficking)

5. While abroad was the interviewee forced to do anything s/he didn't want to do? Was the interviewee at any time deceived about the work or coerced, threatened, beaten, or held against his/her will in relation to a job?

Yes No (An answer of Yes is highly indicative of trafficking)

6. Was the work that the interviewee actually did abroad different from the work s/he was promised before leaving Albania?

Yes No (An answer of yes may be indicative of trafficking)

7. Were the conditions of work worse than what the interviewee expected?

Yes No (An answer of yes may be indicative of trafficking)

B. Means:

8. Did the interviewee have a debt to pay to anyone for helping arrange transportation or travel documents, or to help find you a job?

Yes No (An answer of Yes is indicative of trafficking)

9. While abroad, was the interviewee able to move about freely, at his/her own will, or was his/her movement restricted or s/he was always accompanied?

restricted/accompanied not restricted

(Restricted movement is indicative of trafficking)

10. Was the interviewee at any point threatened, beaten, forced to leave Albania, forced to go to another country, or forced to stay abroad after voluntarily going?

Yes No (An answer of yes may be indicative of trafficking)

C. Recruitment and transportation:

11. Who arranged the interviewee's transportation?

Self Family Boyfriend Friend Recruitment Company

Other: _____

If the interviewee did not make arrangements personally, it could be indicative of trafficking.

12. Who arranged *the interviewee's* documentation?

Self Family Boyfriend Friend Recruitment Company

Other: _____

If the person did not make arrangements herself, it could be indicative of trafficking.

13. Who arranged *the interviewee's* job placement?

Self Family Boyfriend Friend Recruitment Company

Other: _____

If the interviewee did not make arrangements personally, it could be indicative of trafficking.

If self to **any of 11 – 13 above**, go to 14

All other answers, go to 15

14. If the interviewee made any of these arrangements personally can s/he adequately describe how s/he made those arrangements?

If person cannot answer this clearly or does not know the process required to get a passport or visa, it may be indicative of trafficking.

15. Who paid *the interviewee's* travel costs?

Self Family Boyfriend Friend Recruitment Company

Other: _____

Existence of a third party may be indicative of trafficking

Determination

Potential Victim of Trafficking - Adults: If interviewee gives at least one answer that is indicative of trafficking in each section – A, B, and C, the interviewee must be classified as an actual, presumed or potential victim of trafficking. The interviewer should offer the interviewee assistance through the National Referral Mechanism. The interviewer should also explain that those who did this to the interviewee have broken the law; and if s/he wishes, s/he can file a complaint with the police.

Potential Victim of Trafficking – Children: In the case of children (anyone under 18 years old), any one answer indicative of trafficking in section A and C only, requires that the interviewee be classified as an actual, presumed or potential victim of trafficking. The interviewer should explain to the minor that the family will be contacted. The following situations may result:

1. *The child does not want to return to the family:* In this situation, the interviewer must take responsibility for the minor/[child] and bring him/her to a safe shelter approved by MOLSA, in accordance with the National Referral Mechanism, until more appropriate accommodation can be found. The

interviewer should contact state social services who will immediately file a petition with the court for a temporary custody order and will contact the family to inform them that their child is temporarily in state custody. State social services will then conduct a family assessment to aid in the determination of the best long-term solution for the child.

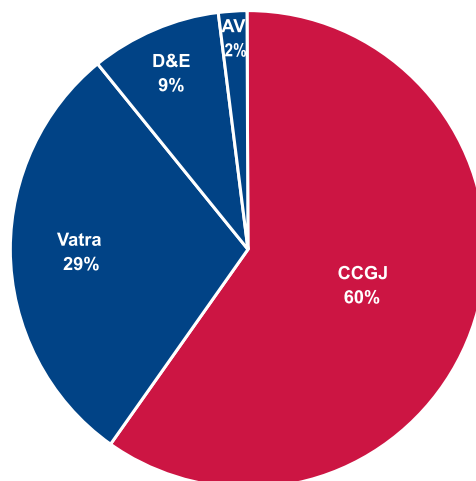
2. *The child wishes to return home and the family does not appear to have been involved in the child's exploitation:* In this situation, the child can be released to the family. However, a report must be filed with both the local police in the region to which the child is being returned and with State Social Services. Both the local police and the local office of state social services must make a follow-up visit to the family within one week. The family of the child must be informed that the police and social services will be making a visit to their home to follow-up and ensure the child's welfare.
3. *The child wishes to return home but it appears from the child's statements that the family was involved in the child's exploitation:* In this case the child should not be released to the family until state social services have had an opportunity to meet with the family and conduct a preliminary risk assessment for the child. For this purpose, the social worker and border police should contact the local authorities in the child's home community immediately. If the preliminary risk assessment does not reveal any immediate risks or threats to the child, the child may be returned to the family, but both local police and the local office of state social services must make a follow-up visit to the family within one week. A social worker should accompany the child home under police escort to ensure their safety. Before turning the child over to the family, the border police and social worker must ensure that reports are filed with both the local police in the region to which the child is being returned and with State Social Services. If the preliminary risk assessment does reveal a potential risk or threat to the child, the child should be taken to safe temporary accommodation at an appropriate and pre-approved facility as near to the child's family's residence as possible while further checks are conducted. The social worker should contact state social services, which will immediately file a petition with the court for a temporary custody order and will contact the family to inform them that their child is temporarily in state custody. State social services will then conduct a full family assessment to aid in the determination of the best long-term solution for the child. This also provides time and space for the child to reflect on what has happened to them and what their choices are for the future, and then make an informed choice within a safe and sheltered environment, away from potential family pressures. It also provides the State with time to assess the family situation more fully for possible risks and threats to the child.
4. In both 2 and 3 above, if the parents cannot be contacted, the social worker should take responsibility for the child and bring him/her to a safe shelter, in accordance with National Referral Mechanism Agreement procedures, until the parents or legal guardian can be located.

APPENDIX B

RESOLVING DOUBLE REPORTING OF CASES

The chart below indicates the number of cases that each non-governmental shelter accommodated and assisted during the reporting period. More than half of total cases registered during the reporting period (August 1, 2007 – July 31, 2008) were reported by the “Life & Hope” shelter of the Community Centre of Gjirokastra. The *Life and Hope* shelter has the largest number of beneficiaries because it is the only transit shelter⁶¹ in Albania, and is located near the Kakavija Border Crossing Point. With more than 18,000⁶² people crossing this border point between Albania and Greece each year, it is one of the busiest BCPs in the country. The *Vatra Psychosocial Center* shelter also accommodated and assisted a considerable number of beneficiaries.

Chart 27: Portion of cases accommodated and assisted by each shelter



As regards the other two shelters, D&E and *Another Vision*, because of the type of their assistance and reintegration services⁶³, their geographic locations and the number of referrals they receive from the Police structures⁶⁴, their numbers are comparably lower.

The four shelters collectively reported assisting a total of 380 beneficiaries during the 12-month reporting period. Of these, 12 people were assisted and reported by more than one shelter. This “double-counting” can occur thanks to the good cooperation

⁶¹ People accommodated in this shelter receive assistance for a maximum period 15 days before they return to their homes or are referred to other shelters for further and more specialized assistance.

⁶² During the period August 1, 2007 – July 31, 2008, there have been 18,076 people returned through the Border Crossing Point of Kakavija.

⁶³ *Another Vision* provides recovery services and social integration of minors who have been trafficked or are at risk. *Different and Equal* is standardized and sustained shelter and provides reintegration services to a wide range of female Albanian victims of trafficking, including single mothers and their children.

⁶⁴ *Different & Equal* of 34 cases received from all different sources and assisted during the reporting period, only 3 referrals were received from the Police.

among the shelter provides that facilitates referral of beneficiaries to the shelter that will best serve her or his needs. This issue of “double-counting” of cases has been a major point of contention between governmental and non-governmental anti-trafficking actors. The new data-recording instrument developed by the CAAHT and described at the beginning Chapter 1 has been able to resolve this problem.

For the period under review, 12 cases were assisted and reported by two different shelters (see Table below).

Table 7: Cases reported twice and identification disparity

No	First Reported by	First Reported Beneficiary's Category	Case referred from	Case referred to	Second Reported by	Second Reported Beneficiary's Category
1	Life & Hope	Presumed VoT	Police	Vatra	Vatra	VoT
2	Life & Hope	Presumed VoT	Police	Vatra	Vatra	VoT
3	Life & Hope	VoT	Police	Vatra	Vatra	VoT
4	Life & Hope	Clandestine	Police	Vatra	Vatra	Clandestine
5	Life & Hope	Violated/Abused	Police	D&E	D&E	Violated/Abused
6	Life & Hope	At-Risk	Other State structures	D&E	D&E	At-Risk
7	Life & Hope	VoT	Police	Vatra	Vatra	At-Risk
8	Life & Hope	VoT	Police	Vatra	Vatra	Clandestine
9	Life & Hope	VoT	Self-referred	Vatra	Vatra	VoT
10	Vatra	VoT	Police	D&E	D&E	VoT
11	Vatra	At-Risk	NRC	D&E	D&E	VoT
12	Vatra	Violated/Abused	Local NPO	D&E	D&E	Violated/Abused

It is not surprising that the majority of those cases were identified by “Life & Hope” in Gjirokastra, since it is a transit shelter. Of the nine referred by that shelter to other partners, only two cases initially believed by the staff of *Life and Hope* to be presumed VoT or VoT were later assess not to be victims of trafficking.

CAAHT has taken into consideration the second categorization of beneficiaries and deducted the initial categorization from the total number of beneficiary' types reported by each shelter. The table below summarizes the double counted numbers deducted from the total number of beneficiaries by their type.

Table 8: Deduction of double counted cases

Nr	Beneficiary' Category	Total Reported	Double Counted	Actual
1	Victim of Trafficking	119	5	114
2	Presumed Victim of Trafficking	21	2	19
3	At-Risk	76	2	74
4	Violated/Abused	33	2	31
5	Clandestine	131	1	130
6	TOTAL	380	12	368

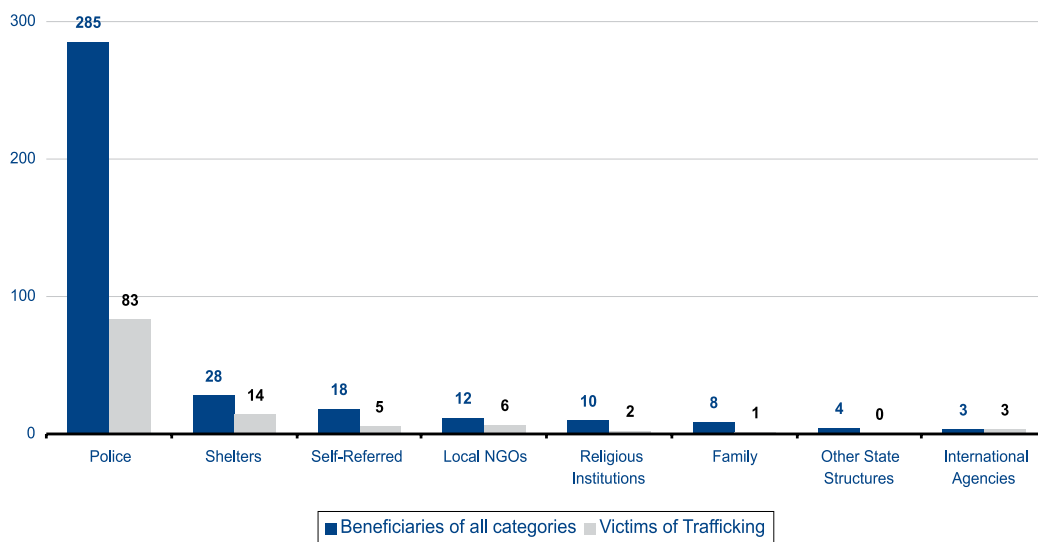
APPENDIX C

REFERRALS AMONG SERVICE PROVIDERS AND BETWEEN ACTORS

REFERRALS RECEIVED FROM CAAHT GRANTEE SHELTERS

From 368 cases accommodated and assisted by four shelters altogether, 77% have been referred from the Albanian State Police. Also, a quite comparable proportion (73%) of victims of trafficking has been referred from the Police.

Chart 28: Referrals received from four shelters



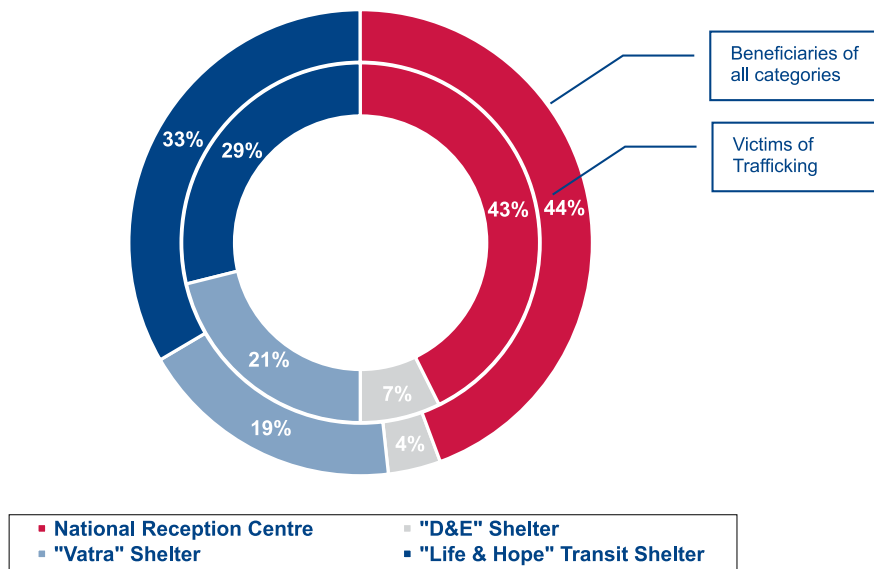
The shelters for victims of trafficking represent the second important source of referrals. Eight percent of total cases assisted, or more specifically, 12% of victims of trafficking accommodated, have been referred from shelters (see section below).

Of 114 victims of trafficking assisted during the reporting period, six of them have been referred from local NGOs such as the “Intellectual Women of Shkodra” organization, “Women Counseling Centre” in Durres, “Aulona Women Centre” in Vlora and the “Women Centre” in Berat. While five victims of trafficking have been self-referred, there is only one victim of trafficking who has been referred from the family. Out of three victims of trafficking referred from the international agencies, two of them were referred from the IOM Tirana and one from an international Social Service. The religious institutions operating in the country such as the “Mother Teresa Nuns” have been another source of referrals of victims of trafficking.

REFERRALS AMONG THE SHELTERS' COALITION MEMBERS

The chart below depicts the cases (beneficiaries of all categories in the outer circle, and victims of trafficking specifically in the inner circle) referred among the Shelters' Coalition members.

Chart 29: Referrals among the Shelters' Coalition members



Of 28 total cases referred from the shelters, less than half⁶⁵ have been referred by the National Reception Centre.

Table 9: Referral sources by individual shelters

	NPO Shelters	Police	Other State Structures	NRC	D&E	Vatra	Life & Hope	Other Shelters	International Agencies (e.g. IOM)	Local NGOs	Religious Institutions	Family	Self-Referred
D&E		3	2	9	0	5	2	1	3	3	5	0	1
Life & Hope		215	1	0	0	0	0	0	0	0	0	0	2
Another Vision		3	1	0	0	0	0	0	0	0	3	0	0
Vatra		64	0	3	1	0	7	0	0	9	2	8	15
TOTAL		285	4	12	1	5	9	1	3	12	10	8	18

As the table above indicates, "D&E" shelter is the one that received the largest referrals from the National Reception Center.

⁶⁵ One case was referred by an organization in Tirana named *Women and Girls Counseling Hotline* that is not a member of Shelter Coalition.

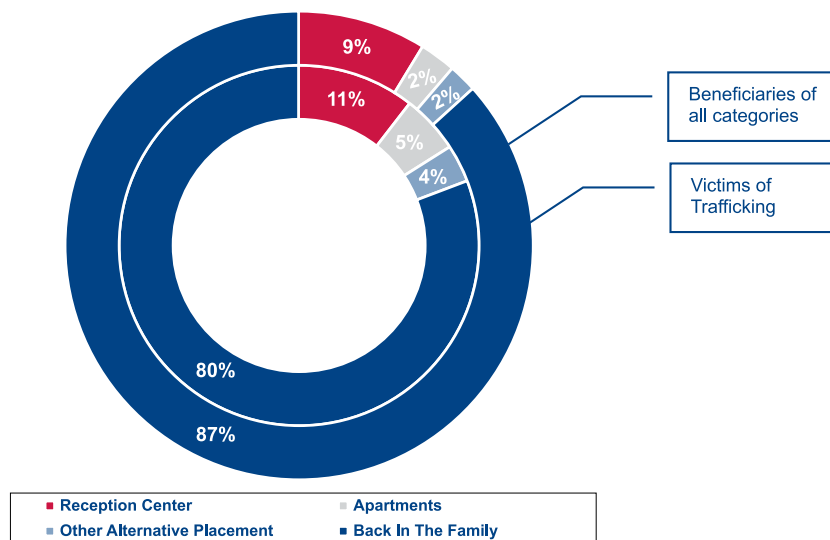
As regards the victims of trafficking, the government shelter has referred an almost equal proportion of them. “The Life & Hope” Transit shelter in Gjirokastra is another major source of referrals received from CAAHT grantee shelters during the reporting period. Thirty three percent of total cases, and more specifically, 29% of identified victims of trafficking, have been referred from this transit shelter. The *Vatra Psychosocial Center* shelter has referred 19% of total cases assisted, and particularly 21% of the victims of trafficking referred from the Shelters Coalition members. The least amount of referrals have been made by the “D&E” shelter. No referral has been made by the *Another Vision* shelter during the period under review.

REFERRALS MADE TO OTHER PRIMARY SERVICE PROVIDERS

Of 368 cases reported by the four CAAHT grantee shelters during the reporting period, 87% of beneficiaries are back in their families (see Chart 30). Only 9% continue to receive assistance and reintegration services at the reception centers. With reference to the victims of trafficking, 80% of them have returned to their families of origin, whereas 11% continue to receive assistance and reintegration services at the reception centers of the four CAAHT grantee shelters.

Only two percent of beneficiaries of all categories, or more specifically 5% of victims of trafficking are living in apartments. There are only two cases (none of them is a victim of trafficking) who are placed with foster families. Additionally, there are two cases reported (by the *Another Vision* shelter) who have left the center.

Chart 30: Residential status of victims of trafficking vs. all beneficiaries



Of those located in other alternative placement (8 total beneficiaries⁶⁶ where 4 are victims of trafficking), after having received initial assistance, they have been referred on to other primary service providers for further assistance and reintegration services⁶⁷.

LOCAL COOPERATION AGREEMENT BETWEEN THE GJIROKASTRA REGIONAL POLICE DIRECTORATE AND THE GJIROKASTRA COMMUNITY CENTER

The text below is the complete text of the agreement between the Gjirokastra Community Center, which manages the *Life and Hope* transit shelter (referred to in this document as the *Multifunctional Community Reception Center*). The original document is in Albania. This English translation is unofficial.

Multifunctional Community Reception Center
Lagja 18 Shtatori, prane UT Eqerem Cabej
Email: idrizi_bardha@yahoo.com

Ministry of Public Order
Gjirokastra Regional Police
Directorate

COOPERATION AGREEMENT

Entered into today on 30 August 2007, 2007, between:

Multifunctional Community Reception Center (MCRC), address: Lagja 18 Shtatori, prane UT Eqerem Cabej, represented by the Executive Director Fatbardha Idrizi, and the Gjirokastra Regional Police Directorate.

Pursuant to the Albanian National Strategy for Combating Trafficking in Human Beings as well as the Cooperation Agreement to Establish a National Referral Mechanism for the Enhanced Identification and Assistance to Victims of Human Trafficking, the scope of this agreement shall be the cooperation between these institutions with a view to enhancing coordination of the initial reception, identification, protection, provision of medical and social assistance to actual, presumed or potential trafficked victims. Particular emphasis will be focused on safeguarding children, girls and women victims of trafficking.

In order to better identify and safeguard victims returned from trafficking, to reintegrate them and prevent them from being re-trafficked, the MCRC offers:

1. Initial interviewing for the purpose of identifying actual, presume and potential victims of trafficking at the Kakavija Border Crossing Point (BCP) and Special Operative Group (SOG) facility. This initial interview shall be conducted on the basis of the Instructions for the Determination of Actual, Presumed, or Potential

⁶⁶ The 12 cases reported twice have been already deducted from this figure.

⁶⁷ The eight cases were referred to the following service providers: two cases referred to the National Reception Centre; two cases (two of them victims of trafficking) referred to the *Another Vision* shelter; two cases (one of them victim of trafficking) referred to the Albanian Caritas; one case referred to the "D&E" shelter; and one case (one of them victim of trafficking) referred to the community.

Trafficked Victims (Annex I of the Cooperation Agreement to Establish a National Referral Mechanism for the Enhanced Identification and Assistance to Victims of Human Trafficking)

2. Counseling and psycho-social treatment + in depth interviewing
3. Medical assistance
4. Food
5. Personal hygiene needs (shower, clothes and others)
6. Vocational training (hotel/tourism related jobs, tailoring, sewing, hair dressing, beauty salon)
7. Accommodation
8. Employment
9. Negotiation with family or shelter (as necessary)
10. Family reunification

Duties and responsibilities of each party:

The MCRC commits to:

1. Providing the Gjirokastra Regional Police Directorate - Sector for the Fight Against Illegal Trafficking, the Kakavija BCP and/or SOG facility with 24 hour contact numbers to call when females and minors (less than 18 years of age) are returned (deported, inadmissible or with a one way travel document) to Albania
2. Providing trained and accredited social workers on a permanent or on call basis to immediately respond to the Kakavija BCP and/or SOG facility in order to conduct initial interviewing of returned persons.
3. Receive children, girls and women, during or after they have completed all verification procedures and other police work as applicable;
4. Conduct an analysis and evaluation of trafficking causes, based on careful and real interviews of victims.
5. Provide them with food and personal hygiene treatment (shower, clothes, Medical assistance and other first-moment needs)
6. Accommodate groups coming from shelters until the final moment of negotiations with families, as well as victims handed over by the police until the moment when the case is reviewed to decide on the proper placement.
7. Provide escort for them from the police facility to the Community Center and from the Center to shelters when necessary.
8. Offer them social reintegration through education, vocational training, employment and self-employment.
9. Inform the Police Directorate about unexpected problems with the girls, women or children and keep continuous contact about problems related to police-covered areas.
10. Cooperate with OSCE, IOM and other organizations for the protection of victim witnesses as long as they reside in the Center
11. Offer training to police employees of Girokastra Regional State Police Directorate, with special emphasis on personnel at the Kakavija, Tri Urat and Spook BCPs and SOGs, who are the first contact with trafficked women, children or girls. This training shall be based upon the Instructions for the Determination of Actual, Presumed, or Potential Trafficked Victims (Annex I of the Cooperation Agreement to Establish a National Referral Mechanism for the Enhanced Identification and Assistance to Victims of Human Trafficking)

The Gjirokastra Regional Police Directorate, through its Section for the Fight against Illegal Trafficking, the Kakavija BCP and SOG facility, commits to:

1. Immediately contacting the MCRC whenever any women and minors are returned in order for MCRC social workers to respond.
2. Allowing MCRC social workers full access to the Regional Police Directorate facilities to include the Kakavija BCP and SOG facility in order for them to conduct initial interviews as well as to provide assistance to returned person.
3. Refer to the MCRC all cases identified by the police, since the first moment they are to be escorted.
4. Escort all minors initially identified as actual, presumed or possible victims of trafficking to the MCRC for a continuation of the interviewing, treatment, accommodation, vocational training and family contact as applicable. If referral to a shelter is necessary, escort the victim there.
5. Only after obtaining consent, escort all adults identified as actual, presumed or possible victims of trafficking to the MCRC for a continuation of the interviewing, treatment, accommodation, vocational training and family contact as applicable. If referral to a shelter is necessary, escort the victim there.
6. Develop official record forms for handing the victim over to the other party (MCRC)
7. Assist the children, girls and women returned from trafficking in order to be issued identity documents in cases when they do not possess any.
8. Cooperate with and assist the MCRC in any cases or problems out of the reach of the Center.
9. Escort the MCRC with their vehicles when transferring children, girls or women to their families or to shelters, according to the cases and their evaluation.

In order to ensure the successful implementation, monitoring and coordination of this agreement, the parties commit to a review process every six months starting from when the agreement enters into force. Any dispute, controversy or claim arising out of or relating to this agreement, invalidity, breach or termination, shall be settled amicably through discussion and negotiation involving the parties.

Regional Police Director
Chief Commissar

Multifunctional Community Reception Center
Executive Director
Fatbardha Idrizaj

APPENDIX D

ONAC DATABASE ON VICTIMS OF TRAFFICKING

Chart 31 shows a portion of the ONAC database on victims of trafficking. The headings for each of the four worksheets are listed in Table 10.

Chart 31: ONAC database on victims of trafficking

Table 10: List of categories of ONAC database on victims of trafficking

Worksheet I: Detailed Generalities	
Data Category	Open-Ended Answers
Row Number	
Code	
Gender (M/F)	
Category (child/woman/ girls/migrant)	
Name	
Surname	
Father's Name	
Date of Birth	
Place of Birth	
Address	
Civil Status (B/M/D) ⁶⁸	
Social Status ⁶⁹	
Nationality	
No of Passport	
Tel	
Education	
Profession/job before being trafficked	Home
	Agriculture
	Industry
	School
	Other (specify)

⁶⁸ B = Bachelor, M = Married, D = Divorced

⁶⁹ Orphan, with family, widow, with/without children.

Worksheet 2: Identification Method		
Row Number		
Code of person/name/surname/ father's name		
Evidence of exploitation (anonymous/non - anonymous/by phone/direct interview/indirect, etc.)		
Where s/he is identified as a victim	Institution (embassy, any other institution)	Has s/he asked for assistance (yes/no)
		Has assistance been provided (yes/no and from which institution)
	Country	
	City	
Referred from (NGO, Police, shelter, embassy, helpline, etc.)		
Date of interview		
Place of interview		
Interviewing Officer & available persons (psychologist, social worker, lawyer, consular employee, etc.)		
Interpreter (yes/no, name of interpreter)		
Agrees to cooperate with justice (yes/no)		
Date of denunciation		
Assessment of person's situation (is s/he victim, emigrant, etc. If victim, level of risk)		
Need for assistance		
Provided assistance		
Place of accommodation (place and date)		
Worksheet 3: History of Exploitation		
Row Number		
Person's Code		
Person who did recruitment	Name	
	Surname	
	Date of Birth	
	Place of Birth	
	Residential place	
	Contacts (if any)	
Method of recruitment (personal contact, via internet, false promise for marriage/work, sold by family, other (specify))		
Type of exploitation (internal / international)		
Place of staying before crossing the border (how long did s/he stay)		
Method of crossing the border		
Transit Places (how long)		
Person(s) assisting him/her cross the border		
Means of Transport		
Place of staying after crossing the border (how long)		
Initial destination aimed (country and city)		
Method of exploitation (sexual exploitation, forced labor, begging, organ transplant, other (specify))		
Time of exploitation (month & year)		
Streets where s/he worked		
Places where s/he was sheltered (how long)		
Worksheet 4: Treatment at Center		
Row Number		
Person's Code		
Category (trafficked, at-risk of being trafficked, exploitation for internal prostitution)		
Destination of accommodation		
Entity of referral [(police, Qark, officer, date), shelter, other (specify)]		
Has s/he made denunciation to police/does s/he agree to cooperate (if yes where and when)		
Person whom s/he contacted initially at Center		
Monitored		
Assisted		
Interviewed		
Violation used previously on him/her (yes/no, if yes explain & specify)		

Treatment at Center	Entered Center (exact date)	
	Left Center (exact date)	
	Days of staying (no of days)	
	Re-trafficked	
	Return (date, how long and why)	
	Services provided (psychological assistance, legal protection, training, vocational training, court trial (specify for what)	
Final settlement		
Assessment of cases		
Reintegration (back in family, independent life, foster institution, other alternatives (specify what)		
Post-reintegration monitoring (in family, employed, in school, in shelter, with no address (specified with accurate time intervals)		
Referred to another center (specify which one)		

APPENDIX E

CAAHT DATABASE ON VICTIMS OF TRAFFICKING

A major contribution of the CAAHT program to anti-trafficking work in Albania is the development of a set of standardized tools accepted by many organizations throughout the country for the purposes of recording data about their beneficiaries and activities, as well as to evaluate the quality of the services and activities they provide. One of these tools is a new data-recording instrument designed by the CAAHT Research Coordinator, in cooperation with the CAAHT grant recipient shelter organizations, for shelter-based assistance and reintegration services. It enables both CAAHT and its grantees to use the data consistently, analyze it accurately, and minimized duplication of figures.

The CAAHT Database on Victims of Trafficking consolidates information about victims of trafficking assisted in shelters, and the services they receive in the reintegration process. The most important element of this database is that it enables all partners to report and compare data about individual beneficiaries WITHOUT the inclusion of personal identifying information such as name, address, phone number, etc. This meets the highest standards of personal data protection, consistent with European human rights protocols. (See page 27 in Chapter 2.) The purpose of the database is to record essential, comparable, non-identifier data about all shelter beneficiaries from the moment the case is registered at the shelter until it is closed.

The workbook includes 40 columns of data categories, which are explained in the Table 8. A “drop-down menu” is used for most column categories. This makes it simpler to insert data and allows for easy sorting and reviewing of the data. It captures key information by geographic units, which enables detailed analysis of patterns of recruitment, exploitation, and reintegration. The CAAHT database uses the USAID Geographic Information System (GIS)⁷⁰ coding structure. This allows for the possibility of creating visual maps of the data, created with the kind cooperation of the USAID Albania GIS Specialist. Some of these maps have been included in this report.

The initial database design was presented to the Shelter Coalition at a regular Coalition meeting 9 June 2008. Representatives from *Different and Equal*, *Tjeter Vision*, *Vatra Psychosocial Center*, and the *Life and Hope Center* in Gjirokastra were present. Unfortunately, representatives of the National Reception Center were not able to attend that day. The database was received with great enthusiasm. They requested a few minor modifications and then urged that the finalized database be sent to them as soon as possible. One shelter representative noted that her organization had been considering paying a technical consultant to design such a database. She expressed great appreciation to the CAAHT program for providing this essential tool without charge.

⁷⁰ For further information about the USAID GIS office, see the USAID Albania web site [http://albania.usaid.gov/shfaqart/33/43/Geographic_Information_System_\(GIS\).htm](http://albania.usaid.gov/shfaqart/33/43/Geographic_Information_System_(GIS).htm)

After being revised based on the guidance from that meeting, the new database was distributed to all the Shelter Coalition members (governmental and non-governmental) with a detailed Guide about how to complete the instrument. The four NPO shelters demonstrated their appreciation to the CAAHT program for this contribution to their work by, agreeing to complete the database retroactively to 1 August 2007 for all the cases they have assisted. No data was received from the National Reception Center.

Chart 32 shows a portion of the CAAHT database on victims of trafficking. The headings and drop-down menu categories for each of the 40 columns are listed in Table 11.

Chart 32: CAAHT database for shelters

	A	B	C	D	E	
1	NO.	CASE CODE	DATE CASE OPENED	DATE OF LAST UPDATE	BENEFICIARY TYPE	ACCOMPANIED BY CHILDREN
2						
3	1					
4	2					
5	3					
6	4					
7	5					
8	6					
9	7					
10	8					
11	9					
12	10					
13	11					
14	12					

Table 11: List of categories of CAAHT database for shelters

Data Category	Drop Down List
Row No.	<ul style="list-style-type: none"> Open-ended
Case Code (assigned by the organization inserting the data)	<ul style="list-style-type: none"> Open-ended
Date Case Opened	<ul style="list-style-type: none"> Open-ended
Date of Last Update	<ul style="list-style-type: none"> Open-ended
Beneficiary Type	<ul style="list-style-type: none"> Victim of trafficking Presumed victim of trafficking At-risk Violated/abused Clandestine
Accompanied by Children	<ul style="list-style-type: none"> No 1 child 2 children 3 children
Date of Beneficiary's Birth	<ul style="list-style-type: none"> Open-ended
Beneficiary's Age Group	<ul style="list-style-type: none"> < 12 (under 12 years of age) 12-17 (between 12 and 17 years of age) 18-30 (between 18 and 30 years of age) > 30 (over 30 years of age)
Beneficiary's Gender	<ul style="list-style-type: none"> Female Male

Beneficiary's Ethnic Group	<ul style="list-style-type: none"> • Egyptian • Roma • Albanian • Other (please specify) 		
Beneficiary's Level Of Education	<ul style="list-style-type: none"> • Illiterate • No education • Primary education • Secondary education completed • Secondary education not completed • High secondary education completed • High secondary education not completed • University degree completed • University degree not completed • Other (please specify) 		
Beneficiary's Civil Status	<ul style="list-style-type: none"> • Single • Single with children • Married with children • Married without children • Divorced • Divorced with children • Other (please specify) 		
Referred From	<ul style="list-style-type: none"> • Police • Other state structure • National Reception Center • "D&E" shelter • <i>Vatra Psychosocial Center</i> shelter • <i>Another Vision</i> shelter • "Hope & Life" transit shelter • Other shelters • International agencies (e.g. IOM) • Local NPO • Community • Family • Self-referred • Religious institution 		
Residential Status	<ul style="list-style-type: none"> • Reception center • Apartments • Foster • Other alternative placement • Back in the family 		
Referred on to Another Primary Service Provider	<ul style="list-style-type: none"> • National Reception Center • Other state structure • "D&E" shelter • <i>Vatra Psychosocial Center</i> shelter • <i>Another Vision</i> shelter • "Hope & Life" transit shelter • Other shelters • International agencies (e.g. IOM) • Local NPO • Community • Family • Religious institution 		
Date Referred to other Primary Service Provider	<ul style="list-style-type: none"> • Open-ended 		
Place of Origin	<table border="1"> <tr> <td>Prefecture</td> <td> <ul style="list-style-type: none"> • Berat • Diber • Durres • Elbasan • Fier • Gjirokaster • Korça • Kukes • Lezhe • Shkodra • Tirana • Vlora </td> </tr> </table>	Prefecture	<ul style="list-style-type: none"> • Berat • Diber • Durres • Elbasan • Fier • Gjirokaster • Korça • Kukes • Lezhe • Shkodra • Tirana • Vlora
Prefecture	<ul style="list-style-type: none"> • Berat • Diber • Durres • Elbasan • Fier • Gjirokaster • Korça • Kukes • Lezhe • Shkodra • Tirana • Vlora 		

	Municipality/ Commune	<ul style="list-style-type: none"> • Select one from 374 municipalities & communes
Place of Recruitment	Prefecture	<ul style="list-style-type: none"> • Berat • Diber • Durres • Elbasan • Fier • Gjirokaster • Korça • Kukes • Lezhe • Shkodra • Tirana • Vloa
	Municipality/ Commune	<ul style="list-style-type: none"> • Select one from 374 municipalities & communes
Push Factor (Main Reason for Leaving the Country)		<ul style="list-style-type: none"> • Low economic level • Low education level • Discrimination • Violence • Seeking better future • Other (please specify using no more than three words)
Pull Factor (Way of Recruitment)		<ul style="list-style-type: none"> • Voluntary • False marriage • Marriage promise • False engagement • Job promise • Study offer • Abduction • Sold by family/relatives • Other (please specify)
Relationship With Recruiter		<ul style="list-style-type: none"> • Husband/fiancé • Family member • Relative • Neighbor • Friend • Stranger • Other (please specify)
Place Where Trafficked/ Exploited		<ul style="list-style-type: none"> • In-country • Abroad • Both
If Trafficked/ Exploited In-Country, Specify Where	Prefecture	<ul style="list-style-type: none"> • Berat • Diber • Durres • Elbasan • Fier • Gjirokaster • Korça • Kukes • Lezhe • Shkodra • Tirana • Vloa
	Municipality/ Commune	<ul style="list-style-type: none"> • Select one from 374 municipalities & communes
		<ul style="list-style-type: none"> • Austria • Belgium • Denmark • France • Germany • Greece • Italy

If Trafficked/ Exploited Abroad, Specify Where	<ul style="list-style-type: none"> • Kosovo • Macedonia • Montenegro • Netherlands • Norway • Sweden • Switzerland • UK • Other (please specify) • More than 1 country (please list)
Has The Beneficiary Been Trafficked/ Exploited Before	<ul style="list-style-type: none"> • Yes • No
If Yes, How Many Times Has Beneficiary Been Trafficked/ Exploited	<ul style="list-style-type: none"> • Open-ended
If Yes, Where S/He Has Been Trafficked/ Exploited	<ul style="list-style-type: none"> • Open-ended
Has The Beneficiary Been Previously Assisted	<ul style="list-style-type: none"> • Yes • No
If Yes, Where	<ul style="list-style-type: none"> • Abroad • Other state structures • National Reception Center • "D&E" shelter • <i>Vatra Psychosocial Center</i> shelter • <i>Another Vision</i> shelter • "Hope & Life" transit shelter • Other shelters • International agencies (e.g. IOM) • Local NGOs • Community • Religious institutions • Other (Please specify)
How Many Times?	<ul style="list-style-type: none"> • Open-ended
Type of Service Provided And The Organization Providing Them	<ul style="list-style-type: none"> • Yes • No
Medical Treatment (All Types)	<ul style="list-style-type: none"> • Yes • No
Provided By	<ul style="list-style-type: none"> • Shelter itself • Regional Hospitals • Private Medical Clinics • NPOs • Other (Please specify)
Mental Health Services	<ul style="list-style-type: none"> • Yes • No
Provided By	<ul style="list-style-type: none"> • Shelter Itself • Regional Mental Health Service • NPOs • Other (Please specify)
Psycho-Social Counseling	<ul style="list-style-type: none"> • Yes • No
Provided By	<ul style="list-style-type: none"> • Shelter Itself • Other (Please specify)
Legal Assistance	<ul style="list-style-type: none"> • Yes • No
Provided By	<ul style="list-style-type: none"> • Shelter Itself • NGOs • Private Law Firms • Law Enforcement Agencies • Other (Please specify)

Type of Service Provided And The Organization Providing Them	Life Skills Training	<ul style="list-style-type: none"> • Yes • No
	Provided By	<ul style="list-style-type: none"> • Shelter Itself • Regional Vocational Training Centers • Other (Please specify)
	Formal Education or Literacy	<ul style="list-style-type: none"> • Yes • No
	Provided By	<ul style="list-style-type: none"> • Shelter Itself • Regional Education Directorate • Other (Please specify)
	Vocational Training	<ul style="list-style-type: none"> • Yes • No
	Provided By	<ul style="list-style-type: none"> • Shelter Itself • Regional Vocational Training Centers • Other (Please specify)
	Income Generating Activities	<ul style="list-style-type: none"> • Yes • No
	Provided By	<ul style="list-style-type: none"> • Shelter Itself • Other (Please specify)
	Micro-Credit	<ul style="list-style-type: none"> • Yes • No
	Provided By	<ul style="list-style-type: none"> • Shelter Itself • Opportunity International • World Vi sion • Other bank or finance institution • Intergovernmental organization (Please specify)
	Job Placement	<ul style="list-style-type: none"> • Yes • No
	Provided By	<ul style="list-style-type: none"> • Shelter Itself • Regional Employment Office • Business Community • Other (Please specify)
	Other (Please Explain)	<ul style="list-style-type: none"> • Yes • No
	Provided By	<ul style="list-style-type: none"> • Open-ended
Is Beneficiary Reintegrated into Society		<ul style="list-style-type: none"> • Yes • No
If Yes, Place of Reintegration	Prefecture	<ul style="list-style-type: none"> • Berat • Diber • Durres • Elbasan • Fier • Gjirokaster • Korça • Kukes • Lezhe • Shkodra • Tirana • Vlora

	Municipality/ Commune	<ul style="list-style-type: none"> • Select one from 374 municipalities & communes
Is there a Follow-Up on the Case		<ul style="list-style-type: none"> • Yes • No
If Yes, Who is Doing It?		<ul style="list-style-type: none"> • Shelter itself • National Reception Center • "D&E" shelter • <i>Vatra Psychosocial Center</i> shelter • <i>Another Vision</i> shelter • "Hope & Life" transit shelter • Other shelters • Other NGOs • Local state structures • Other (please specify)
Case Closed		<ul style="list-style-type: none"> • Yes • No
If Yes, Why		<ul style="list-style-type: none"> • Reintegration process is completed • Further assistance is refused

APPENDIX F

LIST OF ORGANIZATIONS CONTACTED BY CAAHT

The following NGOs, intergovernmental organizations, international NGOs, and international donors were invited by the CAAHT staff to submit brief summaries of any anti-trafficking work they have conducted between August 2007 and July 2008.

NGOS

1. Vatra Psychosocial Centre, Vlora
2. "Another Vision" Shelter for Children
3. "Life & Hope" Community Center in Gjirokastra
4. "Different & Equal" Shelter, Tirana
5. "Women with a Development Focus"
6. "In Benefit of Northern Women of Puka"
7. Institute of Gender Applied Policies (IGAP)
8. In Help of Urban and Rural Women, Berat
9. Young Women Christian Association (YWCA)
10. "Women in Development", Shkodra (WID)
11. "Argritra – Vision" Center, Dibra
12. "Intellectual Women of Pogradeci" organization (IWP)
13. Murialdo Social Centre (MSC)
14. Council of Social Services Associations (CSSA)
15. All Together Against Child Trafficking (BKTF)
16. Citizens' Advocacy Office
17. The Women and Girls Counseling Centers
18. Children's Human Rights Center of Albania (CRCA)
19. Human Dimension, Shkodra
20. Center of Integrated Legal Services and Practices (LCM)
21. The Albanian Association for Victims of Mines and Arms - Kukes (VMA)
22. Every Child, Shkodra
23. International Social Service - Albania (ISS)
24. "Help for Children" Foundation (NPF)
25. The Women Advocacy Center
26. Refleksione
27. Children of the World and of Albania (FBSH)
28. The Christian Fellowship of Albanian Prisoners
29. Partners for Children

INTERNATIONAL NGOS, INTERGOVERNMENTAL ORGANIZATIONS AND INTERNATIONAL DONORS

1. Kvinna Till Kvinna
2. Regione Emilia-Romagna, Cooperazione Internazionale e Aiuti Umanitari
3. COOPI - Development Cooperation Office (Italian Embassy)_
4. Volontario Internazionale per lo Sviluppo (VIS)
5. Vodafone Albania
6. International Organization for Migration (IOM)
7. Organization for Security and Co-operation in Europe (OSCE)
8. International Labor Organization (ILO) /IPEC
9. Save the Children - Albania Program
10. Swiss Agency for Development and Cooperation (SDC)
11. Swedish International Development Cooperation Agency (SIDA)
12. Transnational Action Against Against Child Trafficking (TACT)/Terre des hommes
13. *Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH* – German Technical Cooperation Enterprise
14. United Nations High Commissioner for Refugees (UNHCR) Office in Tirana
15. United Nations Children’s Fund (UNICEF)
16. US Embassy in Tirana
17. United States Agency for International Development (USAID)
18. International Criminal Investigative Training Assistance Program (ICITAP)
19. Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT)_
20. World Learning FORECAST program
21. Austrian Embassy in Tirana
22. British Embassy in Tirana
23. International Centre for Migration Policy Development (ICMPD)
24. German Embassy in Tirana
25. *United Nations Development Programme* (UNDP)
26. United Nations Development Fund for Women (UNIFEM)
27. Danish Embassy in Tirana
28. Greek Embassy in Tirana
29. ARSIS
30. Italian Embassy in Tirana, COOPERAZIONE ALLO SVILUPPO - UNITA’ TECNICA LOCALE
31. Embassy of Netherlands in Tirana
32. Norwegian Embassy in Tirana
33. Norwegian Church
34. World Bank in Tirana