

**NATIONAL PROGRAMME  
FOR SUPPRESSION  
OF TRAFFICKING IN  
PERSONS 2005 - 2008**

GOVERNMENT OF THE  
REPUBLIC OF CROATIA

Office for Human Rights

National Committee  
for the Suppression of  
Trafficking in Persons

Zagreb, 2004

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# 1. INTRODUCTION

Trafficking in persons includes recruitment, transportation, transfer, harbouring or receiving of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Such trafficking in persons has been recognised as a burgeoning issue in the struggle against international organised crime whereby women, children and men are subjected to various forms of abuse, exploitation and denial of their fundamental human rights.

In recent years trafficking in human beings, especially women and children, has assumed alarming proportions. According to the International Organisation for Migration (hereinafter: IOM), an estimated four million persons are trafficked world wide every year. The trans-national character of trafficking in persons and its close connection to organised crime have shown that international and regional co-operation in combating this phenomenon

is crucial. The complexity of this issue and multiplicity of factors that cause it (poverty, gender inequality, patriarchalism, disappearance of value system) make the conditions in which it needs to be combated very demanding.

Having realised the complexity of the phenomenon of trafficking in persons, which encompasses the most severe violations of human rights, the issue of migrations, illegal labour, money laundering and a range of other criminal activities, the Republic of Croatia has signed the UN Convention against Trans-national Organised Crime and its two Protocols: the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air (Narodne novine /Official Journal of the Republic of Croatia/, International Treaties, no. 14/02). The said international documents were signed by the Republic of Croatia on 12 December 2000 in Palermo, during the UN conference on the suppression of transnational organised crime. In addition, the Republic of Croatia is a party to the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography (Narodne novine, International Treaties, no. 2/03).

The analysis of the phenomenon of trafficking in persons shows that the Republic of Croatia mainly serves as a transit country. However, some indicators suggest that Croatia is also a country of origin and, increasingly, a destination country. Ever since the system to monitor the phenomenon of trafficking in persons has been established, the number of identified trafficking victims has shown an increasing trend each year.

Having recognised the phenomenon of trafficking in persons not only as an aspect of highly lucrative international organised crime, but also an instance of the grossest violation of human rights, and respecting the accepted international instruments

and factual indicators, the Government of the Republic of Croatia has embarked upon efforts to build an integral system to combat the aforementioned phenomenon by developing a national mechanism for the suppression of trafficking in persons and by establishing and strengthening international co-operation through active participation in numerous initiatives taken in this field.

On 9 May 2002, the Government of the Republic of Croatia established the National Committee for the Suppression of Trafficking in Persons (hereinafter: National Committee) whose members include representatives of all relevant ministries and government agencies, non-governmental organisations and the media (*Narodne novine*, no. 54/02). As and where appropriate, the efforts of the National Committee also involve participation of representatives of international organisations.

The Deputy Prime Minister responsible for social affairs and human rights also acts as the chairperson of the National Committee and is responsible for directing its efforts. The appointment of such a highly positioned government official to chair the National Committee for the Suppression of Trafficking in Persons also reflects due attention paid by the Government of the Republic of Croatia to this important issue.

The Decision on the Amendments to the Decision to Establish the National Committee for the Suppression of Trafficking in Human Beings (*Narodne novine*, no. 41/04) introduces the function of a national co-ordinator, who is, *ex officio*, the head of the Government's Office for Human Rights and who administers the Committee's operations and its co-ordination. In its premises, the Government's Office for Human Rights also accommodates the Secretariat of the National Committee, which prepares its sessions and ensures the implementation of its tasks and conclusions.

The preparation of the National Plan for Suppression of Trafficking in Persons (hereinafter: National Plan) was one of the first tasks of the National Committee. The National Plan was adopted at the session of the Government of the Republic of Croatia held on 14 November 2002 and, as such, represents the first document in Croatia to provide a comprehensive coverage of this issue. Besides introductory remarks and explanations of its topic, the Plan includes the following chapters:

- Legislative Framework;
- Assistance to and Protection of Victims;
- Prevention;
- Education;
- International Co-operation; and
- Co-ordination of Activities.

In order to monitor and control the implementation of activities set forth in the National Plan, the National Committee, pursuant to the Decision on its establishment, is obliged to submit annual reports on its work to the Government of the Republic of Croatia.

Most of the activities provided in the National Plan have already been completed. The implementation of some activities will be ongoing. We may say that the Republic of Croatia has established its legislative framework both for the prosecution of perpetrators and appropriate and comprehensive protection of victims. Article 175 of the amended Criminal Code provides for a new aspect of the crime of trafficking in persons and slavery. It establishes an efficient system of assistance and care for trafficked persons through regional reception centres, mobile teams and

a shelter. Public campaigns have been conducted to systematically raise public awareness of trafficking in persons, a number of educational programmes have been carried out at all levels, and international co-operation has been intensified.

Regardless of some significant advances made in the field of combating trafficking in persons since the establishment of the National Committee and the adoption of the National Plan, and recognising the fact that most of the measures set forth therein have already been taken, it is necessary to adopt a new programme document - the National Programme for Suppression of Trafficking in Persons for the period from 2005 to 2008, as well as its operational component, i.e. the Action Plan for Suppression of Trafficking in Persons for each year.

The aforementioned documents shall adhere to the structure of the present National Plan, but also include additional chapters since fulfilment of certain conditions now allows for their separate discussion.

## 2. LEGISLATIVE FRAMEWORK

The creation of an appropriate legislative framework for the prosecution of perpetrators who have committed crimes of trafficking in persons and for the provision of assistance and protection to trafficked persons is one of the key prerequisites for the successful struggle against this phenomenon. Although the Republic of Croatia has made major advances in this direction, the relevant legislation should cover those legal issues that have not yet been regulated.

As an active member of the international community, the Republic of Croatia has acceded to a number of international documents in the field of combating trafficking in persons and participates in the preparation of new instruments. As the international documents to which the Republic of Croatia is party - pursuant to its constitutional provisions - constitute integral parts of its domestic legal system, the national legislative framework needs to be harmonised with international standards.

To date, the Republic of Croatia has created an appropriate legislative framework which covers the issue of trafficking in persons, including: Criminal Code (*Narodne novine*, no. 110/97, 27/98, 129/00, 51/01 and 105/04), Office for Combating Corruption and Organised Crime Act (*Narodne novine*, no. 88/01 and 12/02), Criminal Proceedings Act *Narodne novine*, no. 110/97, 27/98, 58/99, 112/99 and 62/03), Witness Protection Act (*Narodne novine*, no. 163/03), Aliens Act (*Narodne novine*, no. 109/03), Asylum Act (*Narodne novine*", no. 103/03), Legal Person Criminal Liability Act (*Narodne novine*, no. 151/03).

Article 175 of Croatia's Criminal Code currently reads as follows:

"Any person who, in violation of the provisions of international law and through the use or threat of force, fraud, abduction, exploitation of a position of vulnerability or power, or in any such other manner, recruits, buys, sells, delivers, transports or transfers, or induces or acts as an intermediary in the purchase, sale or delivery of, or harbours or receives a person for the purposes of establishing slavery or any such similar relationship, forced labour or servitude, sexual exploitation, prostitution or illicit transplantation of human organs, or who keeps a person in slavery or any such similar position, shall be sentenced to imprisonment for a period of one to ten years.

"Any person who, in violation of the provisions of international law, recruits, buys, sells, delivers, transports or transfers, or induces or acts as an intermediary in the purchase, sale or delivery of, or harbours or receives a child or a minor for the purposes of establishing slavery or any such similar relationship, or forced labour or servitude, sexual exploitation, prostitution or illicit transplantation of human organs, or who keeps a child or a minor in slavery or any such similar position, shall be sentenced to imprisonment for a minimum period of five years.

“Where the crime specified in Paragraphs (1), (2) hereof has been committed within a group or a criminal organisation or against a larger number of persons or has caused the death of one or more persons, its perpetrator(s) shall be sentenced to imprisonment for a minimum period of five years or long-term imprisonment.

“Whether or not a person has conceded to coerced labour or servitude, sexual exploitation, slavery or any such similar relationship, or illicit transplantation of its organs shall have no prejudice to the existence of any crime specified in Paragraphs (1), (2) hereof.”

Following the entry into force of the Amendments to the Criminal Code<sup>1</sup>, the Republic of Croatia has a firm legislative framework for the prosecution of perpetrators who have committed the crime of trafficking in persons. However, even before that, it was possible to treat trafficking in persons as falling within the crime of establishment of slavery, slave transportation and related crimes such as international prostitution, illegal curtailment of freedom, sexual intercourse with children, procurement, abuse of children and minors through pornography, and illegal cross-border transfers.

The amendments to the *Criminal Proceedings Act (Narodne novine, no. 62/03)* and the *Juvenile Courts Act (Narodne novine, no. 111/97, 27/98 and 12/02)* have provided a legislative framework for the protection of threatened witnesses, including victims of trafficking in persons. In cases where such victims are minors, the *Juvenile Courts Act* stipulates forms of protection during criminal proceedings before courts, particularly from secondary victimisation.

The *Legal Person Criminal Liability Act* provides for the sanctioning of those legal entities (night clubs and bars, travel agencies, etc.) that are involved in organised criminal activities, including trafficking in persons.

<sup>1</sup>The Amendments the Criminal Code entered into force on 1 October 2004.

The Witness Protection Act regulates the conditions and procedures for rendering different forms of protection to imperilled witnesses and persons close to them. This Act facilitates the extrajudicial protection of persons who are participating as witnesses in criminal proceedings and whose testimony secures sanctioning of organised crime, including trafficking in persons.

The Aliens Act opens the way for temporary residence permits for victims of trafficking in persons.

The existing Social Welfare Act (*Narodne novine*, no. 73/07, 27/01, 59/01 and 82/01) provides for the protection of persons in need of social protection. Accordingly, cases of trafficking in persons have also been handled in accordance with the provisions thereof.

As the Republic of Croatia has set out to align its national legislation with EU legislation and other international legal documents, its effective legislation needs to be fully adapted to EU legislation (*Acquis Communautaire*), standards of the Council of Europe, UN Convention against Trans-national Organised Crime and supplementing protocols and other international agreements to which the Republic of Croatia is a party (with emphasis on more efficient detection and prosecution of perpetrators, and identification and protection of trafficked persons).

All relevant bodies involved in the implementation of measures set forth in the National Plans for Suppression of Trafficking in Persons are obliged to present regularly their comments, opinions and proposals concerning legislative improvements in this field.

**Programme objective:**

**To improve regulations for the purpose of ensuring more efficient victim protection and detection, prosecution and sanctioning of perpetrators who have committed crimes related to trafficking in persons.**

### **3. IDENTIFICATION OF VICTIMS; DETECTION, PROSECUTION AND SANCTIONING OF PERPETRATORS OF CRIMES RELATED TO TRAFFICKING IN PERSONS**

An increasing number of activities aimed at identification of trafficked persons and intensified activities aimed at detection, prosecution and sanctioning of perpetrators of crimes related to trafficking in persons has resulted in the development of even more brutal and sophisticated methods applied by the perpetrators of these crimes. Keeping this in mind, it is of crucial importance to enhance the methods of victim identification and criminal prosecution so as to ensure the coverage of all techniques applied in the perpetration of this crime and, eventually, the efficient sanctioning of its perpetrators. The successful accomplishment of this task requires continuing efforts in order to achieve more and to raise the quality of this achievement as much as possible.

When it comes to crimes related to trafficking in persons, the Republic of Croatia is - as we have already mentioned on several occasions - mostly considered a country of transit and, only to a limited extent, a country of origin or destination for trafficked

persons. This fact - together with the generally accepted assumption that, as a rule, in the transit phase of the process of trafficking in persons attempts to conceal the exploited status of victims - entails difficulties in the identification of both perpetrators of crimes related to trafficking in persons and of trafficked persons themselves, because - in that stage - victims are generally unaware of their situation and wish to continue their journey to the destination country.

Having analysed the data available to the Ministry of the Interior, we have identified the following principal routes of criminal activities related to trafficking in persons: Ukraine - Serbia-Montenegro - Bosnia-Herzegovina - Croatia; Moldavia - Serbia-Montenegro - Bosnia-Herzegovina - Croatia; Slovakia - Hungary - Serbia-Montenegro - Croatia; and Serbia-Montenegro - Croatia. The monitoring of the aforementioned routes confirms the assumption that the Republic Croatia mostly plays a transit role on the route towards Western European countries.

The available data indicate that trafficked persons are mostly recruited through fraud and promises of well-paid jobs abroad.

The applied methods of recruitment are numerous and diverse: abduction, extortion, false promises, fictitious marriages, bogus adoption agencies, seduction, the issuance of false certificates required for student visas, sex tourism, business offers, etc.

In order to ensure up-to-date monitoring of data on identified trafficking victims, the competent bodies maintain:

- data on all crimes falling within the legislative framework covering trafficking in persons;
- data on the perpetrators of such crimes; and
- data on trafficked persons.

**NUMBER OF IDENTIFIED AND REPORTED CRIMES RELATED TO  
TRAFFICKING IN PERSONS<sup>2</sup>**

	2002	2003	January - June 2004
Establishment of slavery and slave transportation	1	2	3
International prostitution	15	1	8
Procurement	35	48	18
Illegal cross-border transfer of persons	191	157	84

According to the data available in the Ministry of the Interior, a total of 33 trafficked persons have been identified so far in the Republic of Croatia.

## NUMBER OF IDENTIFIED TRAFFICKED PERSONS<sup>3</sup>

	2002	2003	January - Sept. 2004
Citizens of the Republic of Croatia	2	2	5
Citizens of Bosnia and Herzegovina	0	1	2
Citizens of Cameroon	0	1	0
Citizens of Morocco	0	0	1
Citizens of Moldavia	3	1	2
Citizens of Romania	0	0	3
Citizens of the Russian Federation	0	1	0
Citizens of Slovenia	0	1	0
Citizens of Serbia-Montenegro	0	1	2
Citizens of Ukraine	2	0	2
Persons without citizenship	1	0	0
<b>TOTAL</b>	<b>8</b>	<b>8</b>	<b>17</b>

<sup>2,3</sup> Official records of the Croatian MoI.

**Programme objectives:**

- 1. To enhance and improve procedures for identification of trafficked persons.**
- 2. To enhance and improve procedures for detection, prosecution and sanctioning of perpetrators of crimes related to trafficking in persons.**
- 3. To develop co-operation among bodies responsible for detection, prosecution and sanctioning of crimes related to trafficking in persons.**
- 4. To develop international co-operation in detection, prosecution and sanctioning of perpetrators of crimes related to trafficking in persons.**

## 4. ASSISTANCE TO AND PROTECTION OF VICTIMS

As a part of comprehensive efforts to combat trafficking in persons, the provision of adequate assistance and protection to trafficked persons constitutes a priority, together with the prevention of this phenomenon as such.

Due to increasingly sophisticated forms of victim recruitment, co-operation is necessary among all of the relevant actors, government agencies, non-governmental and international organisations involved in the process of victim identification, protection and assistance, until the full social integration or reintegration of trafficked persons.

Subject to their voluntary consent, trafficked persons should be provided with comprehensive assistance, including their accommodation in a safe shelter, health care, and psychological, social and legal assistance in all stages of their treatment - from their identification to their successful social reintegration. Trafficked persons should be protected from secondary victimisation, stigmatisation and incrimination, prosecution or imprisonment for acts they committed within the process of trafficking in persons.

In all of the aforementioned activities, the priority must be the safety of each victim and his/her family.

The return of trafficked persons to their countries of origin and their rehabilitation also require a number of protective measures. Prior to return itself, logistics should be ensured by providing accommodation, required support and opportunities for gaining economic independence. The return must be safe.

Non-governmental organisations play a particularly significant role in providing assistance to victims.

At its session held in July 2003, the National Committee adopted the Protocol on Treatment in Specific Cases of Trafficking in Persons, which provides for two stages in the treatment of each victim, from his/her identification to full service provision. The Ministry of the Interior and the Ministry of Health and Social Welfare apply instructions on the treatment of trafficked persons, which contain guidelines on victim identification methods, instructions on how to treat trafficked persons and a description of co-operation and co-ordination among police officers and a description of co-operation with other executive agencies involved in dealing with the problem of trafficking in persons (government authorities, non-governmental organisations, international organisations, especially the IOM). The organisations participating in the process of victim identification and treatment collect data and documents on the basis of which they assess the situation and make decisions for further action.

Victims are informed of their rights and how to exercise them. In the territory of the Republic of Croatia, mobile teams of experts have been established in order to render assistance to each newly identified trafficking victim placed in one of the reception centres for short-term accommodation of trafficked persons, as well as to provide him/her with a safe shelter for his/her longer-term accommodation. Instructions have been adopted for the

operation of the shelter, providing victims with protection and assistance and planning their safe return and reintegration. The citizens of the Republic of Croatia who have been identified as trafficked persons have been offered all forms of assistance.

Thus far, activities pertaining to the planning and organisation of assistance to and protection of victims in the process of their return have been implemented by the International Organisation for Migration in co-operation with the Ministry of the Interior and the Ministry of Health and Social Welfare. In all cases of organised return of victims, individual treatment programmes have been prepared, including the implementation of procedures and actions established in agreement with the mission of the International Organisation for Migration in a given country or - in the absence of such a mission - with a non-governmental organisation implementing the programme for the treatment of trafficked persons.

Through the accomplishment of the following programme objectives, it is necessary to enhance the existing referral mechanisms for providing victims with assistance and protection until their full reintegration.

**Programme objectives:**

- 1. To provide trafficked persons with assistance, protection and safety by applying a comprehensive approach to each victim of trafficking or any similar crime.**
- 2. To facilitate the recovery, return, integration/reintegration of trafficked persons.**
- 3. To protect the confidentiality of personal data on trafficked persons.**
- 4. To improve forms of protection and assistance offered to Croatian citizens identified as trafficked persons.**

## 5. PREVENTION

To combat trafficking in persons successfully, this phenomenon should be explored and analysed in detail. Awareness raising through media campaigns should constitute a continued effort. These campaigns should focus on relevant groups, including potential victims of trafficking in persons, all parties actively involved in the effort to combat this phenomenon, and users of services offered by trafficked persons. A realistic presentation of opportunities for legal migration and employment of foreign workers, as well as the perils of using irregular migration methods, reduces the risk for the most endangered groups.

The effort to prevent trafficking in persons requires systematic and comprehensive research into the causes, status of and trends in trafficking, with special emphasis on vulnerable groups such as children, adolescents and women. In examining all forms of this phenomenon, it is of crucial importance to identify developments in the field of trafficking in persons and to prevent them by their timely identification. Success in the prevention of trafficking in

persons will also be contingent upon informing the wider public of this phenomenon.

The media have an important role to play in the prevention of trafficking in persons by providing information and explanations of this phenomenon.

In order to monitor all forms of trafficking in persons, the Republic of Croatia has established a central data base containing details of cases and victims of trafficking in persons. All bodies involved in the effort to combat trafficking in persons are obliged to supply the Government's Office for Human Rights, which also accommodates the Secretariat of the National Committee for the Suppression of Trafficking in Persons, with relevant data pertaining to specific cases.

In the interests of informing the public and raising awareness of the phenomenon of trafficking in persons, an extensive publicity campaign has been conducted under the title "Trafficking in Persons is Our Reality. Let's Prevent It!" Various materials were prepared as part of the publicity campaign, including educational brochures and leaflets, television and radio spots and consumer goods (e.g. bookmarks, sugar packets, calendars, bags, etc.), which contained information on the phenomenon and perils of trafficking in persons and how to seek and obtain assistance. A free SOS hotline was also opened for people seeking information and assistance.

A documentary film on the problem of trafficking in people has been promoted under the title "21<sup>st</sup> Century Slaves". Non-governmental organisations have conducted a publicity campaign at a local level and in secondary schools in Croatia. Numerous round tables, seminars and workshops have been held, and trafficking issues have also been covered in the media.

**Programme objectives:**

- 1. To identify the causes and consequences of trafficking in persons and to explore them systematically.**
- 2. To conduct research into the causes and consequences of trafficking in persons.**
- 3. To create economic and social conditions for the prevention of trafficking in persons in the Republic of Croatia.**
- 4. To systematically monitor potentially vulnerable groups.**
- 5. To inform the community and to raise public awareness of the phenomenon of trafficking in persons and its consequences.**

## 6. EDUCATION

In order to proceed with successful efforts to combat trafficking in persons, we should continue with the provision of specialised training for target groups including police officers, state attorneys, judges, social workers, health-care professionals, teachers, diplomatic and consular staff, military personnel in peace-keeping missions, NGO staff, media representatives, and professionals providing care and assistance to trafficked persons.

The education of the aforementioned staff is required to enhance the implementation of activities aimed at the struggle against trafficking in persons, the identification of victims and assistance to trafficked persons in their further treatment.

Their education should be systematic and well-designed because only an ongoing effort can yield the desired results. Multidisciplinary educational programmes promoting the struggle against trafficking in persons should be developed on the basis of human rights, gender equality and principles of non-discrimination.

Relevant contents should also be developed and included in the curricula of schools and higher educational institutions in order to educate students on human rights issues.

In this regard, the Ministry of the Interior has initiated a systematic educational effort which includes the implementation of training programs, workshops and seminars on the topic of combating trafficking in persons. In this area, successful co-operation has been established with other competent ministries, non-governmental organisations, the International Organisation for Migration and other international organisations.

Seminars have also been organised for professional staff in the social welfare system and representatives of non-governmental organisations.

Training sessions for judges and public attorneys have been held as a part of the Stability Pact programme for the "Development of Anti-Trafficking Training Models for Judges and State Attorneys".

Non-governmental organisations take an active part in training programmes designed for other target groups and are also involved in numerous international initiatives and study trips.

Brochures on the National Plan for Suppression of Trafficking in Persons have been disseminated in all kindergartens and primary and secondary schools in the Republic of Croatia, together with recommendations for their use. The first systematic training efforts covering all educational system employees have also been initiated.

**Programme objective:**

**1. To continue with the education of target groups on the phenomenon of trafficking in persons at both national and international levels, including:**

- police officers;
- customs officers;
- social workers;
- health-care professionals;
- educators;
- judiciary employees (courts, state attorney's offices, correctional institutions);
- diplomatic and consular staff;
- military personnel and police officers assigned to international peace-keeping missions;
- non-governmental organisations;
- media representatives;
- professional staff providing care and assistance to trafficked persons; and
- others.

## 7. INTERNATIONAL CO-OPERATION

The strengthening of co-operation and exchange of information with a view to finding an efficient solution to the phenomenon of trafficking in persons is a major priority for all international bodies, governments and other actors in this field. Co-operation is required in order to maximise the impact of all measures that are being undertaken.

All parties involved in providing assistance to victims should rely on networking and exchange of information to ensure best practice implementation.

In this respect, the Republic of Croatia actively participates in international and regional initiatives in this field.

Co-operation has been established, *inter alia*, within the Stability Pact, OSCE, Council of Europe, EU and UN.

Through its representatives, the Republic of Croatia has participated in a large number of special meetings and seminars held within numerous international initiatives in this field. The

Ministry of the Interior consistently develops co-operation with enforcement authorities in neighbouring states and other countries in the region, as well as at an international level - with Interpol, Europol, the SECI Regional Centre for Combating Trans-border Crime, etc.

**Programme objective:**

- 1. To develop systematic co-operation between the Republic of Croatia and other countries and international and intergovernmental organisations involved in the effort to combat trafficking in persons.**

## 8. CO-ORDINATION OF ACTIVITIES

The National Committee for the Suppression of Trafficking in Persons is the central steering body responsible for the implementation and co-ordination of activities set forth in the National Programme for Suppression of Trafficking in Persons for the period from 2005 to 2008.

In co-operation with the chairperson of the National Committee, the national co-ordinator, appointed by the Government of the Republic of Croatia, monitors and co-ordinates the implementation of the National Action Plan for Suppression of Trafficking Persons, manages the activities of the Operating Team, participates in the work of the Task Force to Combat Trafficking in Children and performs other tasks as may be assigned to him by the chairperson of the National Committee and the National Committee as such.

The Operational Team of the National Committee has been established in order to resolve problems related to specific cases of trafficking in persons and to co-ordinate the activities of all par-

ties involved in their resolution. The Operating Team is headed by the national co-ordinator, who convenes its sessions at least once a month. The Operating Team has also been formed for the purposes of implementing the activities set forth in the National plan and better co-operation among the members of the National Committee and with external associates.

**Programme objectives:**

- 1. To strengthen the co-ordination of activities undertaken by all competent government authorities, international organisations and non-governmental organisations in the effort to combat trafficking in persons.**
- 2. To systematically monitor the implementation and effectiveness of action plans to combat trafficking in persons.**



**ACTION PLAN FOR  
THE SUPPRESSION  
OF TRAFFICKING IN  
PERSONS FOR 2005**

GOVERNMENT OF THE  
REPUBLIC OF CROATIA

Office for Human Rights

National Committee  
for the Suppression of  
Trafficking in Persons

Zagreb, 2004



# 1. INTRODUCTION

The Action Plan for the Suppression of Trafficking in Persons for 2005 elaborates the programme objectives set forth in the National Programme for the Suppression of Trafficking in Persons in the Republic of Croatia for the period from 2005 to 2005. The measures to be implemented in the course of 2005 constitute priorities set by governmental authorities, non-governmental organisations and international organisations involved in all groups of activities defined in the National Programme.

The purpose of adopting the aforementioned document is to enhance all efforts to combat trafficking in persons, taking into account new international achievements and recommendations made in this field.

The Action Plan for the Suppression of Trafficking in Persons for 2005 reflects the newly established structure of the National Programme for the Suppression of Trafficking in Persons for the period from 2005 to 2008 as an all-encompassing programme document. In this respect, the Action Plan provides for a series

of measures elaborating the operational objectives set forth in the National Programme. Executive agencies, implementing partners and deadlines have been specified for the implementation of each measure, as well as its funding requirements.

The Action Plan for the Suppression of Trafficking in Persons for 2005 covers the following chapters:

- Legislative Framework;
- Identification of Victims; Detection, Prosecution and Sanctioning of Perpetrators of Crimes Related to Trafficking in Persons;
- Assistance and Protection;
- Prevention;
- Education;
- International Co-operation; and
- Co-ordination of Activities.

Bodies responsible for the implementation of measures defined in the Action Plan are obliged to incorporate them into their annual plans and to ensure their implementation. Following its adoption, the National Programme for the Suppression of Trafficking in Persons for the period from 2005 to 2008 has superseded the National Plan for the Suppression of Trafficking in Persons adopted in 2002 pursuant to the Conclusion of the Government of the Republic of Croatia (Class: 004-01/02-01/11; Reg. No. 5030104-02-1) of 14 November 2002. Accordingly, the competent ministries and agencies responsible for its implementation will reallocate the funds originally appropriated for that purpose for use in the implementation of the Action Plan for the

Suppression of Trafficking in Persons for 2005. A portion of the funds required for implementation of measures set forth in the Action Plan has been provided under the CARDS programme and from other donors.

## 2. LEGISLATIVE FRAMEWORK

### **Programme objective:**

**To improve regulations for the purpose of ensuring more effective protection of victims and detection, prosecution and sanctioning of perpetrators of crimes related to trafficking in persons.**

### **MEASURES:**

1. To analyse the status and scope of amendments to the Aliens Act (establishing an interdepartmental task force, examining and comparing the effective Act with international standards and statement of needs, regulating the residence status of trafficked persons as a separate, expressly specified category, and extending the responsibilities of the Ministry of the Interior to cover alien labour control.).

**Executive agency: Ministry of the Interior**

**Implementing partners:** Ministry of Foreign Affairs, Ministry of Health and Social Welfare, International Organisation for Migration (hereinafter referred to as "IOM")

**Deadline:** 30 September 2005

**Required funding:** HRK 70,000.00

2. To prepare a proposal for the Draft Amendments to the Aliens Act.

**Executive agency: Ministry of the Interior**

**Deadline:** 31 December 2005

**Required funding:** HRK 10,000.00

3. To initiate the adoption of the Trafficking Victim Protection Act.

**Executive agency: Office for Human Rights**

**Deadline:** 31 December 2005

**Required funding:** No additional funding required.

4. To take actions required to correct the mistranslated term "trafficking" in the Croatian version of the Act on the Ratification of the UN Convention against Trans-national Organised Crime, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air.

**Executive agency: Ministry of Justice**

**Deadline:** 31 March 2005

**Required funding:** No additional funding required.

### **3. IDENTIFICATION OF VICTIMS; DETECTION, PROSECUTION AND SANCTIONING OF PERPETRATORS OF CRIMES RELATED TO TRAFFICKING IN PERSONS**

**Programme objective:**

**To enhance and improve procedures for the identification of trafficked persons and criminal prosecution of perpetrators of crimes related to trafficking in persons.**

#### **MEASURES:**

1. To prepare a manual for the border police in order to improve state border control.

**Executive agency: Ministry of the Interior**

**Deadline:** 30 September 2005

**Required funding:** HRK 50,000.00 (to be co-financed under CARDS 2003 as continued support for border police capacity building)

2. To increase the efficiency of the visa system through regular meetings of Ministry of Foreign Affairs and Ministry of the Interior representatives and consular consultations.

**Executive agencies: Ministry of Foreign Affairs and Ministry of the Interior**

**Deadline:** ongoing (all year)

**Required funding:** HRK 25,000.00

3. To prepare and distribute an informative leaflet designed for trafficked persons as a part of the completion of a multi-module training programme for 26 police officers directly involved in the effort to combat trafficking in persons.

**Executive agencies: Ministry of the Interior and IOM**

**Deadline:** ongoing (all year)

**Required funding:** HRK 20,000.00 (funds provided through international donations)

4. To prepare a manual designed for police officers directly involved in the effort to combat trafficking in persons, as a part of the completion of a multi-module training programme for 26 such police officers.

**Executive agencies: Ministry of the Interior and IOM**

**Deadline:** ongoing (all year)

**Required funding:** HRK 50,000.00 (possible partial funding from the CARDS programme, Council of Europe, IOM and international donations)

5. To monitor the number of cases and final judgements rendered for crimes related to trafficking in persons by using the appropriate databases of competent bodies in compliance with the effective data protection legislation.

**Executive agencies:** Ministry of the Interior, State Attorney's Office of the Republic of Croatia, Ministry of Justice

**Implementing agency:** National Statistics Bureau

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required.

6. To standardise the existing databases and adjust software in order to establish a consolidated register of trafficked persons organised by age, sex, country of origin and other relevant data.

**Executive agency:** Office for Human Rights

**Implementing partners:** Ministry of the Interior, non-governmental organisations, IOM

**Deadline:** 31 March 2005

**Required funding:** HRK 15,000.00

## Programme objective

To develop co-operation among bodies responsible for detection, prosecution and sanctioning of perpetrators of crimes related to trafficking in persons.

### MEASURES:

1. To conclude a protocol on co-operation between the Croatian Counter-Intelligence Agency and the Ministry of the Interior.

**Executive agency: Ministry of the Interior**

**Deadline:** 30 September 2005

**Required funding:** No additional funding required.

2. To conclude a protocol on co-operation between the Croatian Ministry of the Interior and the State Inspectorate.

**Executive agency: Ministry of the Interior**

**Deadline:** 30 September 2005

**Required funding:** No additional funding required.

3. To form a steering body to co-ordinate the activities of governmental bodies responsible integrated border management (under CARDS 2001).

**Executive agency: Ministry of the Interior**

**Deadline:** 31 December 2005

**Required funding:** No additional funding required (funding has been provided under the CARDS 2001).

4. To develop co-operation between the Ministry of the Interior and the State Attorney's Office in their work on specific cases related to trafficking in persons.

**Executive agencies:** Ministry of the Interior and State Attorney's Office of the Republic of Croatia

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required.

5. To develop co-operation with non-governmental organisations regarding the activities of the SOS hotline service.

**Executive agency:** Office for Human Rights

**Implementing partners:** Ministry of the Interior, Ministry of Health and Social Welfare, non-governmental organisations, IOM

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required.

6. To intensify the activities of the referral system's Operating Team with regard to its functioning and preparation and application of the Protocol on Treatment in the Process of Identification of Trafficking Victims.

**Executive agencies:** Ministry of the Interior, Ministry of Health and Social Welfare, non-governmental organisations, IOM

**Deadline:** 30 June 2005

**Required funding:** No additional funding required.

**Programme objective:**

**To develop international co-operation in detection, prosecution and sanctioning of perpetrators of crimes related to trafficking in persons.**

**MEASURES:**

1. To participate in the implementation of international and regional actions and projects aimed at combating crimes related to trafficking in persons (Interpol, Europol, SECI).

**Executive agency: Ministry of the Interior**

**Implementing partner:** State Attorney's Office of the Republic of Croatia

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required; appropriations have been allocated in the MoI budget.

## 4. ASSISTANCE TO AND PROTECTION OF VICTIMS

### **Programme objective:**

**To provide trafficked persons with assistance, protection and safety by applying a comprehensive approach to each victim of trafficking or any similar crime.**

### **MEASURES:**

1. To enact the Protocol on the Treatment of Trafficked Children.

**Executive agency: Task Force for the Suppression of Trafficking in Children**

**Deadline:** 30 June 2005

**Required funding:** HRK 5,000.00

2. To secure premises for the establishment of a safe shelter for trafficked persons.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** Office for Human Rights, Central State Property Management Office

**Deadline:** 31 January 2005

**Required funding:** No additional funding required.

3. To provide equipment and recruit professional staff to operate the shelter.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** non-governmental agencies, IOM

**Deadline:** 30 June 2005

**Required funding:** HRK 300,000.00

4. To establish criteria to be met by non-governmental organisations working with trafficked persons.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** Ministry of the Interior, National Committee for the Suppression of Trafficking in Persons, non-governmental organisations, IOM

**Deadline:** 30 June 2005

**Required funding:** HRK 5,000.00

5. To define a list of non-governmental organisations meeting the criteria for work with trafficked persons.

**Executive agency: Office for Human Rights**

**Implementing partners:** Ministry of Health and Social Welfare, non-governmental organisations, IOM

**Deadline:** 31 December 2005

**Required funding:** HRK 5,000.00

6. To ensure, within mobile teams, the provision of emergency and essential specialist medical services and to take the necessary epidemiological measures at the existing reception centres.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** non-governmental organisations, IOM

**Deadline:** 28 February 2005

**Required funding:** HRK 50,000.00

7. To publish a brochure on methods for treatment of and communication with trafficked persons.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** Ministry of the Interior, non-governmental organisations, IOM

**Deadline:** 30 September 2005

**Required funding:** HRK 10,000.00

8. To ensure interpreters for communication with trafficked persons when and where required.

**Executive agencies: Ministry of the Interior, Ministry of Justice, non-governmental organisations, IOM**

**Deadline:** as required

**Required funding:** HRK 30,000.00

9. To complete activities within the Project for Granting Residence to Trafficked Persons.

**Executive agencies: Ministry of the Interior, IOM**

**Deadline:** 31 March 2005

**Required funding:** HRK 20,000.00 (the remaining funds have been provided through international donations)

**Programme objective:**

**To ensure the recovery and integration/reintegration of victims of trafficking.**

**MEASURES:**

1. To ensure contacts with competent services in victims' countries of origin.

**Executive agencies: Ministry of Foreign Affairs, Ministry of Health and Social Welfare, non-governmental organisations, IOM**

**Deadline:** as required

**Required funding:** HRK 10,000.00

2. To develop individualised support programmes tailored to specific requirements of each victim.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** non-governmental organisations, IOM

**Deadline:** as required

**Required funding:** HRK 20,000.00

3. To inform each victim on the status and protection of his/her rights in legal and administrative proceedings.

**Executive agencies: Ministry of the Interior, Ministry of Health and Social Welfare, Ministry of Justice, non-governmental organisations, IOM**

**Deadline:** as required

**Required funding:** HRK 10,000.00

**Programme objective:**

**To improve forms of protection and assistance offered to Croatian citizens identified as victims of trafficking.**

**MEASURES:**

1. To develop special programmes of vocational and occupational training for Croatian citizens identified as victims of trafficking, including assistance in employment and gaining economic independence.

**Executive agency: Ministry of the Economy, Labour and Entrepreneurship**

**Implementing partners:** Croatian Employment Bureau, non-governmental organisations

**Deadline:** 31 December 2005

**Required funding:** HRK 20,000.00

2. To design forms of alternative accommodation for victims of trafficking who have returned to the Republic of Croatia, but are not able or do not wish to return to their families.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** non-governmental organisations, IOM, local and regional self-government units

**Deadline:** 31 December 2005

**Required funding:** No additional funding required.

# 5. PREVENTION

**Programme objective:**

**To identify the causes and consequences of trafficking in persons and to explore them systematically.**

**MEASURES:**

1. To conduct systematic data analysis and prepare status reports on trafficking in persons.

**Executive agency: Office for Human Rights**

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required.

**Programme objective:**

**To inform the public and raise awareness of trafficking in persons.**

**MEASURES:**

1. To conduct publicity campaigns aimed at the prevention of violence against women and children.

**Executive agencies: Office for Gender Equality, Ministry of the Family, Veterans Affairs and Intergenerational Solidarity**

**Implementing partners:** Office for Human Rights, Ministry of Science, Education and Sports, local and regional self-government bodies, non-governmental organisations, the media

**Deadline:** 30 September 2005

**Required funding:** HRK 30,000.00

2. To prepare and disseminate informative materials on the phenomenon of trafficking in persons, designed for potentially vulnerable groups.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** Ministry of Science, Education and Sports, Ministry of the Family, Veterans Affairs and Intergenerational Solidarity, Office for Human Rights, non-governmental organisations, the media

**Deadline:** 31 October 2005

**Required funding:** HRK 30,000.00

3. To conduct a campaign targeting users of services provided by victims of trafficking.

**Executive agency: Office for Human Rights**

**Implementing partners:** Ministry of Health and Social Welfare, Ministry of Science, Education and Sports, non-governmental organisations, IOM, local and regional self-government units, the media

**Deadline:** 31 December 2005

**Required funding:** HRK 150,000.00

**Programme objective:**

**To create economic and social conditions for the prevention of trafficking in persons in the Republic of Croatia.**

**MEASURE:**

1. To promote safe and legal migration to the Republic of Croatia by providing information on legislation.

**Executive agency: Ministry of Foreign Affairs**

**Implementing partners:** Ministry of the Interior, Office for Human Rights, IOM, non-governmental organisations (SOS - Info-line)

**Deadline:** 31 December 2005

**Required funding:** HRK 50,000.00

2. To support activities related to the preparation of national programmes aimed at the economic strengthening of citizens.

**Executive agency:** Office for Human Rights

**Deadline:** 31 December 2005

**Required funding:** No additional funding required.

## 6. EDUCATION

**Programme objective:**

**To continue with the education of target groups on the phenomenon of trafficking in persons at national and international levels.**

**MEASURES:**

1. To hold seminars for mid-level border police officers and civil servants responsible for illegal migration.

**Executive agency: Ministry of the Interior**

**Implementing partner: IOM**

**Deadline: 31 December 2005**

**Required funding: HRK 70,000.00** (the remaining funds have been secured under the CARDS programme)

2. To complete the implementation of training sessions planned within the multi-module programme designed for police officers involved in the effort to combat crimes related to trafficking in persons.

**Executive agencies: Ministry of the Interior, IOM**

**Implementing partner:** State Attorney's Office of the Republic of Croatia

**Deadline:** 30 September 2005

**Required funding:** Secured through the CARDS programme and international donations.

3. To continue with the implementation of the CARDS Module 2 programme, a regional project by the Council of Europe and the IOM related to the topic of trafficking in persons.

**Executive agency: Ministry of the Interior, IOM**

**Implementing partner:** State Attorney's Office of the Republic of Croatia, Ministry of Justice

**Deadline:** in the course of 2005 and thereafter

**Required funding:** The funds have been provided under the CARDS programme.

4. Education on the issues of trafficking in persons as a part of the Police Academy curriculum.

**Executive agency: Ministry of the Interior**

**Implementing partners:** non-governmental organisations, IOM

**Deadline:** in the course of 2005 and thereafter

**Required funding:** HRK 70,000.00

5. To initiate the debate issues pertaining to trafficking in persons within the regular training programme implemented by the Judicial Academy.

**Executive agency: Ministry of Justice**

**Deadline:** 31 December 2005

**Required funding:** No additional funding required.

6. To design and commence with the implementation of a training programme for Croatia's diplomatic and consular missions to qualify their staff for assistance to Croatian citizens identified as trafficking victims.

**Executive agency: Ministry of Foreign Affairs**

**Implementing partner:** IOM

**Deadline:** 31 December 2005

**Required funding:** HRK 25,000.00

7. To prepare and promote anti-trafficking educational materials for children and adolescents.

**Executive agency: Ministry of Science, Education and Sports**

**Implementing partners:** Office for Human Rights, non-governmental organisations, IOM

**Deadline:** 31 December 2005

**Required funding:** HRK 100,000.00

8. To continue with the education of primary and secondary health-care professionals and medical staff appointed to mobile teams.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** Ministry of Science, Education and Sports, non-governmental organisations, IOM

**Deadline:** 31 December 2005

**Required funding:** HRK 50,000.00 (the remaining funds have been provided through international donations)

9. To continue with the education of welfare system professionals working on the identification and protection of, and assistance to trafficked persons.

**Executive agency: Ministry of Health and Social Welfare**

**Implementing partners:** IOM, non-governmental organisations

**Deadline:** 31 December 2005

**Required funding:** HRK 50,000.00

10. To continue with the education of non-governmental organisations involved in the efforts to combat trafficking in persons.

**Executive agency: Office for Human Rights**

**Implementing partners:** Ministry of Health and Social Welfare, Ministry of the Interior, IOM

**Deadline:** 31 December 2005

**Required funding:** No additional funding required (funds have been provided through international donations).

11. To continue with the education of journalists reporting on issues pertaining to trafficking in persons.

**Executive agency:** Office for Human Rights

**Implementing partners:** Croatian Journalists Association, IOM

**Deadline:** 31 December 2005

**Required funding:** HRK 30,000.00

12. To prepare a journalist manual on the principles involved in reporting on trafficking in persons

**Executive agency:** Office for Human Rights

**Implementing partners:** Ministry of the Interior, Croatian Journalists Association, IOM

**Deadline:** 31 December 2005

**Required funding:** HRK 30,000.00

# 7. INTERNATIONAL CO-OPERATION

## Programme objective:

To develop systematic co-operation between the Republic of Croatia and other countries and international and inter-governmental organisations involved in the effort to combat trafficking in persons.

## MEASURES:

1. To continue active participation in regional and international initiatives to combat trafficking in persons.

**Executive agencies:** Office for Human Rights, Ministry of Foreign Affairs, Ministry of the Interior

**Implementing partners:** non-governmental organisations, international organisations

**Deadline:** as required

**Required funding:** HRK 20,000.00

2. To participate in the efforts of international bodies and organisations to combat trafficking in persons.

**Executive agencies: Office for Human Rights, Ministry of Foreign Affairs, Ministry of the Interior**

**Implementing partners:** State Attorney's Office of the Republic of Croatia, Ministry of Justice, Ministry of Health and Social Welfare, non-governmental organisations, international organisations

**Deadline:** ongoing (all year)

**Required funding:** HRK 30,000.00

3. To continue to participate in the regional CARDS project for the "Enhancement of Implementation Strategies for National Anti-Trafficking Action Plans in Stabilisation and Association Countries".

**Executive agency: Office for Human Rights**

**Implementing partner:** International Centre for Migration Policy Development (hereinafter "ICMPD")

**Deadline:** 31 October 2005

**Required funding:** The funds have been provided under the regional CARDS project.

4. To analyse practices and monitor experiences of other countries in the field of independent reporting on implementation of national legislation and activities defined in national instruments to combat trafficking in persons.

**Executive agency:** Office for Human Rights

**Deadline:** 31 December 2005

**Required funding:** HRK 10,000.00

## 8. CO-ORDINATION OF ACTIVITIES

### **Programme objective:**

**To strengthen co-ordination of activities undertaken by all competent government authorities, international organisations and non-governmental organisations in the effort to combat trafficking in persons**

### **MEASURES:**

1. To hold regular sessions of the National Committee for the Suppression of Trafficking in Persons.

**Executive agency: Office for Human Rights**

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required.

2. To hold regular sessions of the Operating Team of the National Committee for the Suppression of Trafficking in Persons.

**Executive agency: Office for Human Rights**

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required.

3. To keep the national anti-trafficking co-ordinator informed about all efforts to combat trafficking in persons.

**Executive agencies: relevant government authorities and non-governmental organisations involved in such efforts**

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required.

**Programme objective:**

**To systematically monitor the implementation and efficiency of action plans to combat trafficking in persons.**

**MEASURES:**

1. To submit regular reports to the National Committee for the Suppression of Trafficking in Persons on the implementation of all activities set forth in the Action Plan.

**Executive agency: bodies responsible for the implementation of specific activities defined in the Action Plan**

**Deadline:** ongoing (all year)

**Required funding:** No additional funding required.

2. To submit regular annual reports to the Government of the Republic of Croatia on the activities of the National Committee for the Suppression of Trafficking in Persons and the implementation of action plans.

**Executive agency: Office for Human Rights**

**Deadline:** by 31 March of each year for the preceding year

**Required funding:** No additional funding required.