



ANNEX C1: Twinning Fiche

Project title: Support to strengthening fight against trafficking in Human Beings

Beneficiary administration: Ministry of Interior of the Republic of Serbia

Twining Reference: SR 14 JH 01 18

Publication notice reference: EuropeAid/159100/ID/ACT/RS

EU funded project

TWINNING INSTRUMENT

LIST OF ABBREVIATIONS

MOI	Ministry of Interior
BPD	Border police directorate
IPA	Instrument for pre-accession assistance
THB	Trafficking in human beings
UN GIFT	Global Initiative to Fight Human Trafficking
OSCE	Organization for Security and Co-operation in Europe
EXBS	Export Control and Related Border Security
MoF	Ministry of Finance
RTA	Resident Twinning Advisor
PL	Project Leader
PSC	Project Steering Committee
CFCU	Central Finance and Contracting Unit
PAO	Programme Authorising Officer
MS	Member State
BC	Beneficiary Country
NPI	National Programme for Integration
TF	Twinning Fiche
IBM	Integrated border management
MoU	Memorandum of Understanding
PPO	Public Prosecutor's Office
EC	European Commission
NGO	Non-governmental organization
ASTRA	Anti-trafficking action
MEI	Ministry of European Integration
SAA	Stabilisation and Association Agreement
MLEVSP	Ministry of Labour, Employment, Veteran and Social Policy
NPAA	The National Plan for the Adoption of the Acquis
NATCO	National Anti-trafficking coordination office

1. Basic Information

- 1.1 Programme: Instrument for Pre-Accession Assistance (IPAI) 2014, (indirect management, with ex-ante)
- 1.2 Twinning Sector: Home Affairs
- 1.3 EU funded budget:1.000.000 EUR

2. Objectives

2.1 Overall Objective:

To contribute to meeting accession criteria and implementation of AP Chapter 24 and Chapter 23 through strengthening capacities of relevant institutions to fight against all forms of Trafficking of Human beings (THB) in line with EU best practices.

2.2 Specific objective:

To improve detection of THB, prevention and protection of victims of THB through strengthening capacities of Criminal Police Directorate for efficient coordination with other relevant Institutions (Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP); Prosecutors Office) and development of an efficient national referral mechanism.

2.3 The elements targeted in strategic documents i.e. National Development Plan/Cooperation agreement/Association Agreement/Sector reform strategy and related Action Plans

Links with EU Strategic documents

Stabilisation and Association Agreement (SAA). The Stabilization and Association Agreement (Article 6), states “Serbia commits itself to development of projects of common interest, notably those related to border management and combating organised crime, corruption, money laundering, illegal migration and trafficking, including in particular in human beings, small arms and light weapons, as well as illicit drugs.

The EC Progress Report 2016 indicates that while Serbia has a coordinator for operational cooperation in the Ministry of the Interior, it has yet to appoint a National rapporteur or equivalent mechanism on combating human trafficking in line with the acquis. Very few cases of trafficking in human beings have been successfully investigated, although Serbia is a source, transit and destination country for trafficked people and is facing increased migratory pressure. There is a need to further enhance identification, protection and support for victims of trafficking and to avoid re-victimisation during any investigation and trial. The Centre for Protection of Victims of Human Trafficking needs to strengthen its capacity. No state-run emergency shelter is available for the victims of trafficking and there is no appropriate centre for child victims. Adequate funding needs to be earmarked for assisting victims of human trafficking. A comprehensive, multidisciplinary and victim-oriented approach to human trafficking has yet to be developed. Victims of trafficking should be offered all forms of necessary protection, in line with the acquis. More specifically, the support will target: Enhancement of identification, protection and support for victims of trafficking, strengthening The Centre for Protection of Victims of Human Trafficking, development

of a comprehensive, multidisciplinary and victim-oriented approach to human trafficking.

The Indicative Strategy Paper 2014-2020 for Serbia (the Strategy Paper) indicates that IPA II assistance in the Home Affairs sector will focus on harmonising with the EU acquis on Chapter 24 and building capacity for efficient implementation and enforcement, especially concerning the fight against organised crime, border management, migration and asylum.

The Non-Paper on the State of Play regarding Chapters 23 and 24 for Serbia¹, published in November 2017, indicated that Serbia adopted a new Strategy for the Prevention and Suppression of Human Trafficking, especially Women and Children and the Protection of Victims, for the period 2017 – 2022, together with its accompanying action plan, in August 2017. The strategy is in line with the EU's human trafficking strategy and a human rights based approach. On the basis of this strategy, Serbia needs to take steps towards a pro-active identification and protection of victims of human trafficking. An Office for Coordination of Activities in Combating Trafficking in Human Beings was established in the Ministry of Interior (currently four staff) and its head of office appointed in July 2017. The Office is mandated to monitor, coordinate and direct the implementation of the new strategy and action plan, planned to be carried out with CSO participation. The appointment of a National Anti-Trafficking Coordinator is being prepared, while there is a delay in analysing Serbia's national legislation to this end. There is also a delay in appointing specialised investigators at local and regional levels. This is foreseen in the Systematisation Rulebook. During the first half of 2017, eight defendants (same as in the second half of 2016) were convicted for trafficking in human beings (under Art. 388 of the Criminal Code).

Links with national strategic documents and national legislation National Strategies

The National Plan for the Adoption of the Acquis (NPAA). An important benchmark in this process was the adoption of the National Plan for the Adoption of the Acquis (NPAA) for the period 2014-2018 by the Government. The NPAA indicates that THB shall be addressed by improvement of overall prevention and detection of human beings trafficking, protection of victims.

Action Plan for Chapter 24. This project is also linked to the Action Plan for Chapter 24 which indicates that in Recommendation 6.2.8. that Serbia need to adopt and implement a new Strategy and Action Plan for the prevention and the fight against THB (including inter alia steps to further align with the *acquis*, steps to proactively identify and duly protect victims of trafficking, ensure dissuasive sanctions for those found guilty of trafficking in human beings, outline a timeline and steps to appoint a National Rapporteur for the fight against THB in line with the Directive); further foster efficiency and specialization within the police and develop dedicated policy measures based on a strategic picture of the trafficking situation in the country. More specifically, the support will target: strengthening capacities of the National Rapporteur and Improve organizational capacities of the Criminal police by specialization of investigators at local and regional levels in the field of THB in line with EU best practices (as it is stated in the AP 24 activity 6.2.8.10). Support will focus also on enhancement of the capacities of police and prosecution through training and seminars intended for specialised police officers working on anti-trafficking cases and organised together with CSOs (as it is stated in the AP 24 activity 6.2.8.8.). Furthermore, support will also focus on steps

¹http://www.mei.gov.rs/upload/documents/eu_dokumenta/non_paper_23_24/non_paper_23_24.1.pdf

towards proactive identification and due protection of human trafficking victims in line with the Strategy (in line with AP 24 activity 6.2.8.6).

The Integrated Border Management Strategy - Integrated Border Management Strategy of the Republic of Serbia 2016-2020 was adopted by Serbian Government on 18th October 2016 and Action plan is adopted on 13th April 2017 in order to achieve the European standards in the field of integrated border management, as follows: harmonisation of legislation (laws and bylaws), strengthening capacity of all competent authorities (technical and human resources), special technical and IT measures (Schengen Information System – SIS, Visa Information System – VIS and Phytosanitary Border Inspection System - TRACES), strengthening of inter-agency cooperation and fighting against corruption. Since then, activities have started to be implemented. The whole region has to fight against organized crime, terrorism, irregular migration and human trafficking, particularly at border crossings.

The Strategy to Prevent and Suppress the Trafficking in Human Beings, Especially Women and Children, and Protect the Victims² and the Action Plan for its implementation for the period 2017 – 2018 was adopted in August 2017. On the basis of this strategy, Serbia needs to take steps towards pro-active identification and due protection of victims of THB. On 17 October 2017 a Special Work Group was established for implementation and monitoring of the Strategy to Prevent and Suppress the Trafficking in Human Beings, Especially Women and Children, and to Protect the Victims for 2017-2022.³ Civil society organisations which deal with the problem of human trafficking participate equally in the process of monitoring of, reporting on and assessing the implementation of the Strategy.

The National Priorities for International Assistance 2014-17 with projections to 2020 (NAD) defines following priorities within the Home Affairs sector: 1) Improving of overall security and fight against crime - envisages attainment of this priority by focusing and implementation of strategic and normative framework for crime fighting and prevention and by strengthening the capacities of state authorities to efficiently process cases of organised crime, corruption, money laundering and terrorism financing, terrorism, war crimes and other criminal acts; 2) Ensuring integrated border management and management of migration flows - directly addresses key themes covered by the integrated border management national priority. More specifically, the support to this priority will target: implementation of the IBM Strategy and enhancing integrated border mechanisms. In the first case, improvement of the organization and management of borders by developing operational action plans of relevant border services and securing coordination in their implementation will be realized. Furthermore, support will focus on improving migration management capacities of all competent institutions on national and local level including those responsible for providing education, health protection, employment, social welfare and administrative (such as issuance of documentation) services. Improvement of mutual horizontal and vertical coordination of all institutions involved in Migration Management as well as strengthening their capacities.

² “Official Gazette of the Republic of Serbia”, no. 77/2017

³ The Special Work Group consists of the representatives of the ministries and state authorities possessing the knowledge in the fields relevant for implementation of the Strategy, including: Ministry of the Interior, Ministry of Justice, Ministry of Education, Science and Technological Development, Ministry of Labour, Employment, Veteran and Social Affairs, Ministry of Finance, Ministry of Trade, Tourism and Telecommunications, Ministry of Culture and Information, Ministry of Youth and Sport, Ministry of Foreign Affairs, Office of the Public Prosecutor of the Republic of Serbia, Office for Human and Minority Rights, Security Information Agency, Commissariat for Refugees and Migrations, Team for Social Inclusion and Poverty Reduction, Centre for the Protection of Human Trafficking Victims, as well as one representative of the Red Cross Serbia.

This Twinning contract will contribute to the **Southeast Europe Strategy 2020**. Effects of implementation of activities related to border management and fight against organised crime, corruption, money laundering, illegal migration and trafficking would be a key factor in the development of relations between neighbouring countries and strengthening regional stability.

3. Description

3.1 Background and justification:

Trafficking in human beings is the buying, selling and exploitation of adults and children. It is a phenomenon which has a detrimental effect on individuals, society, and the economy. Traffickers exploit people's vulnerabilities, which may be exacerbated by factors such as poverty, discrimination, gender inequality, violence against women, lack of access to education, ethnic conflict, and natural disasters. Trafficking in human beings is a crime driven by demand and profit. The profits, in both the legal and illegal economies, result in a complex interplay between supply and demand that must be addressed if the crime is to be eradicated. The EU Report on the progress made in the fight against trafficking in human beings (2016) as required under Article 20 of Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims focuses on issues that highlight the comprehensive approach of the anti-trafficking Directive. In particular, it examines the progress made on the implementation of 'the three Ps', prosecution (with a focus on financial investigations), protection (with a focus on setting up national referral mechanisms) and prevention (with a focus on action taken to prevent the crime as provided by Article 18 of the Anti-Trafficking Directive). Due to the complexity of the Trafficking of Human beings, this area is also linked to the European Agenda on Migration, the European Agenda on Security; the EU Action Plan against migrant smuggling 2015-2020; the Action Plan on Human Rights and Democracy 2015-2019; and the Strategic engagement of the EU for gender equality 2016-2019. The Report from the Commission to the European Parliament and the Council from 20.12.2017 indicates that Serbia needs to "continue stepping up intelligence-led investigations with a view to developing a sustainable track record of final convictions and dismantling networks involved in organised crime, money laundering, people smuggling and THB".

The Sector Support Action for Home Affairs within IPA2014 comes from the need of the Serbian administration to ensure the following: responsible public administration, reflected by an efficient, fight against THB including potential victims of trafficking within irregular migrants, asylum seekers, unaccompanied minors and other vulnerable categories; an engagement in strengthening of migration management. On a strategic level, the Ministry responsible for Home Affairs (Ministry) has taken steps to improve and prepare a more comprehensive strategy framework regarding its overall reform, and has prioritized the modernisation of the Human Resources Management (HRM) within the ministry.

The Government of the Republic of Serbia by Resolution of 30.10.2015⁴ named members of Council for Fight Against Human Trafficking: Minister of Interior as President of the Council, while members of the Council are: Minister of Finance, Minister of Education, Science and Technological Development, Minister of Labour, Employment, Veteran and Social Affairs and Minister of Justice.

⁴ (Official Gazette no. 90/2015)

In 2012, within the Public Prosecutor's Office Republic of Serbia a specialization was conducted for prosecution of human trafficking, by appointing prosecutors as contact points for human trafficking cases in all Higher public prosecutor's offices in Serbia, who act and coordinate the work in human trafficking cases, and who were subsequently provided with a series of continued specialised training on this subject. Furthermore, in 2012 and 2013, the Republic Public Prosecutor's Office, signed the Memorandum of Understanding with the NGOs ASTRA and ATINA, who provide support and legal representation to the victims of human trafficking, which stipulates the exchange information on human trafficking cases and paying special attention to improvement of rights of the human trafficking victims in criminal proceedings. The similar MOU was signed in 2015 with NGO Victimology society of Serbia regarding better protection of victims of crime. The MOUs with the relevant NGOs help to enhance procedural efficiency in the human trafficking cases, with consistent respect of the victims' rights.

In 2012 the Centre for the Protection of Victims of Human Trafficking was established, with the purpose of providing assistance and support to victims of trafficking, including child victims of human trafficking. Contact points for prosecution and coordination of human trafficking cases have been appointed at all Higher Prosecutor's Offices.

The Office will, among else, implement at operational level the decisions of the Council for Fight against Human Trafficking, and it will be in charge of implementation of National Strategy for Prevention and Suppression of Trafficking in Human Beings, especially Women and Children, and Protection of Victims in the Republic of Serbia for the period 2017-2022, and accompanying Action Plan.

Specialized police units are in place but in need of further staffing and specialized training. A number of shortcomings in the investigation phase need to be addressed, notably as regards the timeframe and arrangements for using special investigative measures. The investigative powers of the border police and customs remain limited. Special investigative techniques such as wiretapping, surveillance, investigation of money flows, financial investigations, undercover investigators, etc. are being used in few cases. There is lack of specialized technical equipment for using special investigative techniques and professional training for police officers right for delicate operations using special investigative measures. There is a lack of border guard training which would correspond to Frontex training model. The Police needs more intensive cooperation with the Centre for the protection of victims of human trafficking, Social work centres and labour inspectors. Additionally, there is no unique platform for the secure information exchange between all the mentioned units, thus losing the overall picture of human trafficking forms in Serbia.

The position of national coordinator is not an independent Body and is part of the MoI. A multidisciplinary approach in cooperation with all stakeholders outside the Ministry of Interior, provided by the character of human trafficking and the mentioned position, must be recognized and transparent. There are no police structures dealing only with trafficking in human beings, but also with issues regarding irregular migrations and foreigners. Despite all the efforts which have been made in the last ten years in Serbia in combating trafficking in human beings, there are still areas requiring improvements. Human trafficking in the Republic of Serbia has a national character, meaning that victims and perpetrators are mostly Serbian citizens. What is especially worrying is the increasing proportion of minors (younger than 18 years) identified as victims; i.e. approximately 50% of total detected victims.

All forms of human exploitation are being recognized in Serbia: sexual, labour, coercion to commit crimes, forced begging, forced marriages and mixed forms of exploitation. Most of the investigations of human trafficking carried out in Serbia are reactive. Although material proofs are being gathered, as well as statements of damaged persons and witnesses, judicial proceedings are fundamentally based on the testimonies of

human trafficking victims, which are subject to changes and influence of suspects or others during the process. There are no special programs of protection of victims and specialized programs to protect witnesses in human trafficking cases.

During 2015, the Centre for Human Trafficking Victims Protection with IOM and in cooperation with Ministry of Interior and other competent authorities developed specific criteria (national indicators / Indications) for early identification of trafficking victims in order to enhance proactive identification. These criteria (or indicators) are used for preliminary identification of victims of THB. They make possible suspicion and recognition of THB events, situations or behaviours and then the Centre for Human Trafficking Victims Protection should be contacted. In addition, a group of 20 national trainers for these specific criteria (indicators) was educated to conduct multidisciplinary trainings of professionals in police, social service and education system during May and June 2017.

The most important strategic documents relevant for confronting human trafficking and trafficking in children have been: Strategy to combat trafficking in human beings in the Republic of Serbia (2006) and National Action Plan for implementation of the strategy for the period 2009 – 2011. At a session held on 4 August 2017, the Government of the Republic of Serbia adopted the Strategy to Prevent and Suppress the Trafficking in Human Beings, Especially Women and Children, and Protect the Victims⁵ for 2017-2022 with the adjoined Action Plan for 2017-2018.). In order to implement the adopted Strategy and Action Plan, National Office for Coordination of the activities in combating human trafficking with multidisciplinary approach was founded within the Headquarters of the Police Directorate.

The decision was adopted on appointing the Head of the Office for Coordination of the activities in combating human trafficking. The Office currently employs three police officers. The task of the Office for coordination is to monitor, coordinate, supervise and guide the implementation of the measures and actions undertaken with the purpose of combating trafficking in human beings, to monitor, coordinate, supervise and guide the implementation of the new National Strategy to Prevent and Suppress the Trafficking in Human Beings, Especially Women and Children, and to Protect the Victims for the period 2017-2022 with the adjoined Action Plan, as well as to prepare the sessions of the Council for Combating Human Trafficking and, on operational level, implement the Council's decisions. On 6 October 2017, the decision⁶ was adopted by the Government to appoint the National Coordinator for Combating Human Trafficking⁷.

In their session held on 12 October 2017, the Government of the Republic of Serbia adopted the new decision⁸ on establishing the Council for Combating Human Trafficking and appointing its members⁹.

On 22 December 2017, Inter-sectoral Work Group¹⁰ was founded¹¹ with the task to adjust the existing mechanisms of cooperation between the competent authorities, as well as to establish new ones in order to promote the proactive approach. One of the tasks of the Inter-sectoral Work Group is also to develop an analysis of the current

⁵ "Official Gazette of the Republic of Serbia", no. 77/2017

⁶ Decision no. 119-9273/2017

⁷ Mitar Đurašković was appointed as the National Coordinator for Combating Human Trafficking This was one of the preconditions for implementation of the new National Strategy to Prevent and Suppress the Trafficking in Human Beings, Especially Women and Children, and to Protect the Victims Thereof in the Republic of Serbia for 2017-2022.

⁸ Decision 05 no. 02-9933/2017.

⁹ Chairman Nebojša Stefanović PhD, Deputy Prime Minister and Minister of the Interior, and members: Dušan Vujović, Minister of Finance, Mladen Šarčević, Minister of Education, Science and Technological Development and Nela Kuburović, Minister of Justice.

¹⁰ Inter-sectoral Work group is made of representatives of the Ministry of the Interior, Ministry of Justice, Ministry of labour, Employment, Veteran and Social Affairs – Labour Inspection, State Public Prosecutor's Office, Prosecutor's Office for Organised Crime and Academy for Crime and Police Studies.

¹¹ in line with the conclusions adopted during the First Session and in order to advance the proactive system of identifying human trafficking cases and facilitate more efficient prosecution of the perpetrators of the crime of Trafficking in Human Beings, the Council founded

situation when it comes to investigations pertaining to trafficking in human beings, in order to facilitate proactive investigations in 2018. On 25 December 2017, the first meeting of the Inter-sectoral Work group was held, and it was concluded that a functional analysis of the existing cooperation mechanisms in discovering and identifying human trafficking cases with recommendations should be completed by the end of January 2018.

Estimates are that the adoption and implementation of the National Strategy (2017-2022) and related action plans, amendments to the Law on Foreigners (and the adoption of related by-law acts), the ratification of Council of Europe Convention on compensation for victims of violent crimes shall create the conditions for the full implementation of the above mentioned Directives. The existing legal regulations are not completely harmonized with EU Directive 2011/36/EU and Council Directive 2004/81/EC.

Through this project, capacities of relevant Institutions in recognition in cases of THB will be strengthened as well as Proactive Investigation through coordination between the MoI, Prosecutors, etc. and the National referral mechanism will be developed. More specifically, the support will target: improvement of the Institutional framework and organisational capacities of the Criminal police to fight against Trafficking of Human beings and analyse the exchange of information / coordination system between Criminal Police Directorate, the Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP) and Prosecutors. Furthermore, support will focus also on building capacities of Criminal Police Directorate and Border Police directorate as well as other relevant Institutions involved in fight against THB and improvement of prevention (proactive methods in police work) and protection of victims of THB and to develop an Early Warning System – on new modus in THB in line with EU Standards.

3.2 Ongoing reforms:

Main challenges in ongoing sector reforms are related to the need to strengthening capacities of individual institutions as well as strengthening inter-institutional cooperation for better fight against organized, crime. Cybercrime appears to be related to financial crime. The EC Serbia Report 2016 indicates that Serbia has partially fulfilled recommendations from 2015. Some progress has been made in adopting a new police law, reorganising the Ministry of Interior and in adopting the first serious and organised crime threat assessment (SOCTA) using Europol methodology.

In all area in covered by the AP Chapter 24 there were progress in 2017. The Action Plan Chapter 24 has been implemented in the first reporting period (July 2017) in 37,7% of activities, partially in 44,8% and not realised 29,47% or in other terms 140 activities have been realised, 89 activities are ongoing and 73 activities have not been realised from the total of 302 activities. The implementation of the Action Plan 24 has created the need for HR reorganisation in many Institutions in the sector and the need to build capacities on new competences related to ongoing reforms from the AP Chapter 24¹².

The reason for adopting the new National strategy is harmonization of national legislation with EU acquis, strengthening of the national referral mechanism and efficient protection of THB victims, as well as harmonization of the Republic of Serbia strategic response to THB problem according to its inconsistency. The adoption of these two strategic documents is expected in 2017.

This project will support reforms in the field of Trafficking of human beings. Due to the complexity of this area (Links between human trafficking and other forms of crime

¹² (see http://arhiva.mup.gov.rs/cms_cir/oglasni.nsf/ap-p24.pdf)

Labour exploitation, Child exploitation, Sexual exploitation, exploitation of the most vulnerable in the context of the current migration crisis as well as an increased use of the internet and new technologies to recruit victims Profits) several ministries and sectors must participate and coordinate their efforts: Ministry of Interior, Ministry of Justice, Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP), Ministry of education, etc. In this sense, this project gives support to multi-sectoral reforms in the area of THB.

The Office for Coordination of the Activities in Fight against Human Trafficking (General Police Directorate) which started to be operational in August 2017 is located in the National Assembly.

3.3 Linked activities:

EU funded projects

The project “Improving Border Control Standards” (IPA 2007) ended in July 2011. This project was implemented by the Mo. Main objective of this project was to create higher control standards at Serbian borders in line with the Integrated Border Management Strategy and the purpose of this project was to introduce EU standards of Border Security and Management at Serbian borders and enhance the flow of commerce, trade and persons and reduce criminal activities.

The project „Establishment of Stationary and Mobile Video Surveillance System for State Border Protection and Surveillance“(IPA 2011) ended in July 2014. This project aims to improve the capacity of the Ministry of Interior in the field of border protection in accordance with international standards.

The project “Fight against organised crime” (Human trafficking, drugs trafficking, illicit arms trafficking, financial investigation) (IPA 2013), whose purpose is to strengthen law enforcement institutions’ was implemented from November 2016 to May 2018. Within this project a TNA (Training Needs Analysis) has been prepared, trainings have been conducted, including a ToT (Trainer of Trainer). In addition a Study tour in Slovenia has been organized. The project proposed under this Twinning fiche will build on lessons learned of this IPA 2013 project. In this sense the lessons learned of ToT already implemented will be analysed from the new TNA and design of new training activities.

The project “Assistance for an Expert Mission on support in drafting new Strategy for preventing and combating human trafficking” (TAIEX assistance) was implemented from 22 to 26 April 2013. This project provided assistance for an Expert Mission on support in drafting new Strategy for preventing and combating human trafficking.

The project “Supply of equipment necessary for fight against in Trafficking of Human beings” (IPA 2014) was implemented nine months in 2018 after signature of the contract. This project provided Supply of equipment for Police units to fight against THB.

The project “Support to strengthening fight against THB” (FWC) is implemented from June 2017 to June 2019. This project focus on Tender dossier preparation for the supply contract and support during implementation of the supply of equipment mentioned above

Other projects

The project “The police officers training in the field of combating against trafficking of human beings and victims protection” (OSCE Mission to Serbia) was implemented from January 2011 to December 2012. The project aimed at training professionals working in the field of human trafficking and enabling continuance of development in accordance with the highest standards of skills, knowledge and attitudes. The Police officers attended trainings in the field of combating against trafficking in human beings and victims’ protection – Training of Trainers programme in the field of trafficking in human beings. This Twinning project will take lessons learned from this project during the TNA preparation.

The project “UN GIFT Joint Programme“ (UN) was implemented from January 2011 to October 2012. This project aimed at operationalising the National Action Plan through its different components. One component had aimed to enhance institutional cooperation and strengthen its sustainability.

The project “Strengthening the systemic partnership for implementation of the National Strategy to address THB” (International Organisation for Migration (IOM)) was implemented from October 2013 to April 2015. The goal of this project is to contribute in successful implementation of the strategy to address THB, specially by strengthening mechanisms of coordination at local level through creation of local teams for coordination from various institutions. The project is implemented in ten cities (Pancevo, Kikinda, Sombor, Novi Pazar, Sabac, Smederevo, Pozarevac, Leskovac, Pirot and Prokuplje) and the duration of the project is 18 months. The project is articulated with three components: Strengthening national capacities with the goal to improve the coordination at local level, Establishment of a sustainable framework for systemic prevention of THB at local level (establishment of local coordination teams), Preparation and development of operational directions for local teams and promotion of the new Strategy and its action plan. During 2013 this project was focusing on human trafficking from the aspect of organised crime (responsible institution Criminal Police Directorate) and in 2014 with protection of victims of human trafficking in the Centre for the protection of victims of human trafficking and in the Ministry of Interior (responsible institution Border Police Directorate).

The current PAR Strategy is designed to address a number of problems outlined in assessments Reports produced by OECD-SIGMA, the World Bank and EU’s Annual Progress Report. These reports highlighted that the Government should focus on strengthening the policy formulation, coordination and monitoring processes, developing a modern, professional civil service, enhancing the public finance management system, supporting anti-corruption measures, reinforcing the role of Parliament, the State Audit Institution and Civil Society Organisations and preparing the ground for comprehensive reform of the local governance system. The new PAR Strategy addresses five priority areas: 1) The improvement of organisational and functional sub-systems of Public Administration, 2) Introduction of a harmonised civil service system relying on merits and improvement of HR management, 3) Enhancement of public finance and public procurement management, 4) Enhancement of legal certainty and upgrading business environment and quality of PA services, 5) improvement of transparency, ethical and responsible approach in discharging the PA duties. A new PAR action plan for the period 2018-2020 is under preparation. Efforts in the PAR sector are supported by the EU through several project (such as ongoing Support to Public Administration Reform under Sector Reform Contract (SRC), SRC, and other ongoing projects), World Bank through the Programme for Results on Modernisation and optimisation of Public Administration (69 MEUR) for the period April 2016-May 2020, the Sweden Project Support to Public Administration Reform in

the Republic of Serbia (2010-2013), The GIZ project support to PAR (started in 2016) and other donors (Norwegian Government project, etc.)

Concerning the Regulatory Reform and Improvement of Public Policy Management System for the period 2016-2020, the main goal of the Regulatory Reform Strategy in Serbia is to implement a comprehensive reform of public policy management system by 2020 (planning, analysis, policy development, adoption, monitoring of implementation, evaluation and public policy coordination) as well as to continuously implement the mechanisms of regulatory reform aiming to improve quality of regulations, as an instrument for implementation of public policies, improving in that way the quality of public policies itself.

3.4 List of applicable *Union acquis*/standards/norms:

This project is linked to following Union standards/norms/Acquis:

- In the last years, the European Union has established a comprehensive and consistent legal and policy framework for combating trafficking in human beings. This covers all EU policy areas relating to trafficking in human beings including funding and research:
- **Communication from the Commission to the European Parliament and the Council.** Reporting on the follow-up to the EU Strategy towards the Eradication of trafficking in human beings and identifying further concrete actions, Brussels, 4.12.2017 COM(2017) 728. The document indicates targeted priorities for stepping up EU action to prevent trafficking in human beings: 1) Stepping up the fight against organised criminal networks by means including disrupting the business model and untangling the trafficking chain; 2) Provide better access to and realise the rights for victims of trafficking; 3) Intensify a coordinated and consolidated response, both within and outside the EU. The document indicates also Cross-cutting priorities for stepping up EU action to prevent trafficking in human beings.
- **The EU Strategy towards the Eradication of trafficking in human beings ('the Strategy')** has been the main instrument for developing, coordinating and implementing EU action in this area. The actions which the Strategy lists under five key priorities relating to *prevention, prosecution, protection* of victims, *partnerships*, and improving *knowledge* have been implemented.
- **Trafficking of Human beings is prohibited by the EU Charter of Fundamental Rights (Article 5.3).** Trafficking in human beings is a gross violation of fundamental rights, and is explicitly prohibited under the Charter of Fundamental Rights of the European Union.
- **Article 83 of the Treaty on the Functioning of the European Union.** Trafficking of Human beings is also listed as a crime in Article 83 of the Treaty on the Functioning of the European Union. Crimes listed in Article 83 are known as 'Euro crimes'. These are particularly serious crimes with a cross-border dimension.
- **Convention on Action Against Trafficking in Human Beings.** European Treaty Series No 197. Warsaw, 16 May 2005.
- **Convention for the Protection of Human Rights and Fundamental Freedoms. European Treaty Series No 5.** Rome, 4 November 1950, as amended by Protocols No 11 and 14, 1 June 2010.
- **The Council of Europe Convention on Action against the Trafficking in Human Beings** which entered into force on 1 February 2008

- **EU Directive 2011/35 EU of the European Parliament and the Council of the 5 April 2011** on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA. In the. The Commission's approach to trafficking begins from a gender and human rights perspective and focuses on prevention, prosecution of criminals and protection of victims. This is reflected in the Directive on trafficking in human beings which was adopted in 2011.
 - **Directive 2011/36/EU** on preventing and combating trafficking in human beings and protecting its victims¹ ('the anti-trafficking Directive'). The Commission continues to monitor the implementation of the Directive by Member States and to report on progress. Article 20 of the directive provides that, in order to contribute to a coordinated and consolidated EU strategy against trafficking, 'Member States shall transmit to the Anti-Trafficking Coordinator (ATC) the information referred to in Article 19, on the basis of which the ATC shall contribute to reporting carried out by the European Commission every two years on the progress made in the fight against trafficking in human beings. To address the key challenges in the fight against trafficking in human beings, EU Member States need to fully and correctly implement the EU Anti-trafficking Directive in order to increase the number of investigations and prosecutions of perpetrators, establish appropriate mechanisms for the early identification and protection of victims and enhance measures to prevent the trafficking of human beings.
 - **Directive 2004/81/EC.** Council Directive 2004/81/EC of 29 April 2004 on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities
 - **Directive 2012/29/EU** of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA
- Gender equality*
- **Directive 2002/73/EC of the European Parliament and of the Council of 23 September 2002** amending Council
 - **Directive 76/207/EEC** on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions
 - **Council Directive 2004/113/EC of 13 December 2004** implementing the principle of equal treatment between men and women in the access to and supply of goods and services.
 - **Directive 2006/54/EC of the European Parliament and of the Council of 5 July 2006** on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation
 - **Directive 2011/92/EU of the European Parliament and of the Council of 13 December 2011** on combating the sexual abuse and sexual exploitation of children and child pornography, and replacing Council Framework Decision 2004/68/JHA.
 - **Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012** establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision

As regards EU integration of Serbia, the Ministry of the Interior manages the work of the Negotiation Subgroup for Chapter 24 and the draft of the action plan which will include and thoroughly develop all the activities which should be implemented for the

full harmonisation with the EU norms and provision of the capacities for the implementation of the harmonised regulations.

National Strategic documents :

- National Programme for Integration of Serbia into the EU (NPI) – 2009
- National Plan for the Adoption of Acquis (NPAA) 2014-2018
- National priorities for international assistance (NAD) 2014-2017 with projections until 2020
- Strategy for the Fight against Trafficking in Human Beings in the Republic of Serbia ("Official Gazette of RS", No. 111/2006)
- National Strategy for the Fight Against Organised Crime ("Official Gazette of RS", No. 23/09)
- National Security Strategy ("Official Gazette of RS", No. 88/09)
- Integrated Border Management Strategy in the Republic of Serbia ("Official Gazette of RS", No. 111/2012)
- National Strategy for the Prevention and Protection of Children from Violence ("Official Gazette of RS", No. 122/2008)
- Strategy for Improvement of the Status of Roma in the Republic of Serbia ("Official Gazette of RS", No 27/09)
- Strategy for Combating Illegal Migration in the Republic of Serbia for period 2009-2014 ("Official Gazette of RS", No. 25/09)
- Migration Management Strategy ("Official Gazette of RS", No. 59/2009)
- New National Strategy to Prevent and Combat Human Trafficking and Protect the Victims in the Republic of Serbia in the period 2017-2022 has been adopted on the 04 August 2017.

Legislation

- As the supreme law, the Constitution of the Republic of Serbia, („Official Gazette of the Republic of Serbia”, no. 98/06), in its article 26, explicitly prohibits slavery or servitude, i.e. all forms of human trafficking and forced labour.
- Laws covering the area of human trafficking and its consequences are: Criminal Code (Official Gazette of RS, Nos. 85/05, 88/05-corrigenda 107/05- corrigenda, 72/09, 111/09, 121/12, 104/13 and 108/14), Criminal Procedure Code (Official Gazette of RS, Nos. 72/11, 101/11, 121/12, 32/13 and 45/13 and 55/14), Law on Liability of Legal Persons for Criminal Offences (Official Gazette of RS, No. 97/2008), Law on Organization and Jurisdiction of Government Authorities in Suppression of Organized Crime, Corruption and other Severe Criminal Offences (Official Gazette of RS, Nos. 42/02, 27/03, 39/03, 67/03, 29/04, 58/04, 45/05, 61/05, 72/09, 72/11, 101/11 and 32/13), Law on Seizure and Confiscation of the Proceeds from Crime (Official Gazette of RS, No. 32/13), Law on Police (Official Gazette of RS, 6/2016), Law on Foreigners (Official Gazette of RS, No. 97/08), Law on Juvenile Criminal Offenders and Criminal Protection of Juveniles (Official Gazette of RS, No. 85/05), Law on International Legal Aid in Criminal Matters (Official Gazette of RS, No.20/09), Law on Migration Management (Official Gazette of RS, No. 107/12), Law on Asylum (Official Gazette of RS, No. 109/07), Law on Gender Equality (Official Gazette of RS, No. 104/09), Law on Liability for Human Rights Violations (Official Gazette of RS, Nos. 58/03 and 61/03), Law on Ombudsman (Official Gazette of RS, Nos. 79/05 and 54/07), Law on the *Protection Programme* for Participants in Criminal Proceedings (Official Gazette of RS, No. 85/05), Law on Social Care

(Official Gazette of RS, No. 24/11), Law on Protection of Nationals of the Federal Republic of Yugoslavia working Abroad (Official Gazette of the FRY, No. 24/98 and Official Gazette of RS, Nos. 101/05 and 36/09), Law on Prohibition of Discrimination (Official Gazette of RS, No. 22/09), Law on Health Care (Official Gazette of RS, Nos. 107/05, 72/09, 88/10, 99/10, 57/11, 119/12, 45/13 and 93/14), Law on Health Insurance (Official Gazette of RS, Nos. 107/05, 109/05, 57/11, 110/12 – US and 119/12, 99/14, 123/14 and 126/14–US), Family Law (Official Gazette of RS, Nos.18/05 and 72/11), Law on the Fundamentals of the Education System (Official Gazette of RS, Nos.: 72/09, 52/11 and 55/13), Labour Law (Official Gazette of RS, Nos. 24/05, 61/05, 54/09, 32/13 and 75/14), Law on Civil Registries (Official Gazette of RS, No. 20/09), Law on Electronic Communications (Official Gazette of RS, Nos. 44/10, 60/13 –YC and 62/14), Law on the Organization and Competences of Government Authorities in the Fight against Cyber-crime (Official Gazette of RS, No. 61/05 and 104/09), Law on Republic Administrative Fees (Official Gazette of RS, Nos. 43/03, 51/03, 61/05, 101/05, 5/09, 54/09, 50/11, 70/11, 55/12 93/12, 47/13, 65/13 and 57/14) and other laws.

3.5. Results per component

This project is structured in 3 Components and 3 related Results:

Component 1: Analysis of the Institutional framework and organisational capacities to fight against THB

The Component 1 will focus on various analysis: capacities for the Protection unit for victims of THB, Financial investigation, pornography and sexual exploitation, Labour exploitation, new forms of THB, exchange of information and coordination between relevant Institutions. Through this Component workshops will be organised on various topics related to fight against THB in Serbia and in EU MS (Financial investigation, Labor exploitation, new forms of THB, National Referral mechanism).

Result 1- To analyse the Institutional framework and organisational capacities of the Criminal police to fight against Trafficking of Human beings and analyse the exchange of information / coordination system between Criminal Police Directorate, the Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP) and Prosecutors.

Indicators related to Result 1

- 1.1 Number of workshop organised on various topics related to fight against THB in Serbia and in EU MS (Financial investigation, Labour exploitation, new forms of THB, National Referral mechanism) (5 Workshops) for at least 15 participants each
- 1.2. Gap analysis on capacities for the Protection unit for victims of THB prepared
- 1.3. Gap analysis on Financial investigation in Serbia and EU MS prepared
- 1.4. Gap analysis on THB, pornography and sexual exploitation prepared
- 1.5. Gap analysis on THB and Labour exploitation prepared
- 1.6. Gap analysis on new forms of THB in Serbia and EU MS prepared
- 1.7. Gap analysis on exchange of information and coordination between Criminal Police Directorate, the Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP) and Prosecutors prepared
- 1.8. Rulebook on jobs regarding the role of the Criminal police directorate in investigations in THB cases adopted

Component 2: Capacity building of relevant Institutions involved in fight against THB

Through Component 2 staff from various relevant Institutions involved in fight against THB (Criminal Police Directorate and Border Police directorate as well as other relevant Institutions) will be trained. A Training Needs Analysis will be conducted prior implementation of trainings. Study tours in EU MS will also be organised. In addition Manual will be drafted.

Result 2- To build capacities of Criminal Police Directorate and Border Police directorate as well as other relevant Institutions involved in fight against THB (Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP)

Indicators related to Result 2

- 2.1.TNA and Training programme drafted
- 2.2.Number of staff trained in joint trainings from Criminal Police Directorate, Border Police, Center for protection of THB victims, - Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP) (at least 50 participants)
- 2.3.Number of joint trainings delivered (at least 10 joint trainings)
- 2.4.Number of participants at specific trainings trained (at least 5 police officers from Protection Unit, at least 5 police officers working in Financial Investigation Unit, at least 5 police officers working in specialised units dealing with THB, at least 5 police officers working as undercover investigators about THB, 30 police officers involved in suppression of human trafficking, both from the Service for combating organised crime and other specialised units, 20 officers of Border Police Directorate, 20 specialised Police officers dealing with THB and labour inspectors)
- 2.5.Number of participants at Frontex training model for border guard training (at least 20 participants)
- 2.6.Number of participants at trainings on THB and Labour exploitation (at least 20 participants)
- 2.7.Number of participants at trainings on THB and pornography and sexual exploitation (at least 20 participants)
- 2.8.Number of specific trainings delivered (at least 40 trainings)
- 2.9.Number of Study tours (4 Study tours)
- 2.10 Number of Manual drafted and printed (6 Manuals)

Component 3: Prevention and protection of victims of THB and development of Early Warning System

Through this Component various workshops will be organised: on lessons learned on prevention of victims from EU MS will be organised; on Proactive investigations (Prevention in the work of police); on Proactive identification of trafficking victims and Investigation of THB cases according to EU Standards and best practices; on victims of THB in Institutions for social care (Institutions for children and Youth education, Institutions for children without parental aging and other Institutions); on protection of victims of THB. A Early Warning System will be developed. Procedures for the exchange of information on THB within the police and other state authorities will be defined.

Result 3 -To improve prevention (proactive methods in police work) and protection of victims of THB and to develop an Early Warning System – on new modus in THB in line with EU Standards.

Indicators related to Result 3

- 3.1. Comprehensive analysis on Lessons learned from EU MS on prevention of victims and in Serbia - Presentation of findings and Recommendation
- 3.2 Number of Workshop on lessons learned on prevention of victims - presentation of Lessons learned from EU MS for at least 15 participants (1 Workshop) organised
- 3.3. Early Warning System at EUROPOL presented
- 3.4. Early Warning System – on new modus in THB developed
- 3.5. Number of Workshop on Proactive investigations (Prevention in the work of police) - Proactive identification of trafficking victims and Investigation of THB cases according to EU Standards and best practices for at least 15 participants (1 Workshop) organised
- 3.6. Joint (Police and social services) procedures for protection of THB victims prepared.
- 3.7. Defined procedures for the exchange of information on THB within the police and other state authorities.
- 3.8. Number of Workshop on victims of THB in Institutions for social care (Institutions for children and Youth education, Institutions for children without parental aging and other Institutions) for at least 15 participants (1 Workshop) organised
- 3.9 Number of workshops on protection of victims of THB for at least 15 participants each (2 Workshops) organised

3.6 Means/input from the EU Member State Partner Administration(s)*:

The Project Leader and RTA (Resident Twinning Advisor) shall provide support to the responsible Serbian authorities in strengthening their capacities as well as in implementation of this project.

3.6.1 Profile and tasks of the PL:

The MS Project Leader will manage the project team of selected member state(s) and co-ordinate the implementation of activities.

Tasks of the Project Leader:

- Overall management and coordination of the project with MS, MoI, other partners and stakeholders;
- Project reporting;
- Ensuring backstopping and financial management of the project in the MS;
- Ensuring timely, effective and efficient implementation of the project and achievement of results through proposed activities;
- Coordination of deployment of short-term experts;
- Coordination with RTAs, from the Member State side, the Project Steering Committee meetings, which will be held in Serbia every three months;
- Participation at the Steering Committee meetings (every three months);
- Assuring compatibility with EU requirements;

Profile of the Project Leader:

Requirements:

- University degree in the field of Law, or Security Sciences or Police Academy,
- High-ranking official currently working in the MS administration;
- At least 10 years of professional experience in the area Trafficking in human beings to the project;
- Fluency in English language;
- Computer literacy;

Assets:

- Experience with twinning rules and procedures;

- Experience in managing or assisting in management in at least 1 project in the area of Trafficking in human beings;
- Experience in transition countries in Europe.

3.6.2 Profile and tasks of the RTA:

The RTA works on a daily basis with the BC staff to implement project, support and coordinate activities in the beneficiary country. The RTA should have adequate experience and knowledge in the field of consumer protection which will enable him/her to organize interdisciplinary team for successful implementation of the project. She/he should be an employee of the governmental competent authority for consumer protection (Ministry or Agency) in an EU Member State.

He/she will liaise with the BC Project Leader and will report to the MS Project Leader. The RTA will also be responsible for ensuring that experts' input and distribution of their working days will be used in the most efficient and effective way and in line with the agreed work plan to enable timely completion of project results. Duration of his/her secondment will be 24 consecutive months.

Tasks of the RTA:

- Responsible for monitoring project implementation and proposing corrective management actions if required;
- Project management and coordination of the activities of the team members in line with the agreed work plan to enable timely completion of project results and delivery of outputs;
- Selection, mobilisation and supervision of the short-term experts, together with the Project Leader;
- Facilitation of the contacts with peer institutions in EU member states in order to stimulate a proper exchange of information, data and experience;
- Organization of visibility events (kick-off and final event);
- Advice on related EU policies, regulation and best practice;
- Establish and maintain cooperation with all beneficiaries involved in the implementation of the project and other related projects (ensuring the avoidance of overlapping), in close coordination with the Project Leader;
- Responsible for organisation of the Project Steering Committee meetings and reporting on the project progress in cooperation with the Project Leader;
- Identifying and reporting to the Contracting authority, at the early stage, all difficulties that may jeopardize the implementation of the project and the achievement of its results.

Profile of the RTA:

Requirements:

- University degree in the field of Law or Security Sciences or Police Academy;
- At least 10 years of general professional experience in the field of Trafficking in human beings;
- At least 7 years of specific professional experience in the area of coordination of national activities and multi-sectoral activities regarding fight against trafficking in human beings and victims protection, or similar.
- Project management experience: managing or assisting in management in at least 2 EU funded projects (preferably Twinning)
- Proven contractual relation to public administration or mandated body, as defined under twinning manual 5.4.5;
- Fluency in English language;

- Computer literacy - Knowledge of Microsoft Office

Assets:

- Experience as team leader/RTA/key expert of at least one project, with special emphasis to the Trafficking in human beings;
- Experience in working with prosecutor's offices;
- Experience in conducting trainings;
- Published articles about human trafficking, human rights, police procedures or similar
- Experience in drafting legislative related to human trafficking

3.6.3 Profile and tasks of Component Leaders:

This project is structured in 3 Components with 3 Component Leaders:

Component Leader 1 (Result1) -*Component Leader 1 profile:* The profile of the Component Leader 1 should combine both technical competence and practical experience in the development and implementation of assistance programmes and projects in the field of fight against Trafficking of Human beings. *Component Leader 1 tasks:* The Component Leader 1 will be responsible for the implementation of activities related to Result 1. Support and coordination of all project activities in line with the agreed work program to enable timely completion of project mandatory results and delivery of the outputs; Establish and maintain cooperation with all beneficiaries involved in the implementation of the project, and with other related projects (ensuring the avoidance of overlapping), in close coordination with the RTA and Project Leader.

Component Leader 2 (Result 2)- *Component Leader 2 profile:* The profile of the Component Leader 2 should combine both technical competence and practical experience in the development of Training programmes in the field of fight against Trafficking of human beings. *Component Leader 2 tasks:* The Component Leader 1 will be responsible for the implementation of activities related to Result 2. Support and coordination of all project activities in line with the agreed work program to enable timely completion of project mandatory results and delivery of the outputs; Establish and maintain cooperation with all beneficiaries involved in the implementation of the project, and with other related projects (ensuring the avoidance of overlapping), in close coordination with the RTA and Project Leader.

Component Leader 3 (Result 3)- *Component Leader 3 profile:* The profile of the Component Leader 2 should combine both technical competence and practical experience in prevention and protection of victims of Trafficking of human beings. *Component Leader 2 tasks:* The Component Leader 3 will be responsible for the implementation of activities related to Result 3. Support and coordination of all project activities in line with the agreed work program to enable timely completion of project mandatory results and delivery of the outputs; Establish and maintain cooperation with all beneficiaries involved in the implementation of the project, and with other related projects (ensuring the avoidance of overlapping), in close coordination with the RTA and Project Leader.

4. Budget

1.000.000EUR

5. Implementation Arrangements

5.1. Ministry of Finance,

Department for Contracting and Financing of EU Funded Programmes (CFCU)

Sremska Street, No. 3-5

SRB – 11000 Belgrade 23

Mr. Dušan Čarkić, Head of CFCU

E-mail: dusan.carkic@mfin.gov.rs

Mr. Darko Vasić, Head of Division for Tender Evaluation and Contracting,

Phone: + 381 11 2021 412

e-mail: twinning@mfin.gov.rs

5.2 Institutional framework

A Project Steering Committee and modalities are set out in 5.2.4 of the twinning manual.

The Government of the Republic of Serbia established a national mechanism for coordination of activities and creation of policies to address human trafficking, acting on two levels – central (strategic) and operative. Within the Ministry of Interior, General Police Directorate, special police units have been formed to address human trafficking and Office for Coordination of the Activities in Fight against Human Trafficking.

The main beneficiary of project is General Police Directorate (Criminal Police Directorate, Office for Coordination of the Activities in Fight against Human Trafficking, Protection Unit, Police Directorate for Belgrade and other Regional Police Directorates).

Ministry of Interior in Serbia has specialized units for combating THB. Within the General Police Directorate, there are structures specialized in combating THB at several levels. The Border Police Directorate has a Department for Combating Cross-border crime, Illegal Migration and Human Trafficking, and Section for Suppression of Illegal migration and THB, and there are Sections for combating cross border crime, illegal migration and human trafficking in all regional Border Police centres operating towards neighbouring countries, as well as the Border Police Stations at Belgrade and Niš Airports. Border police currently performs tasks of national coordination in the fight against human trafficking through the position of THB coordinator within BPD (Head of Department for Combating Cross-border crime, Illegal Migration and Human Trafficking). Further, the Criminal Police Directorate has a Service for Combating Organized Crime which has a special section in charge of investigations into smuggling of migrants and trafficking in human beings. More than 300 police officers work on jobs related to combating irregular migration, cross-border crime and human trafficking, in Border Police Directorate, Criminal Police Directorate, Police Directorate for Belgrade and the 26 regional police departments. In addition, there are specialized units for witness protection, financial investigations and undercover investigators.

In the General Police Directorate, the Office for Coordination of the Activities in Fight against Human Trafficking was formed in 2015 on national level with multidisciplinary approach. The Office started to be operational in August 2017 with 4 staff.

In accordance with the Law on state administration, Article 64, the Ministry of Interior cooperates with other institutions to successfully carry out their duties. The Ministry of Interior cooperates with Center for trafficking victims protection and Republic public prosecutor office, which are the main partners in fight against THB and victims protection.

In 2012 the Centre for the Protection of Victims of Human Trafficking was established, with the purpose of providing assistance and support to victims of trafficking, including

child victims of human trafficking. Contact points for prosecution and coordination of human trafficking cases have been appointed at all Higher Prosecutor's Offices.

5.3 Counterparts in the Beneficiary administration:

5.3.1 Contact person:

Senior Programme Officer (SPO):

Mr Željko Kojić, Advisor to Minister

5.3.2 PL counterpart

The BC Project Leader will manage a project team at the Serbian side and will assure that the decision makers at the national level will be informed properly on the implementation of the project. He will ensure close co-operation and overall steering and coordination of the project. He will be also responsible for drafting reports and other documents, related to project management at the Serbian side and will chair Steering Committee meetings.

Mr. Mitar Djurašković,

Head of National Anti-trafficking coordination office (NATCO), General Directorate of Police. MOI.

5.3.3 RTA counterpart

Mrs. Svetlana Petrović,

International Co-operation, in Service for Combating Organized Crime, Criminal Police Directorate, Ministry of Interior, Republic of Serbia

6. Duration of the project

6.1 Launching of the call for proposals (Date): February 2018

6.2 Start of project activities (Date): June 2018

6.3 Project completion (Date): June: 2020

6.4 Duration of the execution period (number of months): 24 month + 6 month

7. Sustainability

Strengthening the capacity and efficiency of the services and institutions responsible for fight against trafficking in human beings will play an important role in Serbia's EU integration process. (Chapters 23 and Chapters 24)

Institutional building through this project, supported by an up-grade of equipment, will be a major step in fight against trafficking in human beings.

By creating a framework and implementation mechanisms in relevant institutions, a sustainable support system will be created.

Twinning has been chosen for the support because it is expected that twinning will enable exchange of experience with MS and maintain further cooperation between the beneficiary institutions and the twinning partner.

The goal of establishing and ensuring the sustainability of an efficient system for fight against trafficking in human beings requires coordination of all stakeholders which will be secured during all stages of project implementation.

8. Crosscutting issues (*equal opportunity, environment, climate etc...*)

Cross-cutting issues will be addressed in the project so as to comply with the best EU standards and practice in that area and in a way which demonstrates how they will be dealt with within the project's framework, its activities and outputs.

8.1 Equal Opportunities and non-discrimination

Policy of equal opportunities and non-discrimination will be taken as one of the overall principles in support to fight against trafficking in human beings in the Republic of Serbia. The project will promote high standards of equality and gender mainstreaming both in strengthening the relevant legislative framework in line with international and EU standards as well as in its training component, especially encouraging active participation of the female staff in all activities. In the reporting, a gender disaggregated data will be kept and followed. The Project will be implemented in a non-discriminatory manner with equal opportunities observed and firm guarantees that distinctions will not be drawn on the basis of sex, race, ethnicity, religion or other possible grounds in any regard. Gender equity principles will be respected in the implementation of all Project activities.

8.2 Environment and climate change

The environmental issues will be addressed throughout the project implementation, which will have no harmful effect on the environment. The staff will be trained in handling and disposal techniques in line with EU standards, and efforts shall be made to avoid negative effects on the environment. Also, the project team will use electronic method of communication, the printing will be reduced and recycled paper will be used.

8.3 Minorities and vulnerable groups

Standards of ethnic balance in specific multi ethnic communities and MoI in all will be maintained and improved within the scope of this project by developing a transparent system for investigation and prosecution of human trafficking cases, as well as for protection of victims and witnesses. As in the case of gender issues above, the alignment with relevant legislative framework will provide additional care and pay special attention to women and children issues. Vulnerable groups are very susceptible to being recruited for human trafficking, and according to the experience of Centre for Human Trafficking Victims Protection, Center for Social Work, Police, and civil society organizations, following vulnerable categories are most often identified as victims of human trafficking: victims of family violence (women and children), national minorities, children without adequate care and parental care, victims of human trafficking (from repeat victimization), children victims of peer violence, people with disabilities, older people, especially from the aspect of exploitation in begging, sensitive categories of migrants (women from refugee population, victims of family violence, victims of human trafficking), unattended minors, children involved in life and labour in the street (representatives of this category are usually members of national minorities).

8.4 Civil Society/Stakeholders involvement

In the Republic of Serbia, since 2001, cooperation has been developed with civil society organizations dealing with fight against human trafficking and victims protection, and during the past few years cooperation has been extended to new organizations that can contribute to more efficient response to human trafficking issue, particularly in the field of prevention, raising awareness of young people regarding the problem of human trafficking, and learning how to recognize risks of human trafficking, and the field of protection of the victims of human trafficking.

Cooperation has been developed and improved with traditional partners from non-government sector (such as ASTRA, ATINA, Centre for Youth Integration), but in the past years also memorandums of cooperation were signed between police, state authorities and civil society organizations, among which are agreements with ASTRA, ATINA, Unitas Fund, Fund Tijana Juric, Save the Children. Apart from that, cooperation with Centre for Girls form Niš has been established, because of the refugee crisis, as well as with organizations in charge of protection of migrants and asylum seekers, such as Praxis and Asylum Seekers Centre.

The Ministry of Interior will make sure its objectives, policies and interventions have a positive impact on and are in line with the main principles of gender equity, social inclusion and on environment.

9. Conditionality and sequencing

The underlying assumption for this project is the Serbian political will and ability to prepare for future EU membership. So far there has been no reason to doubt this assumption.

Projects to be implemented through Twinning require the full commitment and participation of the senior management of the beneficiary institution. In addition to providing the Twinning partner with adequate resources to operate effectively, the senior management must be fully involved in the development and implementation of the project results.

10. Indicators for performance measurement

See section 3.5 and column indicators in LFM (Annex I)

11. Facilities available

One Office with work station for RTA for his/her daily work and assistant will be provided in accordance with the Twinning Manual in kind. A Meeting room will be available for the project as well as a Training room.

ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format (compulsory)
2. Organization Chart of the Ministry of Interior

ANNEX I: Logical framework matrix in standard format

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
<p>To contribute to meeting accession criteria and implementation of AP Chapter 24 and Chapter 23 through strengthening capacities of relevant institutions to fight against all forms of Trafficking of Human beings in line with EU best practices.</p>	<ul style="list-style-type: none"> • Progress made towards meeting accession criteria, as assessed by the Progress Report (Ch. 23 - Judiciary & fundamental rights) • Progress made towards meeting accession criteria, as assessed by the Progress Report (Ch. 24 - Justice, freedom & security) 	<p>EC Report on Chapter 24 EC Report on Chapter 23</p>	
SPECIFIC OBJECTIVES	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>To improve detection of THB, prevention and protection of victims of THB through strengthening capacities of Criminal Police Directorate for efficient coordination with other relevant Institutions (Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP); Prosecutors Office) and development of an efficient national referral mechanism.</p>	<ul style="list-style-type: none"> • Number of identified victims of THB decreased • Increased no. of all forms of THB detected • Number of cases of THB related to high-technology crime detected 	<p>Report of the Centre for protection of THB victims MoI Yearly Report Republic Prosecutors Office yearly report CFCU Implementation Reports</p>	<p>Police reform, and the fight against organised crime, remain a high priority for the Government and are implemented without delays.</p>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>Component 1: Analysis of the Institutional framework and organisational capacities to fight against THB Result 1- To analyse the Institutional framework and organisational capacities of the Criminal police to fight against Trafficking of Human beings and analyse the exchange of information / coordination system between Criminal Police Directorate, the Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP) and Prosecutors.</p> <p>Component 2: Capacity building of relevant Institutions involved in fight against THB Result 2- To build capacities of Criminal Police Directorate and Border Police directorate as well as other relevant Institutions involved in fight against THB (Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP)</p>	<ul style="list-style-type: none"> • 1.1 Number of workshop organised on various topics related to fight against THB in Serbia and in EU MS (Financial investigation, Labour exploitation, new forms of THB, National Referral mechanism) (5 Workshops) for at least 15 participants each • 1.2 Gap analysis on capacities for the Protection unit for victims of THB prepared • 1.3.Gap analysis on Financial investigation in Serbia and EU MS prepared • 1.4.Gap analysis on THB, pornography and sexual exploitation prepared • 1.5.Gap analysis on THB and Labour exploitation prepared 	<p>Twinning project reports Labour inspectorate reports Social services reports</p>	

<p>Component 3: Prevention and protection of victims of THB and development of Early Warning System</p> <p>Result 3 -To improve prevention (proactive methods in police work) and protection of victims of THB and to develop an Early Warning System – on new modus in THB in line with EU Standards.</p>	<ul style="list-style-type: none"> • 1.6.Gap analysis on new forms of THB in Serbia and EU MS prepared • 1.7.Gap analysis on exchange of information and coordination between Criminal Police Directorate, the Center for protection of THB victims –Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP) and Prosecutors prepared • 1.8. Rulebook on jobs regarding the role of the Criminal police directorate in investigations in THB cases adopted • 2.1.TNA and Training programme drafted • 2.2.Number of staff trained in joint trainings from Criminal Police Directorate, Border Police, Center for protection of THB victims, - Ministry of Labour, Employment, Veteran and Social Policy (MLEVSP) (at least 50 participants) • 2.3.Number of joint trainings delivered (at least 10 joint trainings) • 2.4.Number of participants at specific trainings trained (at least 5 police officers from Protection Unit, at least 5 police officers working in Financial Investigation Unit, at least 5 police officers working in specialised units dealing with THB, at least 5 police officers working as undercover investigators about THB, 30 police officers involved in suppression of human trafficking, both from the Service for combating organised crime and other specialised units, 20 officers of Border Police Directorate, 20 specialised Police officers dealing with THB and labour inspectors) • 2.5.Number of participants at Frontex training model for border guard training (at least 20 participants) • 2.6.Number of participants at trainings on THB and Labour exploitation (at least 20 participants) • 2.7.Number of participants at trainings on THB and pornography and sexual exploitation (at least 20 participants) • 2.8.Number of specific trainings delivered (at least 40 trainings) • 2.9.Number of Study tours (4 Study tours) • 2.10 Number of Manual drafted and printed (6 		
--	---	--	--

	<p>Manuals)</p> <ul style="list-style-type: none"> • 3.1.Comprehensive analysis on Lessons learned from EU MS on prevention of victims and in Serbia - Presentation of findings and Recommendation • 3.2 Number of Workshop on lessons learned on prevention of victims - presentation of Lessons learned from EU MS for at least 15 participants (1 Workshop) organised • 3.3. Early Warning System at EUROPOL presented • 3.4. Early Warning System – on new modus in THB developed • 3.5. Number of Workshop on Proactive investigations (Prevention in the work of police) - Proactive identification of trafficking victims and Investigation of THB cases according to EU Standards and best practices for at least 15 participants (1 Workshop) organised • 3.6.Joint (Police and social services) procedures for protection of THB victims prepared. • 3.7. Defined procedures for the exchange of information on THB within the police and other state authorities. • 3.8.Number of Workshop on victims of THB in Institutions for social care (Institutions for children and Youth education, Institutions for children without parental aging and other Institutions) for at least 15 participants (1 Workshop) organised • 3.9 Number of workshops on protection of victims of THB for at least 15 participants each (2 Workshops) organised 			
ACTIVITIES:	MEANS	OVERAL COST	ASSUMPTIONS	
	Twinning	Total cost: 1.000.000 EUR	Efficient cooperation and coordination among the different units in the MoI and other relevant institutions	

ANNEX II - Organization chart of General Police Directorate

