

Government of Romania

Ministry of Administration and Interior

United Nations Development Programme

**Strengthening law enforcement capacities for fighting human trafficking
in South-Eastern Europe**

The overall goal of the project is to enhance the capacity of SEE participating countries (Albania, Bosnia-Herzegovina, Bulgaria, Croatia, FYR of Macedonia, Moldova, Romania, Serbia and Montenegro, and the UN-administered territory of Kosovo) to coherently implement a comprehensive national Anti-Trafficking Training Strategy for law enforcement on the basis of the “Law Enforcement Best Practice Manual for Anti-Trafficking in Human Beings” produced by UNDP Romania and the “Regional Standard for Anti-Trafficking Police Training in SEE” produced by ICMPD. By combining and amending these programmes the project will be able to use their synergies in order to create a new, comprehensive training scheme with specific modules for different target groups.

Section I—Elaboration of the narrative

Part I. Situation Analysis

The current growth of trans-national criminal organizations, as well as freer flows of people, money and goods create conditions that facilitate the illicit movement of drugs, weapons, people and money. Trafficking in human beings is a key criminal phenomenon, often supported by endemic corruption and fraud as well as by well-established money laundering practices. Human trafficking affects the life of hundreds of thousand people all over the world. Generating new, more refined forms of slavery, the criminal networks violate basic human rights and contribute to a demographic and economic destabilization of the countries affected by such criminal activities, irrespective of their status as destination, transit or origin countries.

Tackling the growing problem of trafficking requires an international and multidisciplinary approach involving all relevant actors (law enforcement, NGOs and social authorities, migration authorities, etc). Reaching common understanding of the nature and extent of the problem is a prerequisite for effective action.

Well-trained law enforcement agencies are an indispensable component of an effective strategy to counter trafficking in human beings (THB). South-East European Governments have therefore included the commitment to establish recurrent training programmes on human trafficking as part of the curriculum for law enforcement agencies in their National Anti-Trafficking Action Plans (NAPs).

Training should be offered at two levels: at the generalist level, directed to all (non-specialized) police officers, aimed at raising awareness on trafficking in human beings as a serious crime and a human rights violation and consequently at better identifying and dealing with victims of the crime; as well as at the specialist level, targeting specialized police and investigators who hold specific responsibility for dealing with the crime.

To this end, two complementary regional training manuals have been elaborated in collaboration with and in support of SEE governments. UNDP Romania designed the “Law Enforcement Best Practice Manual for Anti-Trafficking in Human Beings”, an advanced training programme to develop the capacity and investigative skills of specialist officers who have direct responsibility for dealing with the human trafficking crime. On the other hand, under the umbrella of the Stability Pact Task Force on Trafficking in Human Beings (SPTF), the International Centre for Migration Policy Development (ICMPD) developed the “Regional Standard for Anti-Trafficking Police Training in SEE”, a training programme for non-specialist patrol officers aimed at providing the initial tools for better identifying and protecting victims of trafficking, low level intelligence gathering as well as enhancing the co-operation with NGOs. Both manuals went through regional validation and pilot roll-out in beneficiary countries (Albania, Bosnia-Herzegovina, Bulgaria, Croatia, Greece, Hungary, FYR of Macedonia, Moldova, Romania, Serbia and Montenegro, Slovenia, Turkey, Ukraine, and the UN-administered territory of Kosovo) and were subsequently endorsed as regional standards for law enforcement training, which should henceforth be implemented at large scale (with the generalist level training as part of the national police training curricula for all police officers).

There is a clear synergy between the two programmes as they are designed to develop the capacity of both angles of the law enforcement response to this crime. This fact highlighted the need of establishing a comprehensive training strategy which takes into consideration both general and specialized levels and ensures that the development and delivery of training programmes is coordinated at the national and regional level so that the interlocking and complementary components of the two are maintained and (training) resources are utilized in an efficient way. On this basis, SEE governments can develop and implement a consistent regional standard of recruit and continuity training as well as specialist training for law enforcement agents, in accordance with their National Action Plans. UNDP and ICMPD developed this “Comprehensive Anti-Trafficking Training Strategy for Law Enforcement in SEE

countries”, which was endorsed as basis for all future law enforcement training on human trafficking in the 15 participating SEE countries/territories at the Senior Officials Meeting held at the UN in Vienna during 15-16 December 2004. On this occasion, participating countries also renewed their commitment to implement these training manuals, and invited UNDP and ICMPD to support them in the next phase of sustained implementation of the training.¹

The present project is in response to the request by participating countries for support in the development and implementation of comprehensive national training plans, on the basis of the agreed regional training standards and with a view to enhance the implementation of their national anti-trafficking strategies. At the same time, any training strategy of law enforcement personnel – particularly at specialist investigator level – should also aim to increase operational effectiveness and capacity for international cooperation and, more importantly, operational interaction at the regional level. The present project therefore also foresees activities to foster such regional operational interaction.

Part II. Strategy

The present project represents a set of activities, to be implemented by UNDP and the Romanian Ministry of Administration and Interior, under a broader regional initiative developed together by ICMPD and UNDP as a follow-up to their “Comprehensive Anti-Trafficking Training Strategy for Law Enforcement in SEE countries”. Funding has been secured from donors by ICMPD for the regional initiative, and ICMPD will contribute part of it towards the present project, while implementing itself a complementary set of activities. Close coordination between UNDP and ICMPD in the implementation of their respective projects (sub-components of the regional initiative) is critical for the coherence and impact of their work.

The overall goal of the regional initiative is to enhance the capacity of the participating countries (Albania, Bosnia-Herzegovina, Bulgaria, Croatia, FYR of Macedonia, Moldova, Romania, Serbia and Montenegro, and the UN-administered territory of Kosovo) to coherently implement a comprehensive national Anti-Trafficking Training Strategy for law enforcement on the basis of the training programmes developed by UNDP and ICMPD. By combining and amending these programmes, the ICMPD/UNDP follow-up initiative will be able to use their synergies in order to create a new, comprehensive training scheme with specific modules for different target groups. To this end, the existing curricula and manuals will be complemented both at the substance level by including the latest trends and developments into the curricula and at the didactic level by adding trainings on teaching methods. Thus, the envisaged Anti-Trafficking Training Plan will be more than just “another” Anti-Trafficking training module and also more than just a combination of the two programmes mentioned above. It will provide a consistent scheme for continuous education in the area of Anti-Trafficking for law enforcement with defined training objectives for different levels and a flexible structure that also allows to integrate other, more specialized training, such as for example the Manual to “Combat the Forced Labour Outcomes of Human Trafficking”, which is soon to be implemented by ILO and ICMPD, or training on the special protection and referral for child victims of trafficking, to be developed by UNICEF.

Both partners – UNDP Romania and ICMPD – are ideally placed to coordinate such a multi-country and multi-stakeholder intervention, having proven their advocacy and mobilization capacity on anti-trafficking in SEE, as well as their capacity to develop top-quality training programmes for law enforcement and associated capacity-building measures. The established network of contacts, at both high level and frontline anti-trafficking law enforcement practitioners, and the excellent cooperation between UNDP Romania and ICMPD will greatly benefit this initiative. All countries that are intended beneficiaries of this proposed project have been among the partners and beneficiaries of the training programmes implemented by UNDP Romania and ICMPD. In addition, the regional initiative will be

¹ The manuals, the first fully based on the UN Guidelines and Definitions, were also officially handed over to UNODC to support the global implementation of the Palermo Protocols.

supported by the Austrian Police Academy (SIAK), which will provide expertise on Human Trafficking and training skills as well as premises for training.

By continuing the work with police academies, special Anti-Trafficking investigators and national coordinators in SEE countries, the ICMPD/UNDP follow-up initiative will also contribute to overcome the potential fragmentation of Anti-Trafficking training initiatives in South Eastern Europe.

During the design of the present proposal special attention was paid to the complementarity to other projects, such as the regional CARDS police reform project, which focuses on the development of training materials (mainly curricula for the academia - post graduate, senior policy makers), i.e. *the delivery content* and which furthermore covers the whole area of smuggling, irregular migration and trafficking; with a focus on smuggling and irregular migration for which currently no training materials exist. As opposed to that, the scope of the ICMPD/UNDP intervention is *limited to trafficking* and, building upon already existing training material, concentrates on *the training of practitioners*, i.e. law enforcement at both general and specialist levels, with the police training institutes as the main national focal points and multipliers for sustainable national level implementation. The training builds upon a multiplier approach (train-the-trainer) and seeks to *strengthen training- skills, structures and delivery didactics*. Regular information-sharing and close co-operation between the organizations involved (CoE/IOM and UNDP/ICMPD) will be maintained to ensure the synergy and complementariness of their work.

The follow-up by UNDP Romania and ICMPD on the implementation of law enforcement training aims at developing national anti-trafficking training plans and thus helping to avoid duplication of work and waste of donor resources in the future.

Main activities include advanced training of national training teams (police trainers, investigators and NGOs) regarding delivery techniques, regional seminars for exchanging experience, update of existing training materials, and continued monitoring and support to in-country training. At the same time, the participating countries will be supported in developing this Anti-Trafficking Training Strategy according to their national circumstances and needs.

The initiative will improve the situation of the target groups by:

- Ensuring the large-scale implementation of the **Comprehensive Anti-Trafficking Training Strategy for Law Enforcement in SEE**, i.e. training of law enforcement officials at the generalist and the specialist level, in a professional manner according to up-to-date interactive teaching methods
- Involving participants in national implementation, the regional exchange of experiences and update of the regional training module
- Supporting the development of sustainable national counter-trafficking training strategies and national level implementation as needed
- Strengthening interactive training skills of project beneficiaries
- General monitoring and technical backstopping on capacity building and training in participating countries/territories and official-level consultations/advocacy, thus ensuring the political support for the implementation of the trainings by the trainer teams
- Offering a platform for the exchange of experiences, materials and information, as well as contact rosters via the anti-trafficking website.

Consequently, well trained law enforcement personnel in beneficiary countries will likely result in a higher identification rate of victims, a more sensitive victim treatment and protection, improved investigation techniques and cross-border operational cooperation, and also higher conviction rate of

traffickers. Ultimately, by setting common training standards and enhancing the effectiveness of anti-trafficking efforts through better regional cooperation, actual and potential victims of trafficking from vulnerable groups will benefit from the ICMPD/UNDP initiative.

In what regards the sustainability of the results, given the commitment of beneficiary countries to implement the Comprehensive Training Strategy on a sustainable basis, it is foreseen that at the end of UNDP and ICMPD projects that form the regional follow-up to the “Comprehensive Anti-Trafficking Training Strategy for Law Enforcement in SEE countries”, all participating countries will have a national anti-trafficking training strategy, mainstreamed where applicable into the regular curricula of police academies, and will have secured recurrent financial support for implementation from their national budgets.

Part III. Management Arrangements

In accordance with the agreement concluded between UNDP Romania and ICMPD, as well as with the attached work-plan and budget, UNDP Romania is the recipient of funding provided by ICMPD for the purpose of delivering specific activities under the overall regional initiative. These activities form the present project, to which UNDP Romania will also contribute own resources, in addition to those made available by the donor, in order to ensure the proper delivery of project activities and outputs.

Therefore, below paragraphs regarding management arrangement relate only to the present project, that is the UNDP component of the broader ICMPD/UNDP regional initiative.

The method of implementation is National Execution with Country Office support, based within the Romanian Ministry of Administration and Interior (MAI).

The oversight of the project will take place through a tri-partite mechanism (TPM), which will meet at the end of the project to review progress and make strategic decisions (e.g. follow-up activities, approaching donor community, etc). At a minimum, the TPM membership should include a representative of the Ministry of Administration and Interior, the Romanian Government, and UNDP.

The Ministry of Administration and Interior, as UNDP's main implementing partner in Romania, will appoint a representative – National Project Director – to be the interface between the Ministry and UNDP Romania CO, as well as to take part in the TPM.

UNDP will be responsible for the day-to-day management of the project and the delivery of project outputs as detailed in the Results Framework below, and will report on these through the TPM. UNDP will also provide funding for the project, and will operate through direct payments.

UNDP Romania, in cooperation with the Ministry of Administration and Interior, will select and recruit the project staff composed – as a minimum – of a Project Manager and a Project Assistant. The project staff will be contracted by UNDP.

External short-term consultants/experts are required for various stages of the project delivery. They will be identified and recruited by the Project Manager, under the supervision of UNDP. The contracted consultants will report to UNDP, through the Project Manager, and will be required to follow the Project Manager's instructions within the overall and stage objectives.

Audit arrangements are those applicable to UNDP projects.

Part IV. Monitoring and Evaluation

Monitoring and evaluation will follow UNDP procedures². Project-level monitoring will operate through results-oriented reporting as per UNDP standards. The project will also be reviewed as part of UNDAF and Country Programme evaluation mechanisms, and UNDP's Annual Review exercise with stakeholders.

Part V. Legal Context

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Romania and the United Nations Development Programme signed on 23 January 1991, completed by the Agreement for Amending the Agreement between the Government of Romania and the United Nations Development Programme, signed on 23 April 2004.

The following type of revisions may be made to this Project Document and its budget, with only the signature of the UNDP Resident Representative:

1. Mandatory annual revisions to register the expenditures incurred during the previous accounting year;
2. Re-phasing budget revisions.

² *Managing for Results: Monitoring and Evaluation in UNDP, 2001*,
<http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/documents/frameworkfinal.pdf>

Section II - Results and Resources Framework

Intended Outcome as stated in the Country Programme Results and Resource Framework: Policies, legislation and implementation capacities to better protect the rights of vulnerable groups, including victims of human trafficking.				
Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets: No. of human trafficking cases prosecuted. Baseline (2002): 625 investigated for human and organs trafficking; target: 1,000				
Applicable MYFF Service Line:				
Partnership Strategy:				
Project title and ID: Strengthening law enforcement capacities for fighting human trafficking in South-Eastern Europe - 00041485				
Intended Outputs	Output Targets for 2005-2006	Indicative Activities	Responsible parties	Inputs
1. Project implementation unit established	1.1. Fully functional implementation unit, staffed and equipped, initiates project implementation (2005)	1.1.1. Designation of National Project Director 1.1.2. Selection, recruitment, contracting of national project staff (Project Manager = PM, Project Assistant = PA) 1.1.3. Setting up of project office	1.1.1 MAI 1.1.2 UNDP, MAI 1.1.3 UNDP, MAI	Project Manager (18 months) = EUR27,000 Project Assistant (18 months) = EUR12,600 Office costs (equipment + running) = EUR20,000
2. A-T curriculum and manual updated, complemented by section on training methods and validated	2.1. Three-days regional seminar on teaching methods conducted and attended by relevant selected participants from beneficiary countries (2005) 2.2. Four national trainers per each participating country prepared to deliver in-country interactive training package (2005)	2.1.1. Identification of relevant participants 2.1.2. Travel/logistic arrangements for selected relevant participants 2.1.3. Organisation (substance/logistics) of regional seminar	2.1.1 UNDP, MAI, PM 2.1.2 UNDP, PM 2.1.3 ICMPD	
3.1 National training package delivered on the basis of adopted interactive methodology 3.2 Comprehensive National Anti-	3.1.1. In-country training seminars organized by each participating country (2005)	3.1.1 Organisation of national seminar, delivery of interactive training package	3.1.1 MAI, UNDP, ICMPD	Monitoring and support missions (4 countries) = EUR23,628 Support to national level

<p>Trafficking Training Strategies developed</p>	<p>3.2.1. Reinforced commitment of high-level decision makers on continuous implementation of the Comprehensive Anti-trafficking Training Strategy for Law Enforcement in SEE (2005) 3.2.2. National stakeholders mobilized to support the development of Comprehensive Anti-trafficking Strategies (2005-2006)</p>	<p>3.1.2. Gathering by national trainers of feedback on both the training course and the manuals, and reporting back to project team 3.1.3. Support to national trainers through monitoring/technical assistance missions 3.2.1 Assessment of enhanced needs of international and regional cooperation 3.2.2. Drafting of Comprehensive National Anti-trafficking Strategies</p>	<p>3.1.2 MAI 3.1.3 UNDP, ICMPD, PM 3.2.1 PM, UNDP 3.2.2 UNDP, ICMPD</p>	<p>implementation (4 countries) = EUR6,000 Co-ordination team meetings = EUR4,984</p>
<p>4. Updated interactive training curricula and manual drafted</p>	<p>4.1. Interactive training curricula and manual updated and translated; reference materials printed and disseminated (2005-2006)</p>	<p>4.1.1. Reviewing of existing resources and updating / translating / adapting of materials for further use 4.1.2. Drafting of updated interactive training curricula and manual 4.1.3. Dissemination of reference materials</p>	<p>PM, UNDP, ICMPD, MAI</p>	<p>Translation (3 languages), printing, dissemination = EUR30,500</p>
<p>5. Updated interactive training curricula and manual endorsed as regional standard, and commitment taken for subsequent national implementation</p>	<p>5.1. Three-days Concluding Regional Seminar organized to present and pilot the National Anti-trafficking Training Strategies (2006) 5.2. Training modules adapted, future activities identified focusing on</p>	<p>5.1.1. Designing and preparing the format of three-days Concluding Regional Seminar 5.1.2. Securing of adequate venue for, and organization of regional seminar 5.2.1. Updating / adapting training modules</p>	<p>5.1.1 PM, UNDP, ICMPD 5.1.2 PM, UNDP 5.2.1 PM, UNDP, ICMPD</p>	<p>Regional Seminar (travel&accommodation participants+experts, interpreters, conference facilities, etc) = EUR66,300</p>

	practical law enforcement regional co-operation (2006)			
6. Results, lessons learned, recommendations for follow-up activities	6.1. Project evaluated; evaluation report disseminated to relevant stakeholders	6.1.1. Independent evaluation expert identified and recruited 6.1.2. Evaluation mission organized 6.1.3. Evaluation report drafted and disseminated 6.2.1. Project auditing	6.1.1-6.1.3 ICMPD, UNDP, PM 6.2.1 UNDP	Audit = EUR3,500

Section III— Workplan and budget

Proj. ID 00041485	Expected Output	Key Activities	Timeframe				Responsible party	Planned Budget						
			Q1	Q2	Q3	Q4		Fund	Donor	Budget Description	Year 2005 EURO	TOTAL EURO		
ACTIVITY1	Project implementation unit established	National project staff	X	X	X	X	ICMPD	30000	00250	71400	Service contracts individuals	20,790	27,720	
							UNDP	04000	00012	71400		8,910	11,880	
		Project office	X		X			ICMPD	30000	00250	72800	Equipment	14,000	14,000
								UNDP	04000	00012	72800		2,000	2,000
			X	X	X	X		UNDP	04000	00012	73100		Running costs	2,000
Sub total											47,700	59,600		
ACTIVITY2	In-country training seminars	Support to national level implementation		X	X	X	ICMPD	30000	00250	72100	NGO Support	3,000	6,000	
		Coordination-team meetings		X	X	X	ICMPD	30000	00250	71600	Travel	2,492	4,984	
		Monitoring/Support missions		x	x	x	ICMPD	30000	00250	71600	Travel	10,614	21,228	
				x	x	x	ICMPD	30000	00250	74200	Interpretation costs	1,200	2,400	
Sub total											17,306	34,612		
ACTIVITY3	Updated interactive training curricula and manual drafted	Reviewing materials, translations, printing, dissemination	X	X	X	X	ICMPD	30000	00250	74200	Translation and printing	20,000	30,500	
Sub total											20,000	30,500		
ACTIVITY4	Updated interactive training curricula and manual endorsed as regional	Three-days Concluding Regional Seminar					ICMPD	30000	00250	71600	Travel	0	43,480	
							ICMPD	30000	00250	74200	Interpretation costs	0	13,320	
							ICMPD	30000	00250	74500	Logistics	0	9,500	
Sub total											0	66,300		
ACTIVITY5	Miscellaneous	Public communication	X	X	X	X	UNDP	04000	00012	72400	Communication	1,000	2,000	
		Audit / M&E					UNDP	04000	00012	74100	Audit & evaluation costs	1,000	3,500	
		Sundries	X	X	X	X	UNDP	04000	00012	74500	Miscellaneous	2,000	4,000	
Sub total											4,000	9,500		
TOTAL activities											89,006	200,512		
								30000	00250	75100	GMS	2,884	6,925	
								30000	00250	70000	ISS noncore	1,442	3,463	
								04000	00012	70000	ISS core	338	548	
TOTAL project											93,670	211,448		
											DONOR Contribution	76,422	183,520	
											UNDP Contribution	17,248	27,928	

Section IV—other agreements

1. ICMPD-UNDP cost-sharing agreement.
2. ICMPD / UNDP Romania follow-up on regional training, proposal “Strengthening law enforcement capacities for fighting human trafficking in South-Eastern Europe”

SIGNATURE PAGE

Country: Romania

UNDAF Outcome(s)/Indicator(s)³: By 2009, administrative capacity is strengthened at central and local level to develop, implement and monitor sustainable policies and programs – emphasizing transparency, accountability and participation - in the areas of public service delivery, environmental governance and the protection of the rights of vulnerable groups.

Expected Outcome(s)/Indicator (s)⁴: Policies, legislation and implementation capacities to better protect the rights of vulnerable groups, including victims of human trafficking / Indicator: No. of human trafficking cases prosecuted.

Expected Output(s)/Annual Targets⁵:
(CP outputs linked to the above CP outcome)

Implementing partner:
(designated institution/formerly executing entity)

Ministry of Administration and Interior

Programme Period: 2005-2009
Programme Component: Capacity building for Democratic Governance
Project Title: Strengthening law enforcement capacities for fighting human trafficking in South-Eastern Europe
Project ID: 00041485
Project Duration: 18 months
Management Arrangement: NEX with CO support

Budget _____ EUR200,512
General Management Support Fee EUR10,936
Total budget: _____ EUR211,448
Allocated resources: _____
• Government _____
• Regular EUR27,928
• Other:
 ○ Donor EUR183,520
 ○ Donor _____
 ○ Donor _____
• In kind contributions _____
Unfunded budget: _____

Agreed by (Government): _____

Agreed by (Implementing partner/Executing entity): _____

Agreed by (UNDP): _____

³ For global/regional projects, this is not required
⁴ For global/regional projects, these are outcomes identified in GP/RP
⁵ For global/regional projects, these are outputs identified in GP/RP